

Situation Analysis of Children in Grenada



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Situation Analysis of Children in Grenada

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Situation Analysis of Children in Grenada

Foreword

The UNICEF Office for the Eastern Caribbean Area is very pleased to present this Situation Analysis of Children in partnership with the Government of the Grenada.

Evidence-informed programming is critical not only to our Multi Country Programme of Cooperation with the governments of the Eastern Caribbean Area but to the day-to-day decisions that are needed to determine policy, programme delivery and budget allocation in good governance to focus limited resources to the most critical issues and vulnerable groups.

Notwithstanding some obvious gaps in data availability, we see this assessment as an integral contribution to the enhancement of knowledge of children and their families in Grenada.

This Situation Analysis of Children in Grenada is designed to help government shape national policies and action plans in line with the new Sustainable Development Goals agreed by the international community. It describes the current situation of children, identifies barriers and bottlenecks in advancing children's rights in health, education and child protection and sets forth recommendations.

It was also a critical tool in the preparation of the current 2017-2021 UNICEF ECA Multi Country Programme as the identification of the vulnerable segments of the child population sharpened our focus as we designed strategies to support government to respond to the needs all children, but especially those most at risk of multiple deprivations.

This document represents the first time in decades that we have attempted to compile separate updates for each of the 12 countries and territories in the Multi Country Programme. It has been an arduous, but rewarding task, as while there are many similarities between the countries of the Eastern Caribbean Area, some features and situations distinguish one state from the other.

It is hoped that this Situation Analysis will be a valuable tool to all sectors including Government; international, regional and national organizations; other Development Partners and UN agencies; non-state actors and the media, as well as well as special interest groups and organizations whose mission is to work towards the advancement of the rights of children.

We sincerely thank all our partners in government, civil society, children, youth and others who contributed to its development.

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Abbreviations

CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CFS	Child Friendly School
CPA	Country Poverty Assessment
CPEA	Caribbean Primary Exit Assessment
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSEC	Caribbean Secondary Education Certificate
CSME	CARICOM Single Market and Economy
CVQ	Caribbean Vocational Qualification
ECE	Early Childhood Education
ECD	Early Childhood Development
EFA	Education for All
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GPRS	Growth and Poverty Reduction Strategy
HFLE	Health and Family Life Education
IMR	Infant Mortality Rate
LGBT	Lesbian, Gay, Bisexual and Transgender
MDG	Millennium Development Goal
MPM	Multidimensional Poverty Measurement
NCD	Non-Communicable Disease
NGO	Non-Governmental Organization
OECS	Organisation of Eastern Caribbean States
PAHO	Pan-American Health Organization
RCP	Roving Caregivers Programme
SIDS	Small Island Developing States
SDG	Sustainable Development Goal
SitAn	Situation Analysis
TVET	Technical and Vocational Education and Training
U5MR	Under-5 Mortality Rate
UNICEF	United Nations Children's Fund



Executive Summary



INTRODUCTION

This Situation Analysis (SitAn) of children in Grenada is designed to help the Government shape national policies and action plans in line with the Sustainable Development Goals (SDGs). It describes the current situation of children, identifies barriers and bottlenecks in advancing children's rights in health, education and child protection and sets forth recommendations.

The Archipelago of Grenada comprises three sister islands – Grenada, Carriacou and Petit Martinique – and about 600 mostly uninhabited small islets. The country's total land area covers 133 square miles and is volcanic in origin. Grenada is the largest of the three islands, more mountainous than the others and covered by dense forest. The population was reported at 105,508 in the 2011 Census, with 6.5 per cent living on Carriacou and Petite Martinique. It is the second smallest island population in the world. In 2012, men outnumbered women by 52,992 to 52,516.

METHODOLOGY

The report draws on an extensive desk review covering more than 60 national, regional and global resource documents (development plans, surveys, studies and reports). The documentation was useful and current but accuracy was often uncertain. This reflected lack of information sharing among government departments, civil society organizations and the wider public, and lack of necessary infrastructure and human resources for consistent data collection, collation and presentation. Due to the limitations of available quantitative data, the use of qualitative information is highlighted.

The resource documents helped in the formulation of questions for the interviews and focus groups and to examine specific issues. The qualitative sample comprised multiple key informants representing the Government, development partners and civil society who shared their opinions on the status of children in the country. The interviews provided on-the-ground observations, insights and experiences of national level policies and programmes. At the community level, interviewees comprised teachers, health workers and parents/caregivers. The children interviewed were between the ages of 8 and 18 and from a range of backgrounds.

They included both in-school and out-of-school children, with more girls represented (68 per cent) than boys (32 per cent). It was not possible to meet with children living with disabilities or those in police cells or prison.

FINDINGS

Grenada is a constitutional monarchy with an elected bicameral parliament consisting of a 16-member House of Representatives and 19-member Senate. The Governor General represents the British monarch, and the Prime Minister is the leader of the party that wins the majority of seats in elections. The Constitution was adopted in 1973 and came into force in 1974 when the country became an independent state within the Commonwealth. The Government is committed to protecting its citizens' human rights and has ratified a number of international conventions, including the Convention on the Rights of the Child (CRC), the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Convention on the Rights of Persons with Disabilities (CRPD).

In the 1970s, Grenada made the transition from a largely agriculturally based economy towards growing reliance on the services sector, especially tourism. The impact of the 2008 financial crisis was severe – growth rates plummeted, debt and fiscal imbalances rose to unsustainable levels and labour market conditions deteriorated as the financial sector demonstrated limited capacity to support growth and job creation. In recent years, the Government has diversified the economy with the development of a manufacturing sector focused on paper products and electronic components, offshore financial services and direct marketing. With this reform effort and an emphasis on social development, Grenada was projected to record real GDP growth (at market prices) of 5.1 per cent in 2015.

The 2008 Caribbean Development Bank (CDB) country poverty assessment (CPA) indicated a significant decline in the indigent poverty rate, from 12.9 per cent in 1998 to 2.3 per cent in 2008. The CPA also reported that 37.7 per cent of the population was living below the poverty line, with 14.6 per cent deemed vulnerable. One of every two children in Grenada was poor. A higher percentage of men (40 per cent) than women (36 per cent) were classified as poor. With 48 per cent of all poor households headed by single women, Grenada has the highest percentage of women household heads among members of the Organization of Eastern Caribbean States (OECS). The majority of the poor are located in two parishes: St Mark, where more than half of the

residents live below the poverty line, and St Andrew, where 44 per cent live below the poverty line. Carriacou and Petite Martinique have the lowest rate of poverty (6.6 per cent).

The 2008 CPA reported a total employed labour force of 47,581, with a slightly higher percentage of employed women (51 per cent) than employed men (49 per cent). The unemployment rate was estimated at 24.9 per cent, with nearly twice as many women (31.8 per cent) as men (17.9 per cent) unemployed.

The education budget increased steadily from 5.5–7.7 per cent of GDP in the 1970s to 9.9 per cent in 2013. Among all line ministries, education received the largest amount of the national recurrent and capital expenditure budgets in 2012–2013 (12.4 per cent) and in 2016 (10 per cent). Poor children are disproportionately disadvantaged, particularly in families with more than one child attending school. Social safety net strategies targeting these families are underfunded, thus student support schemes (cash and in-kind) reached only 10 per cent of school-age children.

In 2013, there were 107 preschool centres, of which 66 were government owned. Among the publicly owned centres, 52 per cent are located in the parishes of St George and St Andrew where 57 per cent of the population reside. The 2014 Statistical Digest for Grenada reported 3,934 children enrolled in public and private preschool centres, 189 preschool teachers (26 more than in 2008–2009) and a teacher/pupil ratio of 14:1. By 2015, enrolment reached nearly 100 per cent, but the quality in the curriculum varies and the level of teacher training is inadequate. In addition, more than 62 per cent of teachers in the HighScope programme are over the age of 45, and many interviewees perceive this to be an issue at other levels of education.

Grenada has made progress towards universal quality primary school education. There are 76 primary schools owned and operated by the Government, private sector and churches (many church schools receive government and/or private support). In 2013–2014, total enrolment was 12,948. Among the 756 teachers, nearly 80 per cent were female but only 62 per cent were trained. In 2012–2013, about 95 per cent of new entrants to kindergarten attended preschool. The repetition and dropout rates, which continue to be among the lowest in the OECS, are higher among males than females.

In 2012–2013, 9,851 pupils (48.5 per cent girls) were enrolled in the nation's 24 public and private secondary schools, representing 89 per cent of children aged

12–16. There were 719 teachers in secondary schools, and the teacher/pupil ratio was 14:1. The repetition rate for 2012–2013 was 4.6 per cent and the dropout rate was 0.09 per cent. Repetition rates were higher for boys than girls. The number of trained graduates among the teacher corps almost tripled from 6 per cent in 2008–2009 to 17 per cent in 2012–2013. Less than 20 per cent of secondary students achieved five subject passes including English and math in the Caribbean Secondary Education Certificate (CSEC) examinations in each year from 2009 to 2013. This means that 80 per cent of secondary students in Grenada did not attain the requisite minimum matriculations required to enter tertiary education.

The Government has prioritized the provision of technical and vocational education and training (TVET) in primary and secondary schools and refocused on education and training systems that reflect the skills required by employers. The Caribbean Vocational Qualifications (CVQ) programme is designed to facilitate certification corresponding to specific and relevant occupational areas, based on a regional set of standards and competencies. The first 181 students completed CVQ training in November 2015 and graduated with a 91 per cent completion rate.

Grenada is one of the more progressive OECS members in terms of the legal framework for child protection. Parliament has passed three of the four model laws in an OECS package for family law reform (including domestic violence), and in July 2012 Grenada became the second country to pass the Juvenile Justice Bill. The law was promulgated in April 2016 but implementation has not been without difficulties in terms of coordinating multiple stakeholders and bringing about a cultural shift. A survey on attitudes to corporal punishment, child sexual abuse and domestic violence indicated a positive shift in attitudes towards corporal punishment, with 78 per cent of respondents acknowledging that discipline of children is possible without its use. More than a third of respondents were willing to see a ban on the use of corporal punishment in schools, but just 14 per cent were willing to see a ban in the home. A total of 1,907 child abuse cases were reported in 2011–2015. The most commonly reported were cases of sexual abuse (32 per cent), physical abuse (32 per cent) and neglect/abandonment (28 per cent). There were 128 cases of emotional and verbal abuse.

There are five residential care centres in Grenada, housing approximately 78 children in 2015. The Child Protection Authority struggles with large, demanding caseloads and limited resources – insufficient staff

capacity, both in terms of numbers and qualifications, and lack of comprehensive written procedures to guide and standardize processes. Those interviewed emphasized the lengthy periods of time many children spend in care, and one administrator spoke about the difficulty of placing children through adoption, especially the older ones. The option of working with the families of children in alternative care to ‘repair’ the home environment is not enough utilized. Sometimes children are in care for months before receiving visits from their biological families.

Probation services, a family court, legal aid and other important services are among the components in the overhauling of Grenada’s social services system. The newly constructed Bacolet Juvenile Rehabilitation Centre is a secure facility for the treatment and rehabilitation of boys and girls aged 12–18. It was opened in 2016 with an allocation of EC\$1 million for initial operational and set-up costs, including 30 staff. A regional analysis of country-submitted data in 2015, covering the five-year period 2009–2013, provides a snapshot of the scope and categories of juvenile offences in Grenada. The cumulative total of juvenile (9–17 years) arrests in the period was 1,326. Among the 10 countries submitting data, Grenada reported the highest number of children charged in 2012 (nearly 325), 2013 (250) and 2014 (just under 250), and one of the highest rates of children charged per capita (about 225 per 100,000). Boys are 5.8 times more likely to be charged with offences than girls (e.g., 700 boys compared to 120 girls in 2014). The top three juvenile offences in Grenada are stealing, using obscene language and causing harm.

A birth registration drive, known as the ‘Catch Up Campaign’, set out to achieve article 7 of the CRC, which calls for registration immediately after birth. In 2011 the Government estimated that 14,000 Grenadians, including more than 9,000 children under the age of 18, were unregistered. By 2012, a total of 7,339 names were reconciled and registered, marking an 81 per cent success rate. A second phase, implemented in 2013, resulted in the reconciliation and registration of an additional 1,744 names. As of June that year, only 887 names remained to be reconciled and registered.

The Ministry of Health and Social Security administers the public sector health services through six districts, each managed by a district medical officer. Four public hospitals, six health centres and 30 medical stations deliver the services along with three small private hospitals and more than 30 private physician practices. Although 65 per cent of the population live in rural areas, there is good geographic coverage. Basic

reported health indicators, such as births attended by a skilled health-care worker and immunization coverage, are excellent.

Expenditures in the health sector for 2008–2012 totalled 3 per cent of GDP. In 2016, allocations from the recurrent and capital budget were EC\$75.7 million. The infant mortality rate (IMR) stood at 11 per 1,000 births in 2015, having declined from 18 per 1,000 births in 1990. This is well within the expectation of IMR decline in Latin American and Caribbean countries sharing similar characteristics. The majority of infant deaths occurred within the first 28 days and were caused by prematurity and/or congenital anomalies or conditions originating in the perinatal period. As in the case of IMR, Grenada has achieved a steady decline in the under-5 mortality rate (U5MR), with 23 per 1,000 births reported in 1990 and 12 per 1,000 births in 2015. Among infants, 7 per cent were moderately undernourished in 2008–2010, and although most infants were breastfed, only 35 per cent were exclusively breastfed for at least three months. According to the 2009 MDGs Progress Report, antenatal care coverage is nearly 100 per cent and trained health workers attend 100 per cent of hospital births.

The first case of HIV in Grenada was diagnosed in 1984. As of 2012, a cumulative total of 485 confirmed cases have been recorded, with consistently more men affected than women. Grenada is described as a ‘low-level epidemic’ country with an estimated prevalence of less than 1 per cent. New HIV cases have fallen from a high of 32 in 2013 to 26 in 2014 to just 12 in January–September 2015. Six pregnant HIV-infected women received antiretroviral drugs in 2009–2010 for the prevention of mother-to-child transmission (PMTCT) of HIV.

The health system in Grenada was largely designed to combat malnutrition and preventable infectious diseases and now struggles to adequately respond to increases in chronic non-communicable diseases (NCDs). In 2012, NCDs caused 82 per cent of premature deaths in the 30–69 year age group. Most of these deaths (65 per cent) were caused by the four major NCDs – cardiovascular diseases, malignant neoplasms, diabetes mellitus and respiratory diseases. Behavioural risk factors (e.g., smoking, drinking) are more prevalent among males and biological risk factors (e.g., overweight, obesity) generally more prevalent among females.

Marijuana continues to be the main controlled substance used in the country. Approximately 20 per cent of secondary students reported a lifetime prevalence of cannabis use, 13 per cent indicated a one-year prevalence and 7 per cent said a one-month prevalence. Overall, males use cannabis more

than females. Alcohol consumption is a problem in Grenada, with the total adult per capita consumption reported at 12.5 litres annually in 2014, double the worldwide average of 6.2 litres and higher than the average of 8.4 litres in the Americas. Moreover, the prevalence of heavy drinking episodes was 8 per cent among those aged 15 and older and notably higher among males (8 per cent) than females (1 per cent).

To combat and control NCDs, the public health system requires a overhaul – different equipment (e.g., lab set-ups, x-ray tools, imaging instruments to enhance investigation and diagnoses); revised outreach strategies (e.g., efforts to equip health personnel with the skills to monitor and communicate for behavioural change); and higher quality human resources (e.g., to handle drug and alcohol dependency). Efforts to reduce the incidence of NCDs will not produce immediate results but require long and sustained input.

CONCLUSION

The idea behind the SDGs is to create a global movement to advance work on the Millennium Development Goals (MDGs) towards new commitments. Nations should therefore frame their development plans and policies for the next years based on this new globally agreed development agenda.

To maintain an enabling environment conducive to delivering equitable social and economic growth and effective poverty reduction, certain capacities must be put in place or strengthened. These include: mobilizing and channelling resources to the appropriate sectors at the appropriate time for optimal production; enforcing standards and regulations (specifically, operationalizing the legislation and policies identified and/or in draft form); establishing a mix of social partnerships with key actors (local councils, civil society, research institutions, the private sector); and improving systems for generating, collating and managing information so that it is easily accessible and shared across different agencies and with partners.

RECOMMENDATIONS

The following specific actions are recommended in terms of the legal and policy framework and survival, development and protection rights.

LEGISLATIVE AND POLICY FRAMEWORK

- ▶ Revisit and amend legislation to end the use of corporal punishment in the school and home
- ▶ Implement the Juvenile Justice Bill, including operationalization of the Juvenile Rehabilitation Centre
- ▶ Enforce the Children (Protection and Adoption) Act, 2010; Domestic Violence Act, 2010; and Trafficking in Persons (Prevention) Act, 2014
- ▶ Fix one minimum age of criminal responsibility
- ▶ Introduce legislation to reduce discrimination against persons living with HIV and AIDS and protect LGBT rights
- ▶ Ratify the International Convention on the Protection of Rights of All Migrant Workers and Members of the Their Families.

SURVIVAL RIGHTS

- ▶ Complete and implement the National Strategic Plan for Health 2016–2025
- ▶ Draft, approve and implement policies and legislation to guide delivery in the areas of NCDs and mental health
- ▶ Expand access to SRH information and services appropriate for adolescents
- ▶ Improve outreach and communication with the LGBT community
- ▶ Update and implement of the National HIV Strategic Plan
- ▶ Train and equip health workers to monitor and coach patients with NCDs and to guide and treat the results of workplace and family stress that can result in drug and alcohol abuse

- ▶ Strengthen the health ministry's capacity for evidence-based planning, monitoring, evaluation and budgeting

DEVELOPMENT RIGHTS

- ▶ Maintain and increase coverage and efficiency of pro-poor education assistance programmes
- ▶ Expand access to early childhood education (ECE) and improve standards
- ▶ Reinforce the multi-stakeholder coordination mechanism for ECE
- ▶ Put in place a plan to train more teachers as well as staff at the Early Childhood Development Unit to replace those retiring and help prevent a future shortage
- ▶ Reduce overcrowding in secondary schools
- ▶ Increase provision of technical and vocational education and training (TVET) in primary and secondary schools
- ▶ Review initiatives designed to reduce violence in the schools and scale up those that prove effective

PROTECTION RIGHTS

- ▶ Improve the data collection capacity with regard to statistics on child victims of child sexual abuse as well as juveniles charged with offences (disaggregation of data by sex and age is essential)
- ▶ Offer incentives to university students to specialize in counselling and child psychology
- ▶ Encourage the establishment of peer support groups and networks at community level and in schools to provide support for child victims and help eliminate the stigma associated with child abuse
- ▶ Improve standards, monitoring and support to residential care services including collaborative partnerships
- ▶ Promote programmes for improving parenting skills and include men in their parenting role

- ▶ Keep the criteria and level of public assistance under continuous review
- ▶ Accelerate plans to produce a multi-dimensional analysis of poverty
- ▶ Maintain funding of projects addressing troubled children and dropouts, particularly targeting residential care for children in need of care and protection.

1 Introduction



As part of its country programming process, the United Nations Children's Fund (UNICEF) assists governments to analyse the situation of children, youth and women. A Situation Analysis (SitAn) of children helps shape national programmes of action for children, UNICEF's own programmes of assistance and the work of local and external development partners. It not only describes the current situation of girls and boys but also identifies and analyses the barriers and bottlenecks that prevent the full realization of their rights related to health, education and child protection. It is part of a process to help ensure that national policies to address the needs of children are on track to achieve the new Sustainable Development Goals (SDGs).

Two previous SitAns conducted in the Eastern Caribbean (2007 and 2010) covered the members of the Organisation of Eastern Caribbean States (OECS) in one document; however, a new series of SitAns presents individual reports for each country. Although UNICEF may have initiated and sponsored the process, this SitAn is the result of cooperation between the Fund and the Government of Grenada and aims to attract as many stakeholders as possible into the process. It is intended to support the Government, civil society and other stakeholders to better understand the situation of girls and boys in Grenada, increase national

capacity for promoting human development and consequently contribute to the realization of human rights.

The UNICEF SitAn exercise undertaken in Grenada takes a particularly close look at vulnerable children who are at risk of violence and abuse and children whose rights to education and health are not being respected, protected and fulfilled. Analysis of behaviour and values related to the Grenadian family/community traditions and culture helps to better understand how policy, legislation and supply and demand of services impact on the realization of children's rights. Conditions that are pervasive in upper-middle-income environments – such as social capacity for organization and mobilization and ability to strengthen human capital within the economic and cultural context – are observed in order to assess how they currently affect the well-being of children and women.

In keeping with the UNICEF mandate “to advocate for the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential”,¹ the SitAn exercise is guided by human rights and equity principles. When applying the rights-based approach, a deliberate focus on equity is fundamental to better understand who are the most marginalized, what makes them vulnerable and why their rights are compromised. Table 1 summarizes the basic features of these two approaches.

Table 1: Human rights and equity approaches

Rights-based approach	Equity-based approach
<p>► Definition: Application of human rights principles in child survival, growth, development and participation</p> <p>Respect, protect, fulfil</p>	<p>► Definition: Application of an equity-focused approach in the realization of child rights</p> <p>Poorest, most marginalized, deprived of opportunities, etc.</p>
<p>► Scope: All children have the right to survive, develop and reach their full potential regardless of gender, race, religious beliefs, income, physical attributes, geographical location or other status.</p>	<p>► Scope: All children have equal opportunity to survive, develop and reach their full potential without discrimination, bias or favouritism. The focus is on the most marginalized children.</p>
<p>► Guiding principles: Accountability, universality, indivisibility and participation. Justice is the overriding theme.</p>	<p>► Guiding principles: Equity is distinct from equality. Equality requires all to have the same resources, while equity requires all to have equal opportunity to access the same resources.</p> <p>Equity derives from a concept of social justice.</p>
<p>► Violations of child rights arise when these are not realized as per the CRC's four principles: non-discrimination; best interest of the child; right to survive, grow and develop; and right to participate/be heard.</p> <p>Concept of progressive realization of rights.</p>	<p>Inequities arise when certain population groups are unfairly or unjustly deprived of basic resources that are available to other groups.</p>

1 UNICEF 2003.

At the root of the rights-based approach are the Convention of the Rights of the Child (CRC), the Convention of the Elimination of All Forms of Discrimination against Women (CEDAW), the Convention on the Rights of Persons with Disabilities (CRPD) and other core international, regional and domestic human rights instruments. The measurement of progress against these formal obligations is a central benchmark by which to assess the situation of children and women.

Equity means that all children have an opportunity to survive, develop and reach their full potential without discrimination, bias or favouritism. This interpretation is consistent with the CRC, which guarantees the fundamental rights of every child regardless of gender, race, religious beliefs, income, physical attributes, geographical location or other status. Inequities generally arise when certain population groups are unfairly deprived of basic resources that are available to other groups. It is important to emphasize that equity is distinct from equality. Equality requires everyone to have the same resources. Equity requires everyone to have the opportunity to access the same resources. The aim of equity-focused policies is not to eliminate all

differences so that everyone has the same level of income, health and education. Rather, the goal is to eliminate the unfair and avoidable circumstances that deprive some children of their rights.²

Methodology

With a strong equity focus on the most disadvantaged, UNICEF has developed a framework that provides a basis for a holistic analysis of the determinant factors that affect the achievement of child rights as they relate to advocacy, policy analysis and partnership building in an environment of reduced financing. The framework can also assess the quality of and access to services that are available for children and women.

The SitAn seeks to contribute to the development of programmes, policies and strategies that understand and address the root causes of inequity so that all children, particularly those who suffer the worst deprivations in society, have access to education, health care, protection and other services necessary for their survival, growth and development. The framework of the 10 determinants

Figure 1: Ten determinants of equity

	DETERMINANTS	DEFINITIONS
ENABLING ENVIRONMENT	Social norms	Social rules of behaviour which are mainly driven by social pressure
	Legislation/Policy	Adequacy of laws and policies at national and sub-national levels
	Budget/Expenditure	Allocation & disbursement of required resources at national and sub-national levels
	Management/Coordination	Rules of Accountability/Coordination/Partnership
DEMAND	Financial Access	Ability to afford
	Social and Cultural practices and beliefs	Individual beliefs and practices that may be widely shared but are not mainly driven by “social pressure” or expectations.
	Timing and continuity of use	Completion/continuity of services and adoption of practices

	DETERMINANTS	DEFINITIONS
SUPPLY	Availability of essential commodities/inputs	Physical access (services, facilities, information)
	Access to adequately staffed services, facilities and information	
QUALITY	Quality	Adherence to required quality standards (national or international norms)
		Timeless age-appropriate Culturally sensitive
		Continuum

2 UNICEF, Strategic Plan, 2014.

(see Figure 1) offers an 'equity lens' to examine structural and systemic barriers and bottlenecks to children's rights that often indicate persistent rights-based failures.³

This SitAn is not only guided by the 10 determinants but also draws on an extensive desk review, including the examination of a wide range of national and regional development plans, surveys, studies and reports relevant to children (the complete list of sources used for the quantitative analysis can be found in the bibliography). The existing documentation describing the status of children and women in Grenada was useful and current. However, there was uncertainty related to the quality of the data accessed and quoted, which could be more accurate; this uncertainty is ubiquitous in reports that cite statistics from different sources.

Moreover, the absence of data for indicators related to inequality, gender, health outcomes and behaviour, child development, nutrition, social and child protection, unemployment and social determinants of poverty is notably acute. When programmes, plans and strategies are formulated in the absence of sound analysis, it is difficult to appropriately allocate budgets to attain the goals and objectives needed to realize the rights of children.

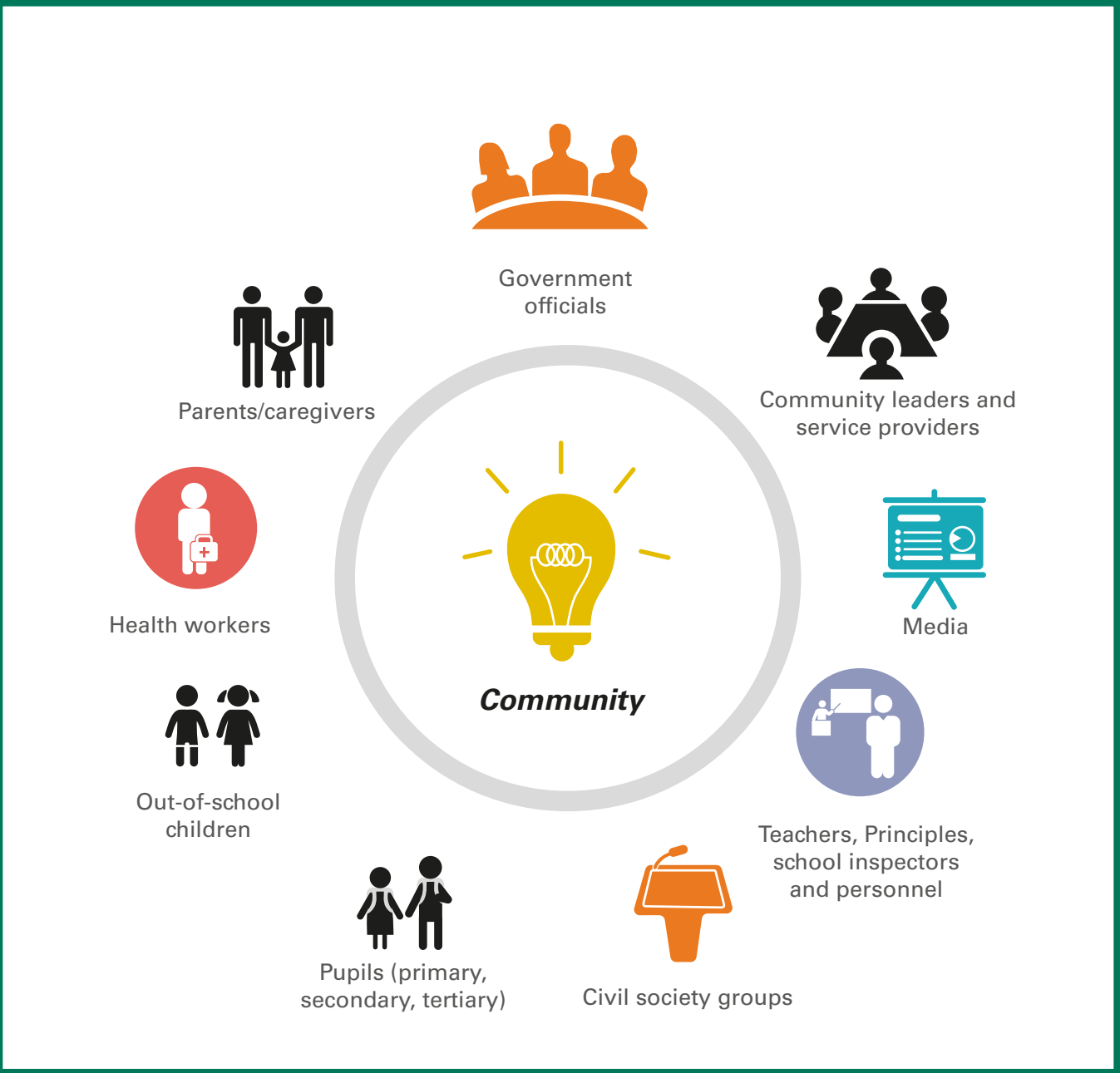
Lack of information sharing, as a practice, among government departments, civil society organizations and with the public in general persists as an acute bottleneck to the development of informed opinions on economic and social development in the sub-region. Even where data exist, the infrastructure and human resources required for their consistent collection, collation and presentation are lacking, and the culture for evidence-based decision-making is embryonic. The SitAn exercise confirmed that information collection and sharing can be highly centralized, often requiring clearance at the Cabinet level before routine sectoral studies, surveys and basic information regarding budgets and expenditures can be distributed.

Through key informant interviews, focus group discussions and observations, the desk review of information and quantitative data analysis was combined with the voices of children and of a wide range of stakeholders who support children (see Figure 2). In view of the limited data available from surveys, studies and standard monitoring tables, this qualitative data was pivotal in understanding the immediate and long-term impacts of current policies and programmes on the lives of children and women in the country. A selection of these voices and individual stories are presented throughout the report in text boxes.

The qualitative sample was comprised of multiple key informants representing the Government, development partners and civil society, all of whom were asked for their opinions on the status of children. Specifically, there were 34 key informants from ministries, one development partner and two members of non-governmental organizations (NGOs). The interviews provided on-the-ground observations and insights from those who experience national level policies and programmes. At the community level, interviewees included teachers (16), health workers (2) and parents/ caregivers (4). The children interviewed came from many different backgrounds: in-school, including those at primary, secondary and tertiary levels (34) and out-of-school (2). It was not possible to meet with children living with disabilities or those in police cells or prison. Nonetheless, children came from different backgrounds, and their ages were spread between 8 and 18 years. There were slightly more girls (68 per cent) than boys (32 per cent).

3 See Equity monitoring UNICEF, 'Formative Evaluation' 2014, https://www.unicef.org/evaldatabase/files/2120-UNICEF-MoRES_pubs-Main.pdf and <http://slideplayer.com/slide/4359801/>, slide 6.

Figure 2: *Key stakeholders contributing to the SitAn*



The focus group meetings were designed to be informal, were held in meeting rooms of either ministries or directorates of national programmes and took an average of 1.5 to 2 hours. Each person was given a chance to speak and express his or her opinion, and the discussions were recorded and later transcribed. The goal was to have a detailed discussion among social stakeholders and to gain insights into their understanding of issues affecting the achievement of the rights of children from both a duty-bearer and rights-holder perspective.

The first phase of fieldwork for the qualitative research took place from 28 July–7 August 2015. Semi-structured interviews were conducted in public places by a trained data collector, using a questionnaire prepared for the research. The aim was to identify and define the problems, obtain the thoughts and experiences of the participants and examine how people in both urban and rural settings viewed the problems facing children. It was also expected that participants would give their opinions about the reasons for and solutions to the problems. Although question categories prepared for the quantitative research

were the same as for the semi-structured interviews, participants were encouraged to expand on any topic they wished in the hope that more of their experiences would be explored.

Standard ethical research techniques were used for the discussions with children to avoid making them feel vulnerable and to protect them from any distress. Because the initial exercise took place during the summer break, it was not possible to coordinate discussions with many teachers, counsellors or social workers. Limited discussions with children were therefore arranged at the beach, playgrounds, bus stops and soccer fields.

Once the field data collection exercise was completed, emails were sent to the different government departments to follow up on requests for data and check for accuracy. Notes and recordings were transcribed and checked for errors and clarity.

As a 'stocktaking' exercise, the status and situation of children in Grenada emerging from the SitAn process were presented and discussed at exit meetings attended by government, NGO and UNICEF staff. This was done in two phases: first, the overarching results were presented and discussed at a high-level meeting attended by ministers and permanent secretaries; second, the full report was presented and discussed in plenary. The consultation meeting received attention from high-level officials, mid-level technicians and development practitioners from all sectors. The main findings from this report, including the voices of children, were presented followed by a robust discussion of concrete actions needed to address the issues emerging. The meeting resulted in agreement on short-term and long-term priorities for UNICEF and other key partners to include in programme plans and project designs. This step in the process will go a long way towards encouraging the Government and development partners to consult the SitAn report as a key reference document for programme development when it comes to designing interventions for children in Grenada.

Limitations

Participants in the semi-structured interviews were mostly from the core stakeholder groups, and comparably fewer parents/caregivers were interviewed.

Structure of the report

After this introductory chapter, the report provides a country overview in Chapter 2, including governance structure, legal framework related to children, demographics and the economy.

Chapters 3, 4, 5 and 6 then assess the situation of children relative to the right to an adequate standard of living; the right to protection (including from sexual, physical and emotional abuse and neglect); the right to education (early childhood development, primary, secondary and technical and vocational education and training); and the right to health (including infant and child mortality, HIV and AIDS, chronic diseases and obesity, drug and alcohol use and mental health services).

Chapter 7 looks at how the new Sustainable Development Goals (SDGs) can accelerate progress for children, and finally Chapter 8 offers concluding remarks and general recommendations.

The report aims to establish the extent to which child rights are realized in Grenada and determine the shortfalls with the intention of identifying opportunities to accelerate progress for the country's children.

2 Overview of Grenada

Grenada

National and Parish Capitals





The most southerly of the Caribbean Windward Islands, the country of Grenada comprises three islands – Grenada, Carriacou and Petite Martinique – and some 600 small islets, most uninhabited. St. Vincent and the Grenadines and Trinidad and Tobago are its closest neighbours between the Caribbean Sea and the Atlantic Ocean. The country's total land area is 133 square miles. The islands are all volcanic in origin, with Grenada itself more mountainous than the others and covered by dense forest. Often referred to as the 'Spice Island', it is the world's second largest exporter of nutmeg and mace.

Grenada is classified as an upper-middle-income country and ranked 79 among the 188 countries and territories in the 2016 Human Development Report.⁴ Life expectancy at birth is estimated in 2013 at 73.68 years, with women expected to live slightly longer (76.35) than men (71).⁵ Ministry of Health and Social Security data show the infant mortality rate (IMR) at 11 per 1,000 births and the under-5 mortality rate (U5MR) at 12 per 1,000 births.⁶

Other welfare indicators such as pre-primary, primary

and secondary school enrolment ratios show signs of improvement, as the Government and partners have noted in recent progress reports towards the Millennium Development Goals (MDGs). Teen birth rates (births to 15–19-year-olds per 1,000 live births) declined from 36 per cent in 1976 to 12.4 per cent in 2014.⁷ The literacy rate for age 15 and older in 2013 was reported at 98 per cent. Unemployment rates continue to be of concern at 25 per cent.⁸ Women and young people are most affected, with 15–19-years-olds making up 18.6 per cent of the total.⁹ In 2011, the proportion of the population using piped-in water sources was 72.8 per cent, the proportion using flushed toilets/septic tanks was 57.8 per cent and 5.2 per cent households had no toilets.¹⁰ There has been progress, but the urban-rural disparities are persistent.

In the recent past, the Caribbean has been transformed from an inward-looking region to one that is increasingly and necessarily linked to other parts of the world. Globalization has led to increased integration of production, trade and finance on an unprecedented scale. The effects

4 UNDP

5 Baksh 2014.

6 UN IGME 2015.

7 Source: Central Statistical Office.

8 Baksh 2014.

9 Government of Grenada 2011.

10 Ibid.

have been profound on the SIDS of the Caribbean. The sub-region responded by moving forward with integration strategies as a means to leverage the emerging opportunities and mitigate the risks and individual repercussions on the political, economic, social and cultural sectors of these small societies.

Two major institutions were created to coordinate and guide these integration strategies:

- 1 The Caribbean Community (CARICOM), established in August 1973 by the Treaty of Chaguaramus, built on 15 years of effort to fulfil the hope of regional integration. In 2015, CARICOM counted 28 member and associate member States and observers. Grenada joined in July 1974.
- 2 The Organisation of Eastern Caribbean States (OECS), created in June 1981 with the Treaty of Basseterre, was a successor to the West Indies Associated States, a political body serving the Leeward Islands. By 2015, OECS counted 10 member or associate member States. Grenada, one of the original members, joined in June 1981 and ratified the revised Treaty of Basseterre in 2010. The Revised Treaty of Basseterre established the Organisation of Eastern Caribbean States Economic Union on 18 June 2010 and outlined a plan to: (a) establish a single financial and economic space within which goods, people and capital move freely; and (b) harmonize monetary and fiscal policies. Member States are expected pursue a common approach to trade, health, education and environment, as well as to the development of such critical sectors as agriculture, tourism and energy.

As a member of these institutions, the Government of Grenada benefits from the common standards and services of the Eastern Caribbean Central Bank (ECCB), the Caribbean Regional Negotiating Machinery (CRNM), the Caribbean Development Bank (CDB), the Eastern Caribbean Supreme Court (ECSC) and the Eastern Caribbean Civil Aviation Authority, among other important sub-regional entities.

Additionally, Grenada is an official member of the African, Caribbean and Pacific Group of States, Association of Caribbean States, Non-Aligned Movement, Organisation Internationale de la Francophonie, Organization of American States, United Nations and World Trade Organization. In December 2014, Grenada joined ALBA (Bolivarian Alliance for the Peoples of Our America), an intergovernmental organization based on the idea of the

social, political and economic integration of the countries in Latin America and the Caribbean.

Grenada is an upper-middle-income country with a GNI of US\$8,650 per capita.¹¹ Tourism and agriculture are the main industries. During the past 10 years, it has been on a path to achieve a vision of sustained economic growth and poverty reduction. Underpinned by political and social stability and prudent macroeconomic management, it has experienced significant improvements in the standard of living and expansion of opportunities for the growing middle class. This improvement is largely driven by the country's intentional transition from an agricultural to a service-based economy, with tourism as the main source of employment and foreign exchange earnings. Universal access to basic education with improved health and fewer gender imbalances are outcomes of this effort.

However, its achievements are highly vulnerable to external shocks and dependent on foreign savings to finance, build on and sustain development. Despite a relatively high per-capita income, inequality is persistent and the fight to reduce poverty is troubled by multi-faceted development challenges, including: overcoming gender inequality and its negative influence on sustainable development outcomes; achieving fiscal and debt sustainability; improving social inclusion and enhancing citizen security; and combatting a high level of economic, social and environmental vulnerability. Additionally, continuing urban-rural disparities pose serious challenges for achieving the recently adopted Sustainable Development Goals (SDGs), set out for 2030.

The protection of freedom of assembly and right of association is stipulated in the Constitution as a fundamental right and, according to all human rights reports reviewed, these rights are largely respected in practice by the Government. The history of trade unions is well documented, dating back to the formation of the Teacher's Union in 1913, and they have been acknowledged as a means of advancing civil rights, with a proven ability to mobilize and influence policy. In 2005 about 25 trade unions represented 26 per cent of the country's workforce.¹² These unions are affiliated with and receive support from a wide range of regional and international trade unions.

There are dozens of non-governmental, civil society and faith-based organizations, several of which work with coalitions and councils in the areas of violence against women, education, community development and health. NGOs have been an effective voice for change on issues of equality, calling for transparency and justice and

11 World Bank 2017.

12 Felix 2006.

working to keep the power and the spirit of volunteerism and active citizenship alive. However, as noted during the field mission, they suffer from inadequate funding and limited capacity to follow the development of issues in several technical areas. The presence of international NGOs is largely confined to hurricane response and recovery efforts.

The press is free, and discussions and interviews conducted for the SitAn indicate little government interference. Both daily and weekly privately owned print media are active. Two television stations are available, the most prominent being jointly owned by the Government and the Caribbean Communications Network of Trinidad and Tobago, which also operates two radio stations. Additionally, a dozen private radio stations also broadcast and cable subscription services are available and provide access to local and international channels.

Radio talk show formats have emerged as an important vehicle for discussions on social and economic issues. Young people in particular participate in these discussions by calling in from their cell phones. The number of mobile phone subscribers was estimated at 112.3 per 100 inhabitants in 2016 and the number of Internet users at 53 per cent.¹³

Governance

Grenada achieved independence from Britain in 1974, with Eric Gairy – who had previously been the Premier – as the first Prime Minister. He was deposed by the first coup d'état in the English-speaking Caribbean in 1979. The country subsequently made international headlines again in 1983 with the overthrow and execution of Prime Minister Maurice Bishop, when the Deputy PM backed by the military seized the leadership. At the request of the OECS, the United States marines invaded Grenada on 25 October with support from 300 police from Antigua and Barbuda, Barbados, Dominica, Jamaica, St. Lucia and St. Vincent and the Grenadines. Several weeks later an interim government was appointed, followed by democratic elections in 1984. Similar to other members of the OECS (with the exception of Dominica) – as well as, in the wider Caribbean, the Bahamas, Barbados, Belize, Jamaica and the British Overseas Territories – Grenada is a constitutional monarchy within the Commonwealth of Nations and recognizes Queen Elizabeth II as the titular Head of Government. The British monarch is represented by the Governor General, who is the highest executive power on the islands.

Grenada has a stable democracy with two main political parties: –the National Democratic Congress (NDC) and the New National Party (NNP). The Grenada United Labour Party – which was in power under Gairy – is still active. The NNP won the most recent elections held in 2013.

The country is governed by an elected bicameral Parliament consisting of a 16-member House of Representatives elected to five-year terms and a 19-member Senate. The Prime Minister is the leader of the party that holds the majority of seats in the House obtained by victory at the polls. The current Constitution, the supreme law of the land, was adopted in 1973 and came into force when the country later became an independent State within the Commonwealth in 1974. The separation of powers is positioned across three branches of government where the legislative power is vested in the Parliament, the executive power is vested in the President and the Cabinet of ministers and the judicial power is vested in the courts.

As of February 2015, the 14-member Cabinet included the Prime Minister, who held the portfolios of national security, public administration, disaster management, home affairs and implementation. The Cabinet has overall responsibility for policy formulation and management of the day-to-operations of the nation covering the following areas: agriculture, commerce, education, finance, foreign affairs, health and the environment, housing, information, justice, planning and economic development, public works and ports, social services, human resource development, tourism, trade, youth, sports and culture and affairs on Carriacou and Petite Martinique.

The judicial branch includes the magistrate's court for minor offences and the High Court for major ones. The Office of the Attorney General appoints the magistrates, but appointments and dismissals of magistrates must meet the unanimous approval of the Heads of Government in the OECS. Appeals are heard by the Court of Appeal of the Eastern Caribbean Supreme Court (ECSC), whose chief justice is appointed by the Queen. Appeals at the highest level may be taken to the Judicial Committee of the Privy Council in London if they conform to certain prescribed conditions, usually issues that require constitutional interpretation or are decisions of great general or public importance.

The country is divided into six parishes and one dependency (Carriacou and Petite Martinique) that serve as administrative structures to the national Government, but there is no constitutional provision for local government. However, a Ministry of Carriacou and Petite Martinique operates five administrative divisions to facilitate and coordinate all government matters there, including social development, public works and agricultural policies. Issues of procurement and human resource management are referred to Grenada.

13 UNDP 2016.

Legal framework related to children

The legislative framework for child protection in Grenada is grounded in international and regional conventions and universal systems of rules that govern and regulate decision-making, agreements and laws concerning children. International and regional conventions and agreements represent the foundation for standards and tools by which national frameworks can be constructed in an integrated universe.

The Constitution came into operation on 7 February 1974 and was restored in 1983 after a three-year suspension. It guarantees a comprehensive set of fundamental rights

and freedoms to which every person in Grenada is entitled. It protects people from discrimination on the basis of race, place of origin, political opinions, colour, creed or sex, but also establishes an exception for those who are not citizens of Grenada. This could be significant for the rights of migrant children or those born into migrant families. A constitutional review process has been underway for some time, targeting issues of gender equality, concepts of discrimination and a child's right to education for proposed changes.

The Age of Civil Legal Responsibility Act, the Criminal Code, the Electronic Crimes Act (2013), the Child (Protection and Adoption) Act (2010) and the Employment Act form the core of legislation guiding the protection of children in Grenada (these and other laws are listed in the box). The Juvenile Justice Act (2012) correctly defines a child as a person who has not attained the age of 18 years, but establishes that a child from 7 years of age to 12 years of age can be criminally responsible. The 2014 Juvenile Justice Act sets the age of criminal responsibility at 12 years and stipulates that children who commit crimes before the age of eighteen must be treated as children. Until the Juvenile Justice Act is in full force, the Criminal Code, allowing less stringent exceptions to the minimum age, guides the court. The Committee on the Rights of the Child strongly advises against this practice and considers that a system of two minimum ages can result in discriminatory practices and confusion.

As a newly independent state, the Government acknowledged its commitment to human rights with the ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in August 1990. It went on to ratify the Convention on the Rights of the Child (CRC) that same year, extending the protection, survival, development and participation rights of children across all aspects of their lives. The initial reports were submitted in 1992 for the CRC and 2010 for CEDAW. The Convention on the Rights of Persons with Disabilities (CRPD) was ratified in 2013, making good on the Government's commitment to protect and promote the inherent dignity, worth and inalienable rights of people living with disabilities.

Both the CRC and CEDAW highlight that discrimination and being treated unfairly because of being a girl must end; girls have a right to education, health and nationality; all forms of violence against girls and women, such as trafficking and prostitution, must end; both parents are responsible for raising their children; play, rest and leisure are important for all children; and governments must do all they can to make sure girls' rights are protected.¹⁴

Table 2: Key national policies and laws

- ▶ **Children (Protection and Adoption) Act, 2010 (passed not enforced)**
- ▶ **Status of Children act, 1991**
- ▶ **Status of Children Bill (before parliament)**
- ▶ **Age of Civil Legal Responsibility Act, 2011**
- ▶ **Civil Registration Bill, 2013 (passed but not enforced)**
- ▶ **Maintenance Act, 1972**
- ▶ **Electronic Crimes Act, 2013**
- ▶ **Domestic Violence Act, 2010 (passed not enforced)**
- ▶ **Juvenile Justice, 2012 (passed not enforced)**
- ▶ **Marriage Act, 1966 (and related amendments)**
- ▶ **Legitimacy Act, 1929**
- ▶ **Education Act, 2002 (and related amendments)**
- ▶ **Trafficking in Persons (Prevention) Act, 2014 (passed not enforced)**
- ▶ **Employment Act, 1999 (and related amendments)**
- ▶ **Criminal Code, 1958 (amendments)**
- ▶ **Criminal Code Act (amendment) 29, 2012**
- ▶ **Criminal Code Act (amendment) 34, 2013**

14 UNICEF 2011.

- ✓ *Age of majority: 18*
- ✓ *Minimum age of marriage without parental consent: 18*
- ✓ *Age of sexual consent: 16*
- ✓ *Minimum age of employment: 16*
- ✓ *Age of criminal responsibility: (Criminal Act, sec.50 (1): age 7) (juvenile justice Act: age 12)12*

In addition to the CRC, CEDAW and CRPD, Grenada has also signed and/or ratified the following key international human rights instruments:

- ▶ International Convention on the Elimination of All Forms of Racial Discrimination (ICERD): 2013
- ▶ International Covenant on Civil and Political Rights (ICCPR): 1991
- ▶ International Covenant on Economic, Social and Cultural Rights (ICESCR): 1991
- ▶ UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children: 2014
- ▶ Optional Protocol to the CRC on the involvement of children in armed conflict: 2012
- ▶ Optional Protocol to the CRC on the sale of children, child prostitution and child pornography: 2012.

Established by an Act of Parliament in 2007, an Office of the Ombudsperson is accredited as a national human rights institution and participates in the regional network of national human rights institutions (NHRI). As with many of the ombudsperson offices in the sub-region, it mainly focuses on rights issues in public bodies as opposed to addressing global human rights or child rights violations in the country.

At the writing of this report, Grenada is preparing the final report on progress towards the Millennium Development Goals (MDGs) and a long-term national strategic development plan (National Sustainable Development Plan to 2030). This will permit adjustment of all national and sector plans to include appropriate goals, objectives and targets

to complete unfinished MDG business and align future plans with the up-and-coming Sustainable Development Goals (SDGs) (see Chapter 7).

Demographics

The population of Grenada was reported at 107,599 in the 2011 Census, with 6.5 per cent of the population living on Carriacou and Petite Martinique.¹⁵ This is the second smallest island population in the world. The overall growth rate was recorded at 0.54 per cent.¹⁶ In 2012, the male population (54,435) outnumbered the female (53,164).¹⁷

The population is young, with almost 35 per cent under the age of 18 and 57 per cent under the age of 35 (see Figure 3).¹⁸ The 2015 State of the World's Children report estimated about 9,000 children under the age of 5 and noted 31 per cent urbanization (in 2008), with a 0.2 per cent rate of growth among the urbanized population.¹⁹ According to the 2008 country poverty assessment (CPA), the parishes of St. George (excluding the town of St. George's) and St. Andrew accounted for 57 per cent of the total population.²⁰ A little over 9 per cent of the population is over the age of 65.²¹

The 2008 CPA established that 47 per cent of Grenadian households are headed by women, with more than 20 per cent located in the rural areas compared to just 13 per cent of those headed by men.²² The 2011 Census reported an average household size of 3.0 for the nation.²³

In terms of ethnicity, the 2008 CPA reports 90 per cent of the population as having descended from Africans as part of the historical slave period.²⁴ There are small communities of Portuguese, Chinese, Lebanese and East Indians. The religious life of Grenadians is predominantly Roman Catholic, with nearly half the population practicing Catholicism.

Although English is the official language and language of instruction, many Grenadians – particularly older residents – speak Creole as well.

15 Data secured from Government of Grenada, 2015.

16 Ibid

17 Ibid

18 Ibid

19 UNICEF 2015.

20 Kairi Consultants Ltd. 2009.

21 UNICEF 2015.

22 Kairi Consultants Ltd. 2009.

23 Data secured from Government of Grenada, 2015.

24 Kairi Consultants Ltd. 2009.

Migrant population

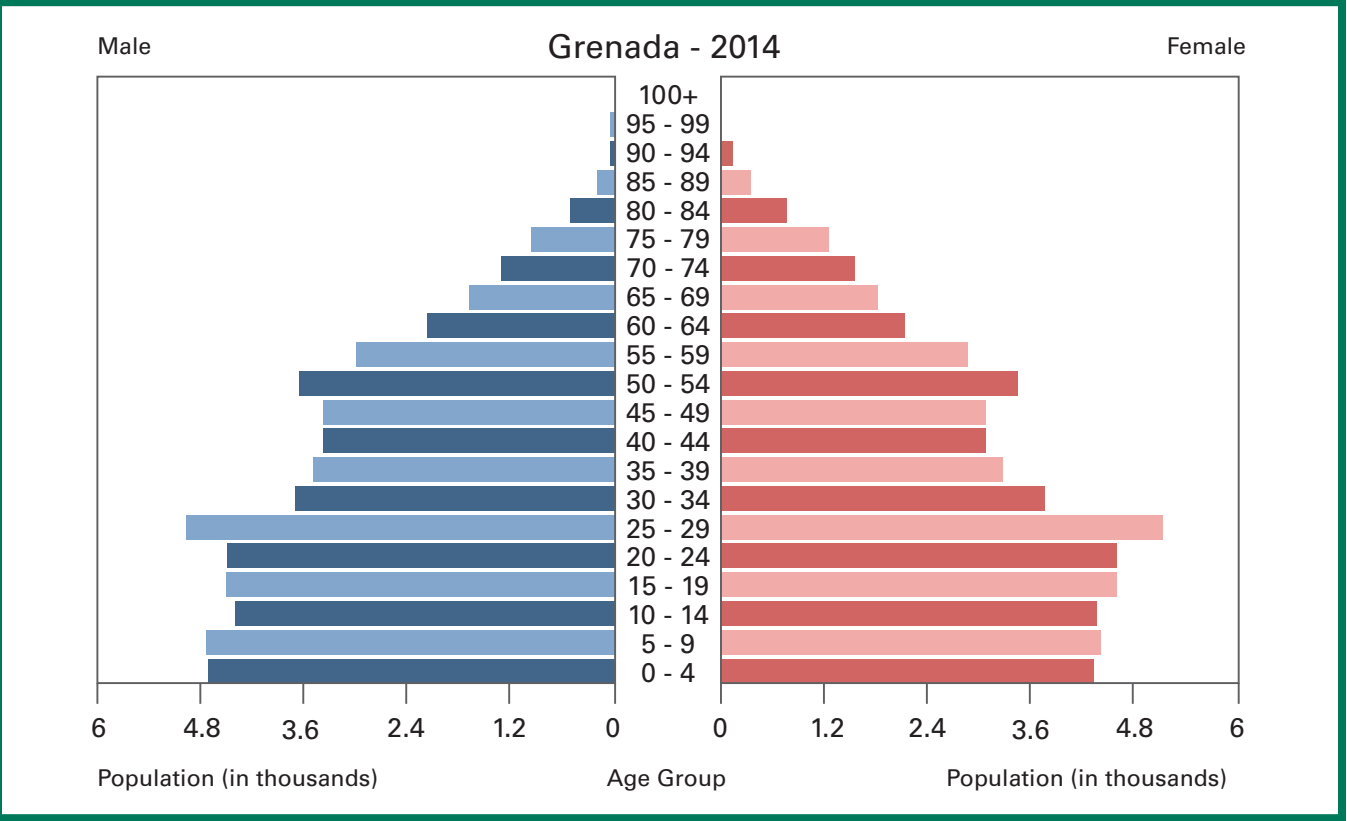
Migration is a vital element in the history of the Caribbean and – although the trends, destinations and origins differ from island to island – has influenced the language(s) spoken and culture. There are three primary migration flows in the region: (a) internal migration (e.g., from rural areas to a city); (b) intra-regional migration (e.g., movement among islands); and (c) outward migration or emigration (e.g., movement to Latin America, Europe or North America). Three of the most important factors influencing these flows are socio-economic inequalities (both within the Caribbean and globally), tourism and human trafficking.²⁵ The liberalization of trade barriers and the free movement of workers as a consequence of globalization have resulted in both legitimate and illicit migratory flows in the region.

The 20th century saw many Grenadians emigrate to Canada, Trinidad and Tobago and the United States on cargo boats (sometimes referred to locally as ‘banana

boats’²⁶) in search of better social and economic opportunity. During the 1960s, there was a notable growth in the production of sugar, which led to the importation of seasonal workers from neighbouring islands. By mid-1970s, with the rise in the tourist industry, Grenadians migrated to other islands in the Caribbean to work in the construction of hotels and housing, to work as hotel service personnel and to perform myriad other tasks. Many left Grenada for Aruba, Trinidad and Tobago and Venezuela during that era. Women usually stayed behind and managed the family household and land while the men sent home remittances with intentions of returning.

Grenada currently has an estimated net migration of -3.13 migrants per 1,000 population.²⁷ The impact of outward migration is much greater on smaller islands and there is now notably a feminization of migration flows. Currently the net outward migration rate for Grenada is considered moderate, and it has been consistent over the past two decades as a result of volunteer emigration of skilled labour. Emigration, particularly among the educated elite,

Figure 3: Grenada Population pyramid 2012



25 This is supported by a body of research, including ECLAC 2006.

26 As stated by several older interviewees.

27 CIA undated.

has long been a troubling factor in forming adequate human development capital.

Regarding inter-regional and international migration, the inflows into the country have included economic migrants from Jamaica and Guyana, the latter (made up mainly of East Indians) being the most distinctive group in the context of Grenada. According to World Bank data, the migrant population in Grenada totalled 12,957 in 2010, a 37 per cent increase over the 2000 total of 7,943.²⁸ As evidenced by the focus group discussions and interviews, the degree to which the migrant population is assimilated varies depending on the communities and the perceptions and economic level of those interviewed.

The CARICOM Single Market and Economy (CSME), signed in 1989, and the 2011 OECS Revised Treaty of Basseterre established a political and legal framework for intra-regional movement of skills, labour and travel while harmonizing access to social services, providing for the transfer of social security and setting common standards and measures for accreditation and equivalency. The free movement of labour is an integral and critical aspect of the region's development strategy and of the success of the economic union. There are key benefits offered by the OECS framework where the CSME is lacking: for example, the former permits citizens to hold permanent residence and retire in any member State, and travel is facilitated with any picture ID; whereas the latter permits a minimum of six months without a work permit, and a return ticket and evidence of financial support are required.

The success of the economic union and Integration policies is determined by the level of political, social and financial support and the resources leveraged to facilitate effective implementation. Several administrative, labour-related challenges continue to slow progress. High transportation and communication costs throughout the region represents a major deterrent to the movement of the poor seeking better-paying jobs commensurate with their education levels and skill sets. A major concern revolves around the movement of women and children and the weaknesses in and inconsistencies of social protection systems among the member States. Policies need to be strengthened and enforced to address child labour, sexual exploitation of children, violence and abuse exacerbated by the absence of one or both migrant parents. Grenada is one of several countries that have yet to sign/ratify the International Convention on the Protection of Rights of All Migrant Workers and Members of Their Families. The fact that CARICOM membership extends beyond the nine OECS member States also complicates attempts at coordination and standardization.

Economy

The impact of the 2008 crisis has proven severe in the Caribbean, with sharp decreases in flows from official development aid and declines in tourist arrivals, remittances and foreign direct investment (FDI). Growth rates plummeted, debt and fiscal imbalances increased to unsustainable levels and labour market conditions deteriorated. With decreasing productivity and weak external demand in key sectors, the financial sector demonstrated limited capacity to support growth and job creation. Further, Caribbean island States are particularly vulnerable to natural disasters, such as hurricanes and other extreme weather events including droughts, which are now being exacerbated by the adverse impacts of global climate change.

Economic growth in Grenada was seriously interrupted by Hurricane Ivan in 2004 and Hurricanes Lenny and Emily in the following year. Reconstruction efforts spanned a period of years and contributed to a widening fiscal deficit and increased public indebtedness. The damage from Ivan was particularly devastating, with direct and indirect costs totally 200 per cent of gross domestic product (GDP).²⁹ These disasters effectively reduced the domestic capital stock, led to an increase in the cost of capital, through high replacement rates, and forced the Government to resort to additional borrowing for aid recovery efforts.

Research on the ideal environment to sustain increases in per capita GDP show a direct correlation with five key drivers of economic and social growth: (a) macroeconomic stability; (b) high levels of investment, including both human capital and infrastructure; (c) enhancements in productivity; (d) openness to ideas, technology and capital; and (e) effective institutions. Like other OECS member States, Grenada is beleaguered by small domestic markets that constrain efficiency and the growth of the private sector; limited product diversification, increasing both the risk and the return that can be derived from economic activity; and scale diseconomies in public service provision.

Grenada depends heavily on tourism, remittances, external aid and, to some degree, the export of cocoa, nutmeg and other spices. The 1970s represented years of economic transitioning as the country moved from a largely agriculture-based economy towards growing reliance on the services sector. It has done well in recent years to diversify the economy with the development of a manufacturing sector focused on paper products and electronic components, offshore financial services and direct marketing. By 2012, the primary sectors had shrunk significantly, representing a 52.1 per cent change in their relative

28 United Nations Population Division 2012.

29 World Bank 2005.



contribution to GDP. Conversely, the tertiary sectors grew with a 22.9 per cent change in their relative contribution.³⁰ High levels of construction activity in response to the hurricanes initially helped to grow this sector, but it later fell victim to the impact of the world recession in 2008 along with budding tourism-related businesses.

With the aid of the International Monetary Fund (IMF), the Government accessed a Poverty Reduction and Growth Facility for support to overcome the overall deficit situation and address the general economic imbalance. The strategies and austerity measures adopted helped to: make fiscal adjustments aimed at reduction of the public sector debt; implement structural policies to optimize the investment climate; reduce vulnerabilities to extreme weather events that were showing signs of developing patterns; and take important action to strengthen the social agenda needed to maintain and accelerate the fight against poverty. This effort saw the emergence of cash transfers and other social safety net mechanisms needed to address rising unemployment rates associated with the contraction in demand for services and commodities, all associated with weakening tourism and construction activities.

By 2010, the Government obtained an extended credit facility and doubled-down on efforts to reduce the debt-to-GDP ratio to the target of no more than 60.0 per cent by 2020, among other priorities. Similar to many other Caribbean countries at the time, the debt-to-GDP ratio had reached triple digits (108 per cent in 2012, 109.1 per cent in 2014 and 103.6 per cent in 2015).³¹ Other partners, such as the Eastern Caribbean Central Bank (ECCB), joined in support for Grenada to succeed in making the structural adjustments needed to generate high and sustainable growth and a vibrant and stable economy, including a private sector that would play an important role in reducing unemployment and opening up opportunities for new earnings.

The continued emphasis on convincing and appropriate strategies for the 'home-grown' reform effort and an accent on social development have led to a performance today with few systemic difficulties and good medium-term prospects. Grenada is projected to record real GDP growth rate (at market prices) of 5.1 per cent, following a growth rate of 5.7 per cent in 2014, amounting to the

third consecutive year in which the country's growth rate will exceed the ECCU average of 1.9 per cent.³² Nominal GDP grew 3.1 per cent in 2015, with Grenada one of only three countries in the region showing 4 per cent or above growth in tourism and construction, the mainstays of the economy. The inflation rate was at 2.41 per cent in 2012 with a slight decrease (1.6 per cent) noted in the 2015 Budget Statement.

Grenada recorded the first primary surplus (2.1 per cent of GDP) in over 10 years in 2014. The latest debt restructuring efforts were successfully completed in November 2015 with half of the 50 per cent 'haircut' completed and the second half expected in 2017. Improved tax administration, including revised tax incentives, contributed to tax revenues recovered at 19 per cent of GDP in 2014, a considerable increase over the 16.7 per cent in 2013, an all-time low. The increase in revenue from EC\$437.6 million in 2013 to EC\$502.3 million in 2014 and EC\$550.4 million estimated in 2015 is also due to incoming revenues from the Citizenship by Investment Programme (CBI), although this brought in 36 per cent less than expected. Total expenditures fell from EC\$718.1 million in 2014 to EC\$669.8 million estimated in 2015, mainly due to reductions in the public sector (wage freezes, among others) and lower capital expenses.

The signs of growth are timid and remain fragile. By September 2015, experts forecast positive economic growth generally for the Eastern Caribbean, with expectations for accelerated growth over the medium term. However, capitalizing on this trend in terms of sustaining progress and achievements towards the SDGs may prove difficult with high unemployment rates (particularly among women and youth), persistent poverty among the rural population and increased dependency on tourism. Although Grenada has recently benefited from major improvements in tourism activities, unemployment and poverty reduction remain significant hurdles towards a path of stable economic and social growth.

30 World Bank 2015.

31 Mitchell 2015.

32 All the figures in this and the following paragraph also come from Mitchell, 2015.

3 The Right to an Adequate Standard of Living

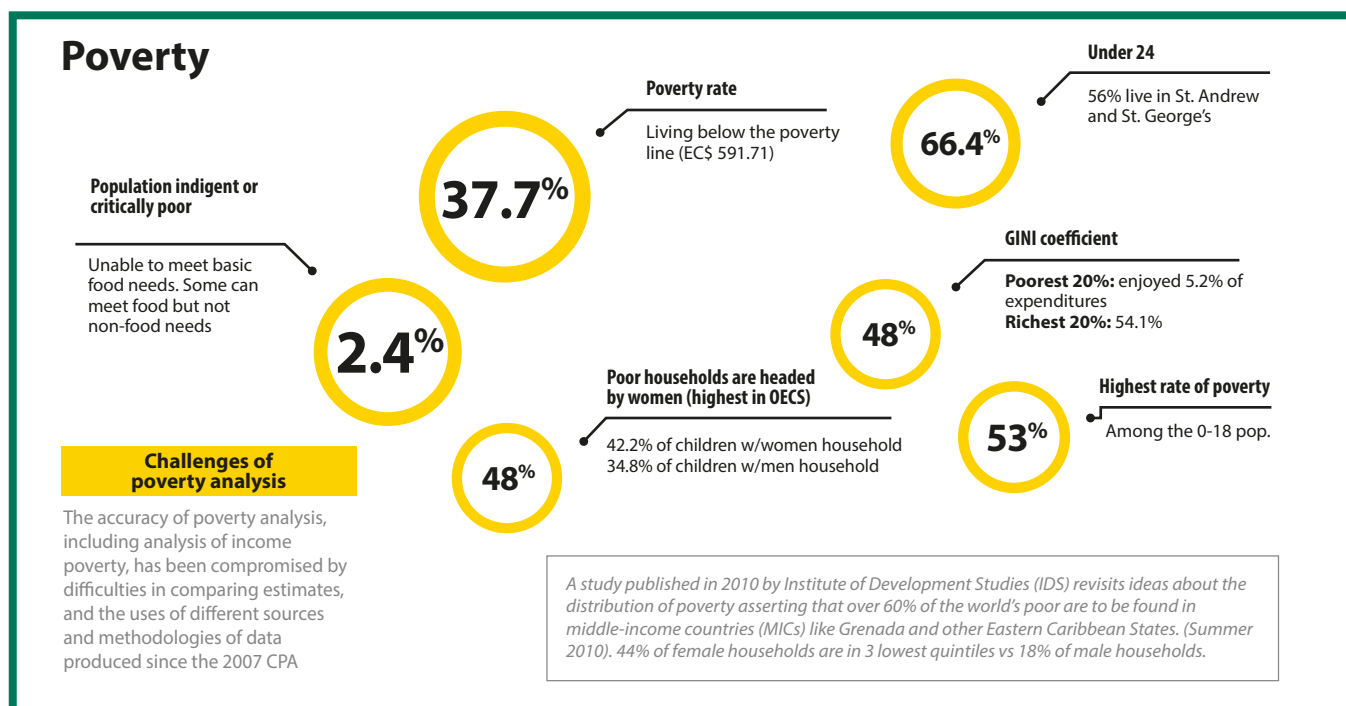


Children have the right to a standard of living that is good enough to meet their physical and mental needs. Governments should help families and guardians who cannot afford to provide this, particularly with regard to food, clothing and housing (CRC, article 27)

The lives of children are overwhelmingly more affected than those of adults by the discrimination and marginalization they endure as a result of deprivation and poverty. The shame, abuse, psychological stress, exclusion and stigma they experience diminish their self-esteem, confidence and ability to function socially, often leaving psychological footprints deeply affecting their personal growth and development. When examining the patterns and drivers of the lives of children living in poverty, a rights-based approach grounded in the four core principles of the Convention on the Rights of the Child (CRC) is imperative: the right to life, survival, and development; non-discrimination; consideration of the best interests of the child; and respect for the views of the child. In keeping with the CRC and other key human rights instruments, the framework for poverty analysis should look beyond economic deprivations towards persistent inequalities that are likely to underpin the causes.

The Caribbean Development Bank (CDB) has conducted two country poverty assessments (CPA) in Grenada since 1995, with the latest – completed in 2008 – noting significant improvement in the situation.³³ The CPA methodology was enhanced in 2008 to include an assessment of the macro social and economic environment, a household budget survey (HBS) and an institutional analysis covering 54 organizations including NGOs and community-based organizations. These changes create some difficulty in comparing results from the two studies. Nevertheless, the national poverty level findings indicate an important decline in the indigent poverty rate (where the two methodologies are comparable) from 12.9 per cent in 1998 to 2.3 per cent in 2008.³⁴ The CPA also reported that 37.7 per cent of the population were poor (below poverty level), while 14.6 per cent were deemed vulnerable or sufficiently close to the poverty line than any event or shock would make them susceptible to falling into poverty.³⁵

Figure 4: County poverty assessment



33 Kairi Consultants Ltd. 2009.

34 Ibid.

35 Ibid.

Poverty in Grenada is characterized by major differences in income distribution as reflected in the Gini coefficient rate of 0.37 in 2008.³⁶ The CPA noted that the most affluent 10 per cent of the population accounted for almost one third (29.8 per cent) of total consumption compared to the poorest 10 per cent who accounted for just 2.9 per cent.³⁷ The majority of the poor were located in the parishes of St. Mark, where more than half of the residents lived below the poverty line, and St. Andrew, where 44 per cent lived below the poverty line.³⁸ The islands of Carriacou and Petite Martinique had the lowest rate of poverty (6.6 per cent).³⁹

With 48 per cent of all poor households headed by single women, Grenada has the highest percentage of female-headed households recorded in the OECS.⁴⁰ Forty-four per cent of urban households headed by women are found in the poorest quintiles compared to only 18 per cent for men. One in every two Grenadian children lives in poverty, with 39.3 per cent of the poor found in the 0–14 years of age group (compared to 29.4 per cent of the non-poor). Although the average household size at the national level is two in the highest quintile and three in the middle, for the poorest quintile it is five. The CPA found that only 48 per cent of the poorest households had indoor sanitation or water closets and 85 per cent had electricity.⁴¹

Grenada is an upper-middle-income country working to stabilize the economy and grow decent work opportunities. In 2014, it reported a gross national income (GNI) per capita (World Bank Atlas method) of US\$7,460.⁴² A study published in 2010 by the Institute of Development Studies (IDS) revisits ideas about the distribution of poverty, asserting that over 60 per cent of the world's poor are to be found in middle- and high-income countries such as Grenada and other Eastern Caribbean States.⁴³ These countries contain many of the standard characteristics of rural poverty at significant national levels. To understand and properly address this, a focus is needed on different and more indicative factors that go beyond GNI. This should include the level of economic growth, the fiscal ability of governments to effectively address economic

and social development issues using own-generated resources, and the percentage of the population living in rural areas. Although fewer people in Grenada are living in extreme poverty in 2008 than previous years, nearly 15 per cent of all households are considered vulnerable.⁴⁴ While acknowledging these gains and intentions to continue the positive growth trends, sustaining these achievements and preventing vulnerable households from sinking into poverty constitute a major challenge.

Employment, poverty and vulnerability

The World Bank Enterprise Surveys (WBES) stress the importance of an adequately trained labour force and high participation rate of women in the workforce as key determinants for private sector business development as well as a generally healthy economy. However, gender disproportionally affects the likelihood of employment in Grenada. The 2008 CPA reported a total employed labour force of 47,581 with 49 per cent men and 51 per cent women, but the unemployment rate was estimated at 24.9 per cent with nearly double the number of women (31.8 per cent) unemployed than men (17.9 per cent). It is widely acknowledged that women and youth experience higher unemployment than national figures suggest.⁴⁵ The 2014 labour force survey (LFS) highlighted the following:⁴⁶

- ▶ Although unemployment had declined by 3.6 percentage points since 2013 to 28.9 per cent, it had been decades since Grenada saw a single digit unemployment rate.
- ▶ The total number of unemployed persons fell by 1,286 persons from 2013 to a total of 16,689 in 2014.
- ▶ The number of employed persons slightly increased to 41,046 in 2014, with 3,681 joining the employed labour force.⁴⁷

36 Baksh 2014. The Gini coefficient measures income distribution on a scale of 0 to 1, with 1 indicating absolute inequality.

37 Kairi Consultants Ltd. 2009.

38 Ibid.

39 Ibid.

40 Government of Grenada 2011, p. 22.

41 Kairi Consultants Ltd. 2009.

42 UNICEF 2015.

43 Sumner 2012.

44 Kairi Consultants Ltd. 2009.

45 See, for example, Kairi Consultants Ltd. 2009; Women and Men in CARICOM Member States - Labour Force Statistics Vol. I and Vol. II Data series for 1980, 1990 and 2000 Round of Censuses, CDB, <http://www.caricomstats.org/Files/Publications/LABOUR%20FORCE/GRENADA.pdf>. Accessed March 2016.]

46 Data secured from Government of Grenada, 2015.

47 This is most likely due to the implementation of IMANI, a second chance, skills development programme that strives to skill up and employ youth, no matter how many times they might have been unsuccessful before and regardless of their level of education.

- Most employed persons in 2014 had attained at least a secondary education (61 per cent).

Many of the employed live in households whose income or consumption levels fall below the poverty level threshold, and they therefore spend considerable time looking for better-paying jobs. Research has observed that people in this group, categorized as the ‘working poor’, are generally clustered in the 25–44 age group, work in the informal sector and are more or less economically depressed, disenfranchised and marginalized. In 2010, it was reported that 21.2 per cent of all workers fell into the category of the working poor, with more women than men.⁴⁸

Young people between the ages of 15 and 25 experience the highest unemployment rates in Grenada and the Caribbean in general. A CDB study released in 2015 identifies an acute unemployment problem for youth (18–24), who make up a quarter of the region’s population.⁴⁹ It shows a rate of 25 per cent among youth compared to 8 per cent among adults, with unemployment among young females (30 per cent) considerably higher than young males (20 per cent).⁵⁰ As noted above, the 2008 CPA revealed that a total of 14.6 per cent of Grenadians were deemed vulnerable.⁵¹

Poverty and the female-headed household

High unemployment and underemployment rates among women carry significant implications for the 48 per cent of the country’s poor households headed by women.⁵² With fewer women employed, higher unemployment rates among women than men, the boom in the male-dominated construction industry and the traditional gender-based barriers facing women, single female-headed households face significant disadvantages. With 42.2 per cent of Grenada’s children living in poor households headed by women (compared to 34.8 per cent among male-headed poor households), unemployment of women has a profound effect on children.⁵³

Information collected during the SitAn field mission indicates that more female-headed households are vulnerable and experience poverty than male-headed households and that the dimensions of poverty take

on different characteristics in the former. This is confirmed by the CPA results, which reported that women dominate household headship in the lower two consumption quintiles.⁵⁴

“The visiting partner situation is preferred because men don’t move in unless they can assume the whole household...also, my friends have boyfriends who work on boats or on other islands...”

Mother working as housekeeper

As women generally support larger households than men, they are more at risk of becoming or remaining poor. They carry greater responsibilities for caring for and the maintenance of the family. These poor households tend to have three or more children in addition to one or two extended family members, including other working age adults. The inequalities associated with the negative consequences of the low status of women in society can result in little support from intra-family relationships, largely dominated by males.

These households are also characterized by low levels of education (26.6 per cent of heads of poor households attended only primary school and 61.7 per cent received secondary education⁵⁵), low school attendance rates among the children living in the household, children fathered by multiple men, inadequate adult guidance and support for children and limited access to basic health care. Most men engaging with female-headed households prefer a ‘visiting relationship’, leaving parenting to the woman. Many poor women living in this scenario resort to survival strategies that may include illegal activities and/or transactional sex.

Typically, these poor households headed by single women support prime conditions for inter-generational poverty to take hold, promoting a ‘learned helplessness’ (see Figure 4). Sexual and gender-based violence and drug and alcohol abuse are more likely to occur in these households as

48 Labour Market and Poverty Studies Unit 2010.

49 CDB 2015.

50 Ibid.

51 Kairi Consultants Ltd. 2009.

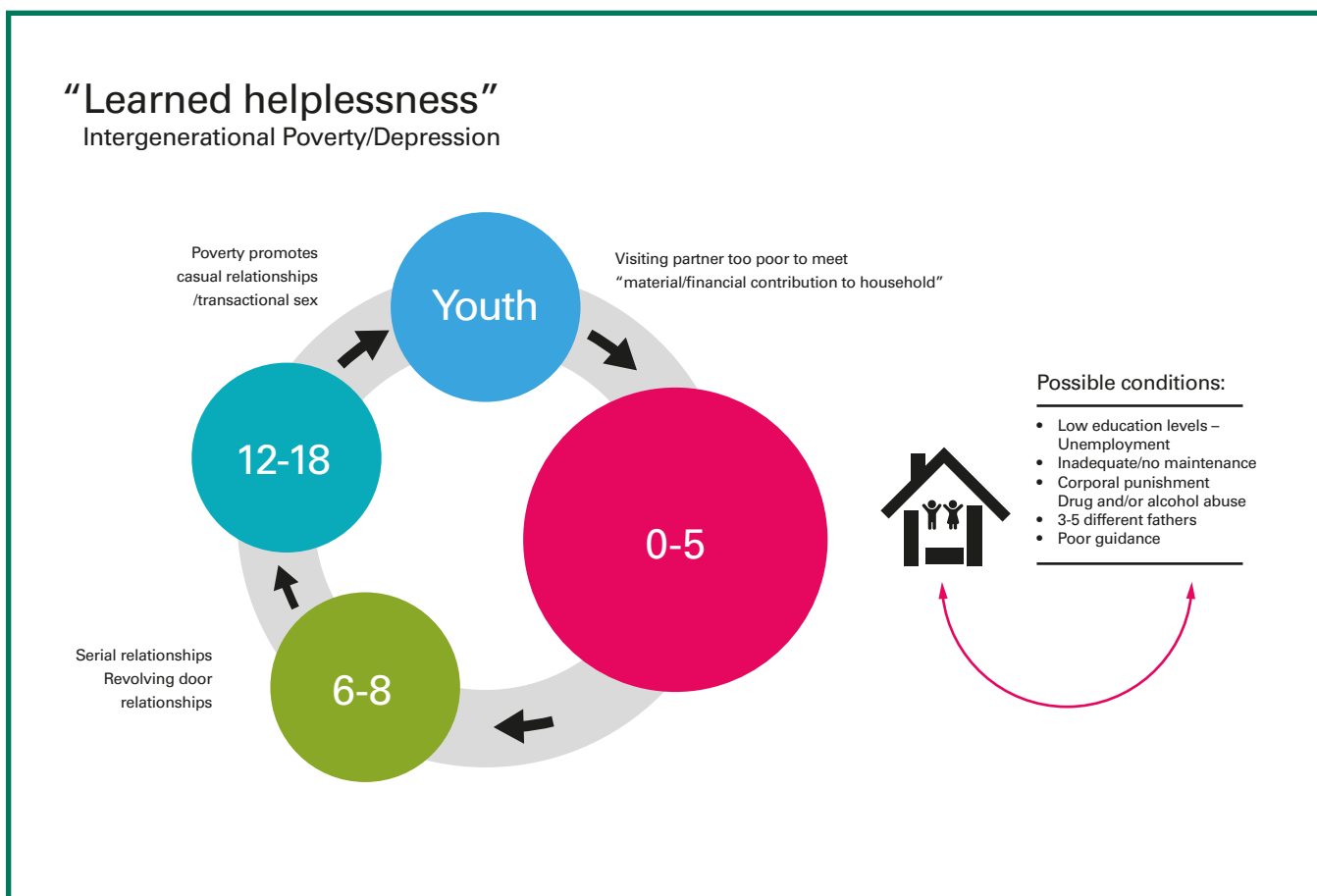
52 Baksh 2014.

53 Kairi Consultants Ltd. 2009.

54 Ibid.

55 Government of Grenada 2014.

Figure 5: Learned helplessness



opposed to non-poor households with common-law or married couples. Poverty promotes casual or dysfunctional relationships as single women pursue men who can bring monetary contributions to the household, evolving into ‘revolving door hook-ups’ and transactional sex. With a change in partners, the chances of pregnancy increase, adding to the already overwhelming responsibilities of the growing household.

Children in these households are seriously affected by these conditions in different ways depending on their age group and sex. Dysfunctional mating patterns and early pregnancies may lead to the girl child repeating the cycle of poverty that traps the single mother heading the household. The boy child can also get caught in this poverty trap by dropping out of school to bring more income into the household and potentially falling into gang activity and the drug trade. There may also be other far-reaching and negative consequences on children’s growth, development, survival, protection and capacity to express themselves.

Table3 shows what the interviewees and members of the

focus group discussions perceived to be the vulnerabilities facing these children.

At the same time, emerging research in the region points to more nuanced analysis that drills down on the female-headed household and the union status that would likely contribute to her poverty.⁵⁶ While conducting the fieldwork for the SitAn, many of the female government administrators identified themselves as single mothers. Others applauded their mothers who raised them single-handedly. However, in these cases, the children experienced a ‘connectedness’ with the community, extended family and/or religious community that promoted resilience. A female heading a poor household where the male has migrated, for example, does not necessarily present the same outcome as a female-headed household involving a ‘visiting’ or ‘revolving door’ relationship. Also, several Caribbean countries are showing that elderly women heading households are less likely to be poor.⁵⁷ It is important to make these distinctions when discussing single female-headed

⁵⁶ CDB 2016.

⁵⁷

Table 3: Children perceived to be vulnerable in Grenada

Who is perceived to be vulnerable in Grenada	What makes them vulnerable	How the vulnerability is manifested
Children (0–5) Harmful consequences are difficult to reverse in this age group.	<ul style="list-style-type: none"> – Physical and emotional neglect – Abuse – Malnutrition 	<ul style="list-style-type: none"> – Harmful behavioural patterns – Slow cognitive development – Poor socialization process
Children (5–7) Removal of children from their biological homes is sometimes needed for protection and care.	<ul style="list-style-type: none"> – Miss out on connectedness to family and community 	<ul style="list-style-type: none"> – Poor socialization processes – Face stigmatization that can have long-term effect on self-esteem
Children (7–15)	<ul style="list-style-type: none"> – Poor health and nutrition results in poor school attendance 	Poor performance in school. Drop out
Adolescent girls and boys (15-19) This group represents a major opportunity for the future of Grenada. Children in conflict with the law	<ul style="list-style-type: none"> – Girls at risk of sexual violence, abuse – Boys at risk to drop out of school w/ out certificate – Both at risk to engaging in harmful and risky behaviours – Out-of-school and out-of-work – Risk of life-long negative effect: no second chance, no higher level education due to absence of diversion programme 	<ul style="list-style-type: none"> – Teen pregnancy – Unemployment – Marginalization – Non-participation – Substance abuse – Crime – Early parenting – Recidivism – Unemployment – Economic vulnerability
Children of migrant families	<ul style="list-style-type: none"> – Low social status associated with situation of parent in country (low paid, low skills, language barrier) – Parental absence – Lack of legal status/appropriate documentation to access social services – Separation from extended family and culture – Language barrier 	<ul style="list-style-type: none"> – Stigma – Poor academic performance – Comparative difficulty for social inclusion

households, poverty and child abuse and neglect, particularly in cultures that sometimes prefer visiting relationships to marriage and do not assume there is welfare gain from the latter. The budding research on this subject will undoubtedly stimulate the debate and bring fresh analysis to light that can be applied to better address the complex linkages between poverty, child protection and the cultural practices that result in negative consequences.

Poverty clearly constitutes a multidimensional phenomenon that invades all aspects of the lives of individuals, families and communities, greatly affecting children who experience poverty differently to adults. They particularly suffer from the non-income dimensions of poverty, including social and emotional deprivation, exclusion,

inferiority and ill treatment from adults and their peers. Young children are often less able to cope than their older siblings and have long-term problems relating to the absence of adult care and supervision. The more connected the child is to the adult who provides care and protection, the more resilient s/he is to the individual vulnerabilities, risks and challenges faced when living in a poor female-headed household.

Government action on poverty

The Government continues to articulate a commitment to the principles of social protection, with a ‘pro-poor’ focus even during prolonged periods of fiscal difficulties. The national Growth and Poverty Reduction

Strategy (GPRS) 2012–2015 charted a course to guide reconstruction and transformation in the diversification period. Protection of the most vulnerable was among the core strategies in order to promote social as well as economic transformation in the face of considerable social development and poverty reduction challenges. The GPRS dedicated priority areas to strengthening social safety nets, addressing vulnerability and increasing social protection. Coverage, efficiency and effectiveness of existing programmes were identified as major challenges: the school feeding programme was reaching a mere 7 per cent of the poor; the school uniform programme was also only reaching a small number of poor school-age children; and the public assistance programme had limited capacity.⁵⁸ Additionally, the established safety net programmes were operating with different administrative systems, leading to duplication, and the delivery mechanisms needed rationalizing and more efficient and compatible approaches.

This analysis of an effort to reduce poverty culminated in the development of a number of national strategy documents in agriculture, health, education and nutrition. The Government looked to increase both the budget for social assistance programmes and the number of beneficiaries and to put in place a policy framework that would render poverty reduction programmes more coherent, efficient and effective. By 2016, the Government was prepared to complete the development of a proxy means test to ensure the most vulnerable families and

individuals benefitted from safety net programmes, and develop an effective management information system.

The current generation of social protection programmes in Grenada are designed to target the following groups:

- ▶ Infants and young children, particularly those who are income poor
- ▶ ‘At risk’/‘unattached’ adolescents and young single mothers (and their families)
- ▶ Teenage parents
- ▶ The unemployed
- ▶ The working poor
- ▶ Persons with disabilities, particularly those who are income poor
- ▶ The chronically ill, particularly those who are income poor
- ▶ Older persons, particularly those who are income poor.

To facilitate the strengthening of the social protection programmes, the 2016 budget of recurrent and capital expenditures reveals important allocations for the relevant

Table 4: Budget allocations to selected ministries, 2016

Ministry	Recurrent expenditure budget	Capital budget
Ministry of Social Development and Housing	EC\$7.44 million	EC\$28.6 million
Ministry of Education and Human Resources Development	EC\$90.1 million	EC\$12.1 million
Ministry of Health and Social Security	EC\$46.1 million	EC\$14.9 million
Ministry of Youth, Sports and Religious Affairs	EC\$6.4 million	EC\$10 million
Ministry of Agriculture, Lands, Forestry and Fisheries	EC\$29.3 million	EC\$32.9 million
Ministry of Carriacou and Petite Martinique Affairs and Local Government	EC\$9.0 million	EC\$4.6 million

⁵⁸ Government of Grenada 2011.

ministries (see Table 4).⁵⁹

These allocations from the recurrent and capital budgets are intended to fight poverty and improve the quality of life in Grenada by concentrating on:⁶⁰

- ▶ Refurbishment of secondary schools
- ▶ Nearly 200 scholarships for students to pursue education in health, education, agriculture and tourism
- ▶ Restoring the functionality of the dialysis unit
- ▶ Retrofitting of four health facilities and construction of Gouyave Health Centre
- ▶ A soft loan housing programme to help improve personal dwellings
- ▶ Providing EC\$1 million to the school uniform and transportation programme
- ▶ Providing EC\$1 million to the Roving Caregivers Programme
- ▶ Providing EC\$1 million to the Bacolet Juvenile Rehabilitation Centre
- ▶ Construction of new classrooms, including a science and TVET laboratory at several schools.

The CDB and Grenada are in the process of preparing a new CPA, with an important shift from the model based on the definition of poverty limited to income/expenditure analysis (poverty line) towards a multidisciplinary model. This shift is grounded in a more inclusive analysis, which recognizes that poverty is linked to multiple dimensions of human development such as education and health, with significant gender-related disparities. This change acknowledges the global departure from traditional uni-dimensional to multidimensional poverty measurement (MPM). The agreement to use MPM as a tool for supporting poverty eradication and the reduction of social exclusion and inequality in the Eastern Caribbean is expected to deliver more effective and innovative approaches to policy, planning and development for the achievement of poverty reduction goals. Grenada, in partnership with the CDB, OECS and other partners, is currently piloting this new model while developing an 'enhanced' CPA.

⁵⁹ Mitchell 2015.

⁶⁰ Ibid.

4 The Right to Education



Children's education should develop each child's personality, talents and abilities to the fullest. It should encourage children to respect human rights and their own and other cultures. It should also help them learn to live peacefully, protect the environment and respect other people. Children have a particular responsibility to respect the rights of their parents, and education should aim to develop respect for the values and culture of their parents (CRC, article 29).

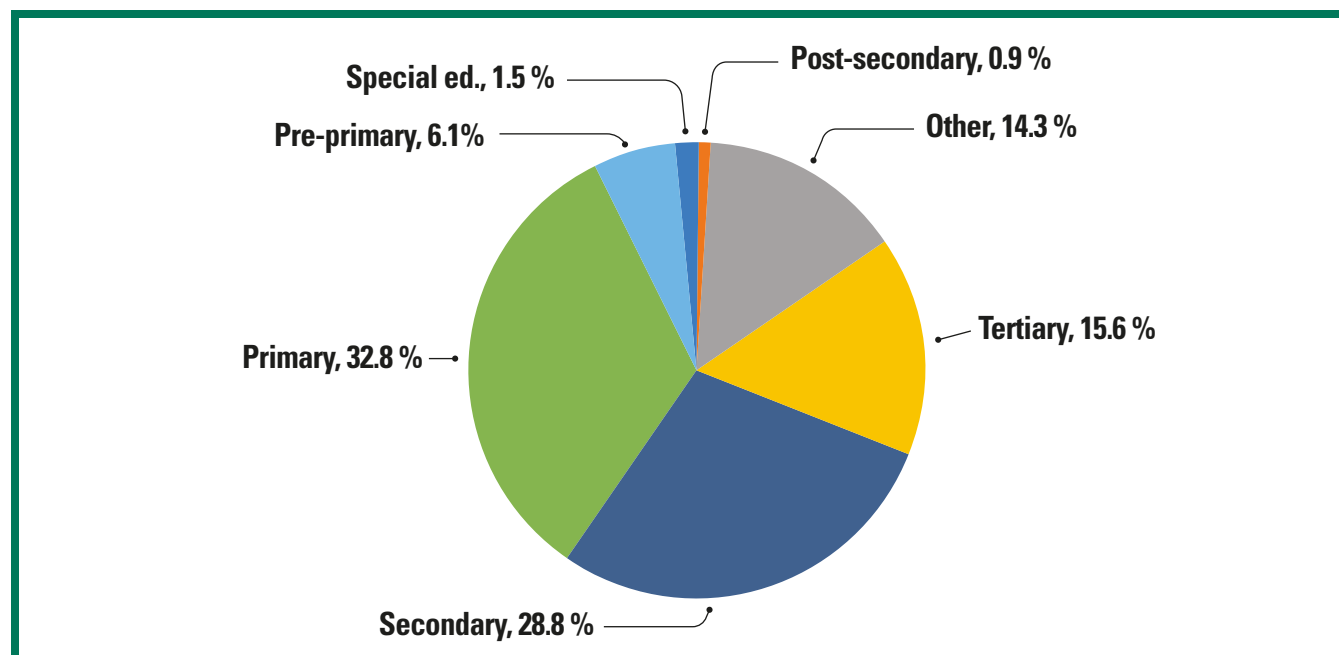
No nation has achieved sustained economic development without considerable investment in human capital, including education at all levels: early childhood, primary, secondary, tertiary and technical and vocational education and training (TVET). All people – regardless of sex, age, race, ethnicity, migrant status and ability/disability – have a right to life-long learning opportunities that equip them with the skills and knowledge needed to seize opportunities and fully participate in society. Education empowers the vulnerable, shapes a capable workforce and is a major influence of a country's standard of living.

The cornerstones for the Government's approach to education are the CARICOM description of the Ideal Caribbean Person (adopted by Heads of State in 1997), the OECS

early regional education strategy, and UNESCO's Pillars of Education (1996). These principles survived the decades of political struggle and policy reforms and remained the basis of the Education Act of 2004, which continue to serve as the legal framework for operationalizing the education system. The current education system is consistent with key regional frameworks designed to guide educational development and standards in the sub-region, including:

- ▶ Towards Regional Policy on Gender Equality and Social Justice, approved in The Bahamas in 1995
- ▶ OECS Education Sector Strategy 2012–2021

Figure 6: Spending on education 2012-2015



- ▶ Education for All in the Caribbean: A Plan of Action for 2000–2015
- ▶ The Regional Framework for Action on Children 2012–2015
- ▶ The Montego Bay Declaration on TVET: March 2012.

The Government has a long history of elaborating sound strategic plans to guide education policies, with the 2006–2015 Strategic Plan for Educational Enhancement and Development (SPEED II) as the most recent. Education sector investment steadily increased from 5.5–7.7 per cent of GDP⁶¹ in the 1970s to 9.9 per cent in 2013.⁶² The education budget totalled 12.4 per cent of the national recurrent and capital expenditure budgets in 2012–2013 and 10 per cent in 2016, having received the largest amount among all line ministries.⁶³ Grenada is one of only a few countries in the region to prioritize a small percentage of funding for special education (1.5 per cent of the education budget in 2012–2013) (see Figure 5). The T.A. Marryshow Community College was established in 1988 by a merger of the Grenada Teachers College and other institutes of further education. The Government is also committed to building and improving the skills base of its workforce using a three-pronged approach: (a) expanding access to tertiary education; (b) improving the quality of education and (c) refocusing the education and training systems to develop skills demanded by employers.

The 2011–2012 education landscape included 62 primary schools, with 10,453 students aged 5 through 12 enrolled and 794 teachers (2010–2011).⁶⁴ There were 21 secondary schools, with total enrolment of 7,439 students and a teaching staff of 637.⁶⁵ There were also two special education schools serving 113 students.⁶⁶ Although both public and private institutions operate at all levels, the role of the church is prominent in the delivery of education in the country.

While the existence of an improved network of public schools that are free and accessible for children ages 5–16 is a considerable achievement, the quality of basic

education is affected by the low percentage of fully trained teachers and there is a continuing disparity in academic success among girls and boys. The Government has struggled with improving the chronic shortage of qualified teachers for decades: in 1968 only 22.8 per cent of the 692 primary school teachers and one third of the 120 secondary school teachers were trained.⁶⁷ Inadequate levels of teacher quality coupled with rapid turnover, use of temporary status for employing teachers and failed attempts to increase their salaries represent major barriers. Notably, 205 teachers received their letters of permanent appointment in 2015, a first step to regularize the employment status of teachers who have been temporarily employed for many years.

Free education does not translate to no cost, particularly for poor and migrant families who have more difficulty than non-poor households in meeting the expense of uniforms, shoes and textbooks, estimated at about EC\$250 per child in 2008.⁶⁸ Additionally, pupils are frequently asked to bring paper, toilet paper and other basic items from home to supplement local operating budgets. Poor children are disproportionately disadvantaged, particularly in families with more than one child attending school. Social safety net strategies targeting these families are underfunded and thus unable to reach 100 per cent coverage: student support schemes (cash and in-kind) reached only 10 per cent of school-age children from poor households, while the school feeding programme reached 9,500 students in 2008 with total expenditures of EC\$55.7 million (3.2 per cent of GDP, 9.2 per cent of expenditures).⁶⁹

Early childhood education

It is widely acknowledged that the skills developed in early childhood represent the foundation for future learning, skill building and labour market success. Failure to invest in early childhood education (ECE) means that children in the 0–5 age group are robbed of their potential for optimal development in the physical, cognitive, linguistic and socio-emotional areas. Investments in quality early childhood development (ECD) strategies and services are a basic first step towards enhancing the long-term potential for a healthy and well-educated workforce with the knowledge and skills needed to engage in productive and fulfilling work and fully participate in society. Children completing pre-primary have begun to form the basis for

61 Smith 2008.

62 Allocations are decided by vote.

63 Allocations are decided by vote.

64 Sandra W. Meditz and Dennis M. Hanratty, editors. *Caribbean Islands: A Country Study*. Washington: GPO for the Library of Congress, 1987. <http://countrystudies.us/caribbean-islands/76.htm>

65 Ibid.

66 Ibid.

67 Smith 2008.

68 Ibid.

69 Government of Grenada 2012.

successfully working with others, learning patience and negotiation and developing other skills that are the footing for life-long learning opportunities and social interaction in the school years and beyond. Every child denied ECE opportunities potentially contributes to growing poverty and unemployment and is less disposed to fully participate in the economic and social growth of the nation.

The associations between poverty and physical, cognitive and socio-emotional development in children at an early age have been evidenced by a convincing body of international research.⁷⁰ This research further notes that young children living in poverty and in other vulnerable situations are: (a) apt to perform poorly in primary and secondary school, (b) prone to repetition and (c) inclined to leave school prematurely. Inclusive pre-primary education provides children in poor communities with equality of opportunity for realizing their right to education and the potential to perform to the best of their ability. Reaching adolescent and young adult stages in life without achieving the basic skills offered by primary and secondary school is likely to produce adults with fewer opportunities for becoming productive citizens who attain adequate income status. They are more likely to become parents prematurely with undeveloped parenting skills that eventually contribute to the intergenerational transmission of poverty.⁷¹ In addition to children living in poor communities, children of migrant families and children living with disabilities are equally vulnerable.

The Government began to incorporate ECE into the system of education in the 1960s. By 1990, there were five nursery schools with 215 children in attendance and 68 pre-primaries serving 3,283 children. In 2008, government-owned centres were limited to three nursery schools and five infant schools with nursery sections compared to 12 private nursery schools, corresponding to a decrease in enrolment.⁷² Since this period, enrolment in pre-schools has steadily climbed at the rate of 57 pupils per year.⁷³

Similar to the situation in other countries, the informal approach to early childhood care services resulted in rising concerns regarding standards of care and quality, issues of licensing, certification and monitoring, a preponderance of small, operators with weak capital and business foundations, and low levels of training among caregivers. The experiences of Barbados, Jamaica, St. Kitts and Nevis and Trinidad and Tobago were shared through sub-regional

networks supported by UNICEF, Save the Children and the Bernard van Leer Foundation, among others, to help to shift the focus from care towards attention to other key dimensions of programme delivery such as parent education and awareness activities.

In the late 1990s, programming at the operational level expanded with the influence of processes developed to monitor the implementation of the Caribbean Plan of Action for Early Childhood Education Care and Development. Political will in the region was further enhanced by international developments, most notably the outcomes of the Education For All (EFA) 2000 processes and the United Nations Special Summit on Children, which included a dimension on ECD. A Regional Early Childhood Action Plan 2002–2015 was endorsed by the 5th Special Meeting of the Council for Human and Social Development (COHSOD) in October 2002. In the same year, Grenada established an EDC Policy with the goal “to determine and implement the most cost effective strategies for achieving beneficial and comprehensive early childhood development.”⁷⁴

In response to the increase in demand for ECE services and the need for a range of methodologies that respond to community contexts, the Government began looking at the HighScope model, introduced to the region in the late 1990s. This moved teaching methods away from a ‘teacher-directed’ approach towards ‘child directed’ or active participatory learning, including a daily routine of: (a) small and large group activities; (b) plan-do-review; and (c) outside time. The model was officially piloted in Grenada in 2006–2008 with a view to improving the learning environments and quality of developmental and educational programmes. By 2015, 13 pre-schools were using the HighScope curriculum, with plans to expand to all centres.⁷⁵ Every registered preschool practicing HighScope approaches receiving supplies of appropriate furniture and materials.

Of the 107 preschool centres, 66 were government owned in 2013. Over half (52 per cent) of all publicly owned centres were located in St. George and St. Andrew parishes. By 2015, enrolment in ECD services in Grenada was nearly 100 per cent. However, the quality of the curriculum varies and the level of teacher training is inadequate. The 2014 Statistical Digest for Grenada reported a total of 3,934 children enrolled in public and private preschool centres, 189 preschool teachers (26 more than 2008–2009) with a teacher/pupil ratio of 14:1. With regard to sustained capacity, over 62 per cent of the teachers in the HighScope

70 See Engel and Black 2008.

71 Ibid.

72 Smith 2008.

73 Government of Grenada, Ministry of Education and Human Resources, Education Statistic Digest 2014

74 Government of Grenada 2002, p. 6.

75 Manitou Inc. 2015.



programme are above the age of 45,⁷⁶ and many interviewees perceived this to be the case in many levels of education. With this in mind, a plan to train and replace retiring teachers and staff in the ECD Unit will help to prevent a future shortage.

Despite demonstrated government commitment and visible achievements, important deficiencies in access, quality and system support persist that block optimal expansion and quality of ECE, including the need to supplement services provided at ECD centres. According to a review of the Early Childhood Policy Brief drafting process,⁷⁷ there was robust consultation and participation before the policy (including service standards and the first year implementation plan) was presented to the Cabinet in 2008 and later approved. A review of implementation could support scaling up and moves towards achievement of universal access to ECD.

To encourage good parenting practices and early stimulation, the Government has funded the Roving Caregivers Programme (RCP) for many years, allocating nearly EC\$1

million in 2016. Such interventions highlight the importance of making the child a priority within the family setting while boosting the demand for ECD services. The improvement of parenting skills is essential, and the RCP is intended to provide early childhood stimulation to high-risk children from birth to 3 years using a model of home visitation intervention that focused on parent(s)-child interaction. The Rovers reach rural children, many of whom are in families that cannot afford day care or do not understand the importance of providing proper care and stimulation for ECD. Caregivers, or 'rovers', go from home to home to work with young children and parents, introducing them to developmentally appropriate child-care practices. The programme takes into account nutritional and disciplinary practices and parenting knowledge as they affect the family and children with a view to better prepare the child to meet standard growth and development milestones expected by pre-primary schooling. Rovers work in their home communities delivering routine home visits. The programme operates in all but two parishes and engages 90 full-time trained rovers. The RCP partnered with the Windward Islands Research and Education Foundation in 2014 to pilot efforts to reduce the practice of corporal punishment.

⁷⁶ Ibid.

⁷⁷ Charles 2010.

Another programme – REACH Grenada, founded in 2008 – aims to improve the emotional and social well-being of abused and abandoned children through the provision of training, support and wellness programmes for children and their caregivers. They mainly work with children in Grenada’s residential care homes, serving child victims of physical, sexual and/or emotional abuse, neglect and abandonment.

The existing system to monitor the health aspects of children’s development is effective in the areas of child mortality, immunization rates and the routine checks of the internationally established set of milestone indicators. While there is a link between developmental and growth monitoring through the health system and ECD, it could be stronger. Developmental screening is inadequate to detect and treat physical, emotional, social, behavioural, sensory and communication delays before children enter the formal education system. Because the home visit programmes focus on enhancing cognitive development and socialization skills, to a certain degree they are helpful in detecting and addressing some developmental problems early on.

Although these programmatic approaches work with families, community members and teachers, continued efforts to build closer relationships between parents, teachers and health-care workers are needed to motivate parents to construct active adult-child relationships and enhance their role as manager and supporter of their children’s education, growth, protection and development starting at birth. Promotion of better parenting and parent-child interaction can be accomplished through a mix of home visits, parental training, individual counselling and centre-based approaches.

A major bottleneck that weakens the on-going efforts of health professionals to monitor and address the physical and developmental progress of children through routine milestone visits to local health facilities is the limited number and quality of counselling professionals providing services to the health and ECD sectors. Specialized staff are needed for early detection, diagnosis and treatment of intellectual, developmental and psychological disabilities. Many disabilities can be overcome if detected and treated early. The link to achieving universal ECD coverage is clear, as programmes targeting early stimulation provide a valuable service directly into the household with the potential to influence parents to enrol their children in ECD centres.

Improving the quality of ECE will require increased investment in the number and level of training of caregivers, leaders, teachers and health workers in the different sectors, particularly to maintain or improve the existing teacher-student ratio as enrolment rises. Whilst health centres work hand-in-hand with the ECD Unit to identify

children not attending preschool, it is important to reach all children, particularly in rural areas where parents adhere to the long-held cultural and traditional practice of keeping younger children at home. Finally, additional resources and a broader range of skill sets will be required to extend coverage to the most vulnerable and disadvantaged (indigent communities, migrant families, children living with disabilities and families in remote areas).

The current gains should be reinforced by prioritizing ECD across the service delivery ministries, including health, social services, family and gender affairs, education and human resource development. In addition, a functional mechanism to coordinate ECD planning, programming and monitoring across sectors and ministries is essential. The dynamics of such a mechanism will encourage a social dialogue within ECE systems and institutions, i.e., between employers (whether national or institutional, such as boards of ECE centres or individual managers), educators and their trade unions. It may cover broad policy issues – funding, governance, organization, etc. – but focus specifically on workplace relations.

Primary education

Universal primary education (UPE) was established as a national priority as early as the 1960s in Grenada, with equal opportunities for girls and boys, and was achieved many years ago. Sweeping policy reform in the education sector as a result of the OECS Education Policy Reform in the mid-1980s led to the abolishment of school fees and compulsory schooling from ages 5 to 14, followed by significant investments in the recruitment of human resources and the rehabilitation of schools.

The primary tier of the education system caters to students aged 5–12 who attend kindergarten through grade 6. Progress through grades is automatic and on an age basis, although a child may repeat a grade if the parent and teacher agree.

Table 5: Overview of primary schools, 2012–2013

	Boys	Girls
Net enrolment rate (NER)	99.4	93.1
Gross enrolment rate (GER)	123.6	117
Repetition rates	0.6	0.1
Dropout rates	0.02	0.01

The 2006–2015 Strategic Plan for Educational Enhancement and Development (SPEED II) targets issues of access, underperformance, quality of education and student achievement, human resource development, collaborative partnerships, school management and financing. The GPRS 2012–2015 also underscores efforts and strategies to address the inadequate level of teacher quality and improvement in leadership and management of educational institutions.

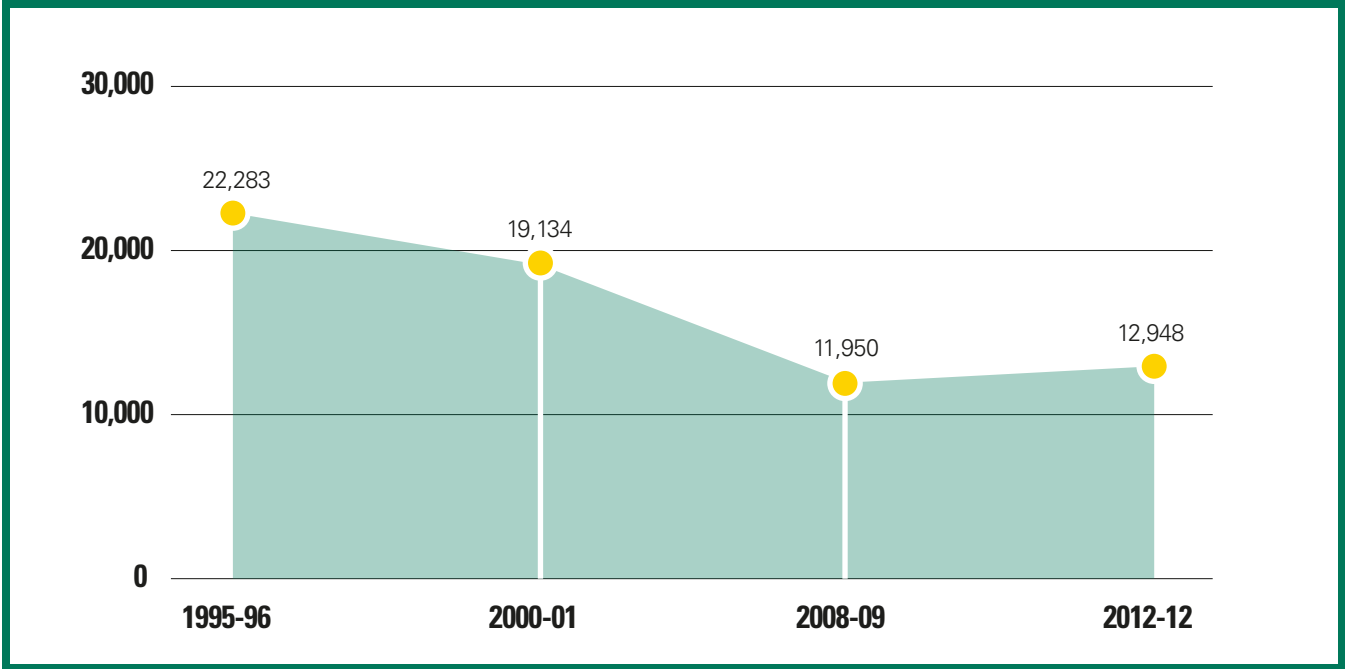
Against this backdrop, the Government has made promising strides towards providing quality primary school education to all children. In 2013/2014, total enrolment in the 76 primary schools — public, church (many of which receive government support) and private — was 12,948 children with 756 teachers (nearly 80 per cent female), of which 62 per cent were trained. New entrants to kindergarten who had attended preschool were at about 95 per cent in 2012–2013. The repetition and dropout rates for this year continued to be extremely low (see Table 5). Dropout and repetition rates are higher among males than females.

The decline in numbers in primary school (see Figure 6) is in line with the government policy to achieve universal secondary education. The decrease since 1995–1996 has occurred at an annual rate of 3.56 per cent and the present rate of decline is 4.2 per cent. The teacher-pupil ratio has also decreased from 25:1 in 2008–2009 to 15:1 in 2012–2013.



The Child Friendly School (CFS) concept was launched in 2013 in nine pilot schools. It is designed to: help children learn what is needed to face the challenges of the new

Figure 7: Decline in primary enrolment, 1995-2013



“Decoration in the classroom is more appealing and relevant to the lives of the children.”

Primary school teacher

century; enhance their health and well-being; guarantee them safe and protective spaces for learning, free from violence and abuse; raise teacher morale and motivation; and mobilize community support for education. CFSs focus on positive behaviour management, with the principles of student-centred classrooms, democratic participation and inclusiveness. By 2014, 62,000 children in nine countries in the Eastern Caribbean, including Grenada, are benefitting from child-friendly environments at their schools. As of August 2016, the pilot schools in Grenada covered 1,270 students. In 2015, it was the first island in the Windwards to adapt the CFS approach to children with special needs by introducing it at the Victoria School of Special Education.

CFSs in Grenada promote practices and behaviours that offer protective measures so children, teachers and communities can identify inappropriate behaviours and identify the best action to respond to bullying and sexually abusive advances. The CFS aims to create a better understanding about the harmful consequences of social norms supporting practices such as corporal punishment and looks towards more ethical practices in dealing with behavioural issues. The success of this model is impressive, as noted in a series of UNICEF-supported studies of CFS schools.⁷⁸ The study noted a decrease in the use of corporal punishment, often seen as a bottleneck to successful completion of primary school. The lessons learned can be useful in orientations on human rights that should be part of training for teachers and other school personnel.

The OECS Education Sector Strategy 2012–2021 speaks of “strengthening learners’ pastoral care” as a cross-cutting strategy to improve leadership management and accountability, teachers and professional development, teaching and learning, and curriculum and assessment.⁷⁹ This ‘child-centred’ approach calls for actions that proactively identify and target children at risk of social, emotional and/

or physical harm to reduce the intensity, severity and duration of risk behaviour. The strategy is grounded in concepts similar to the CFS and life skills training, all designed to build and strengthen the dimensions of ‘connectedness’ all children need to successfully pursue and profit from lifelong learning opportunities.

The provision of specialized counselling services needed to deal with relationships, communication disorders and school and family issues continues to be constrained by the limited number of trained professionals as well as the limited areas of special skills represented in the pool of counsellors that responds to children facing hardship and learning difficulties.

“ The quality of the experience is a key element for completing primary and secondary education satisfactorily... this alone can determine whether education ‘outputs’ are sufficient to prepare and/or permit adolescents to continue the lifelong learning agenda and/or flow seamlessly into the workforce...”

Interviewee

Secondary education

Grenada achieved universal secondary education in September 2012. During that same year two new secondary schools were established: one in St. George’s and the second in St. Andrew. Prior to this, the issue of access to secondary schools was a major barrier, particularly for rural children, with only 20.8 per cent having access in 2010 (compared to 95.2 per cent of children living in urban areas).⁸⁰ The Caribbean Primary Exit Assessment (CPEA) was introduced and implemented, replacing the Common Entrance Exam previously used for placement of students in secondary schools. In 2012–2013, the Government

⁷⁸ UNICEF-supported studies in the region documented CFS practices in schools including in Antigua and Barbuda, Barbados, St. Lucia and others.

⁷⁹ OECS 2012, p. 9.

⁸⁰ Government of Grenada 2011.

recorded a total of 9,851 pupils enrolled (48.5 per cent girls) in the nation's 24 private and publicly owned secondary schools, representing 89 per cent of 12–16-year-olds.

⁸¹The teacher-pupil ratio in 2012–2013 was 14:1.⁸²

The repetition rate for 2012–2013 was 4.6 per cent and the dropout rate was 0.09 per cent, with repetition rates higher for boys than girls.⁸³ Grenada counted 719 teachers in secondary schools in that school year.⁸⁴ There was a notable improvement in the number of trained graduates among the teacher corps (17 per cent); three times as many as the 2008–2009 figure of 6 per cent.⁸⁵

The 2008 CPA attribute the dropouts and absences from schools to a number of causes, including: inability of parents to provide meals, transportation, text books, school fees, uniforms or examination fees for their children; teenage pregnancy; indiscipline by students at school; staying home to care for younger siblings; finding employment as a means of improving their quality of life; and low interest in the education curriculum. Dropout rates for girls have declined as the country records a slight decline in teenage pregnancy rates. Provisions under the Education Act permit the return to school for teenage girls after giving birth. However, it is clear that exercising the 'return' option rests with the discretion of the school principal and other factors. Teenage pregnancy continues to carry a certain amount of stigma, evidenced by the fact that most girls who chose to return after giving birth enrol at a different school.

In an effort to offset the non-direct costs of secondary education, the Government implements social safety net programmes, particularly targeting low-income families. Whilst its coverage of transportation fees and books, contributions to school uniforms and examination fees and the school feeding programme absorb a considerable amount of the programme budget, there are still many children left behind. Additional non-direct costs of education present a considerable difficulty for middle-class and poor families, who often have more than one child enrolled.

In terms of knowledge acquisition, an important dimension of quality education, less than 20 per cent of students achieved five passes in the Caribbean Secondary Education Certificate (CSEC) including English and math

in each year from 2009 to 2013.⁸⁶ This means that 80 per cent of secondary students in Grenada did not attain the minimum matriculations required to enter the tertiary education level. Of the 1,318 students who wrote five CSEC subject exams in 2012–2013, the pass rate including English and math was 16.7 per cent.⁸⁷

Secondary schools are required to state annually how many places they have available for new entrants and may reserve 30 per cent of those to pupils who pass the CPEA, the rest being allocated by the Ministry. The results of the CPEA determines which of the public or private schools a student will attend, with the highest scoring students given the school of their choice regardless of their residency. Those not in this category are enrolled in the school nearest to their place of residence. Dropouts are highest following completion of forms 3 and 4. Students struggling to meet the standards at these levels are referred to technical training opportunities if they are 17 years or older.

Technical and vocational education and training

Achieving lifelong learning and promoting full and productive employment – as called for by the SDGs – will largely depend in most Caribbean countries on overcoming the structural weaknesses in education and technical and vocational education and training (TVET) systems. Caribbean youth face serious challenges in the labour market as a result of inadequate employability skills. The focus for general formal education has been oriented towards academic results rather than vocational or technical outcomes. Some would argue that this is a residue of the colonial past, which left in place a British-type system for grammar schools. The educational model was formal, with an emphasis on classic study in literature, science and math. Interestingly, this was during a period when the economy of the islands was largely defined by an agricultural sector that in Grenada, for example, employed 30–40 per cent of the workforce. Later, as the region promoted eco-tourism as a primary source of income and acknowledged the importance of sustainable use of natural resources, educational systems were slow to keep in tandem with these changes in workforce requirements. Major education policy changes are called for to fill the skill gaps exposed by the changes in the Caribbean economic landscape and changing global production patterns. This change is accelerated by the drive for a more competitive edge and the advent of technological applications for improved production.

The CARICOM Regional Strategy for Workforce Development and Economic Competitiveness is conceived

81 Ministry of Education and Human Resource 2014.

82 Ibid.

83 Ibid.

84 Ibid.

85 Ibid.

86 OECS 2014.

87 Ibid.

with a vision of “sustainable economic prosperity through the creation of a globally competitive regional workforce enabled by a market-responsive education and training system”.⁸⁸ In pursuing achievements under the regional strategy, the management of TVET in Grenada is under the authority of the Ministry of Education and Human Resource Development. The first 181 participants completed their Caribbean Vocational Qualifications (CVQ) training in November 2015 and graduated with a 91 per cent completion rate, and 13 have secured permanent employment.⁸⁹ The CVQ programme is designed to facilitate certification corresponding to specific occupational areas that are relevant to employment needs and based on a regional set of standards and competencies.

The New Life Organization (NEWLO) Centre also offers skills training for disadvantaged youth, while the IMANI programme provides a second chance for students to build skills and find employment.

The Grenada GPRS 2012–2015 includes priority action to increase the provision of TVET in primary and secondary schools and refocus on education and training systems reflecting the skills demanded by employers. A new block of classrooms was completed in 2015 with science and TVET laboratories at four primary and secondary schools. The increasing need for medical equipment to diagnose and monitor non-communicable diseases – scanners and other special imaging equipment, for example – requires skilled service technicians. These services should be available locally instead of calling someone in from another island, Canada or the United States to get the job done.

A major shortcoming in building a successful TVET programme is the lingering perception that it is for ‘slow learners’ or students who cannot ‘follow along the mainstream’. Changing this attitude requires long-term advocacy efforts. In fact, basic education skills in reading and writing are essential for successful completion of TVET courses, which require comprehensive mastering of complex concepts communicated through technical textbooks.

88 The strategy revolves around seven logically sequenced components: TVET redefined and promoted as an agent of workforce development and economic competitiveness; TVET integrated with general education for life and livelihood; a CARICOM training system; labour market intelligence of workforce development; career guidance and counselling; instructor training; and TVET financing: public private partnerships.

89 Mitchell 2015.

“...Until the perception that TVET is for slow learners changes, we will have difficulty achieving TVET objectives.”

Government official

Education for children with special needs

The Government ratified the Convention on the Rights of Persons with Disabilities (CRPD) in 2014, but it has not yet enacted provisions of the Convention and the law does not specifically prohibit discrimination against persons with disabilities. There is no legal requirement for access to buildings for persons living with disabilities, for example, so accessing polling stations can be a bottleneck for them to enjoy the right to vote. There is no official number of persons living with disabilities nor a state agency specifically responsible for protecting the rights of unemployed persons with disabilities. Discussions with civil society suggest that the overall number of people living with disabilities in Grenada could be considerable, with many of them unemployed because employers refused to hire persons with disabilities.

There are three centres serving 119 children with intellectual or mental disabilities, all largely government funded. Twenty-one teachers (11 trained) provide guidance and curriculum material for children with physical disabilities, mental challenges or hearing and vision impairments. The Special Education Department offers assessment, diagnosis and intervention services in speech and language therapy; clinical psychology for assessment and therapeutic services; educational assessment and intervention; teaching students with moderate to severe mental challenges; and working with visually impaired students.

CFSs include a focus on training that aims to combat attitudes towards children with exceptionalities, including disabilities and, as noted above, the CFS approach was recently introduced at one of the schools for children with special needs. The education of children with disabilities remains a serious problem in terms of removing the stigma facing those children who are mainstreamed in the public school system and extending educational opportunities to children in rural areas who remain in their homes.

Children's well-being (violence at school and participation)

The fundamental challenge in assessing the effectiveness of school violence prevention strategies in the Caribbean is that, although a multitude of programmes exist, there is very little evaluated evidence of such interventions to guide policymakers and practitioners in identifying their relative effectiveness (including cost-effectiveness).

As mentioned above, school, community, church and family 'connectedness' are fundamental in reducing risky behaviour among adolescents, including violence at school. School connectedness is pivotal when it comes to enabling an environment in which adolescents can establish and maintain healthy connections with school and their communities. Because they connect with adults and peers before they connect with institutions, school-based relationships are the key. These include relationships with teachers, counsellors and administrators, janitors, coaches, lunchroom servers, office assistants, parents and school volunteers. They all have the potential of fostering the positive attitude needed to establish the bond between the pupil, school and community. But several factors depend on contributions from the institutions themselves: high academic rigour and expectations, supportive learning, positive adult-student relationships and physical and emotional safety.

Without this enabling environment, the stress of living in poverty, dysfunctional households and/or with a disability can be overwhelming and lead to harmful and risky behaviours such as violence, bullying and harassment in school. Clear policies, programmes and procedures on the school ethos, culture, structures and student welfare can be important to create an enabling environment, including a statement on processes for preventing and dealing with incidents of violence, victimization, bullying, alienation, etc. Programmes/strategies to create a positive school culture and empower student participation are also helpful (e.g., peer support groups, initiatives to support students in decision-making bodies, peer mediation and teacher teams working with student groups on school issues). School assessment and reporting policy should go beyond budget and training/qualification indicators and incorporate elements of health, well-being, connectedness, resiliency and academic care. Democratic decision-making bodies/boards, parent-teacher associations (PTAs), meetings, newsletters and school-based and extra-curricular activities should be included in the accountabilities of school leadership. School discipline policies should be reviewed, with an emphasis on more ethical practices that minimize harm in dealing with behavioural issues.

"Grenada have the lowest rate of crime in the Caribbean ... young unemployed boys getting in trouble can threaten this fine reputation ... especially when dem bad boys start thinkin' dey some kinda gang."

Young person

Violence at schools is often associated with poverty, unemployment and political and social inequities. The Government's stated position in 2011 was that "... corporal punishment is regulated by the Education Act and could not be prohibited".⁹⁰ But in cultures that continue to legalize and practice corporal punishment in schools, households, the juvenile justice system and alternative care institutions, it can be a major challenge to eradicate violence in schools. Indeed, there is growing evidence that the use of humiliation and intimidation by teachers, parents and law enforcement can influence violence within the student population. Many experts opine that childhood aggression can be closely linked with the degree of negative criticism and violence experienced at a young age.⁹¹ Ending legalized violence against children is an important step towards eliminating violence in schools. The Government is making progress towards changing the use of violence in schools and communities.

With the increasing prevalence of gang violence and the emergence of gang cultures at schools in the sub-region, security on school premises has received heightened attention. Work on violence prevention and understanding the root causes of violence in communities and schools was launched in a number of OECS countries in 2011. This pilot experience, aimed at ensuring a peaceful environment and enabling improved academic performance, helped to identify risk behaviours and assess staff and student needs. Unlike many other Caribbean countries, however, Grenada does not appear to have a significant problem with gang violence, particularly since it put in place an anti-gang unit in 2012. The average murder rate in the country was 10.1 per year in 2000–2009,

90 Global Initiative to End All Corporal Punishment of Children 2012.

91 Kandel 1992.

considered among the lowest in the region.⁹²

The CFS approach to creating an enabling environment in school settings promotes self-respect and respect for others, which is a major tool to change bullying behaviour. Grenada has a well-established and resourced CFS culture, particularly at the primary school level, which is likely a major contributing factor to the low level of gang activity and violence in the schools. Peace promotion modules are incorporated into the CFS initiatives and form part of the health and family life education (HFLE) curriculum widely available in primary and secondary schools. Grenada has received support in the form of a UNICEF-sponsored violence prevention project, which involves training of teachers, assessment of schools, putting into effect specific policies to address anti-social behaviour and an evaluation of the targeted outcomes. The HFLE curriculum reinforces healthy family and community connectedness to the school environment by promoting open discussion regarding self and interpersonal relationships and providing basic information on sexuality and sexual health.

Although the recently adopted Juvenile Justice Act does not provide for corporal punishment as a sentence, further efforts are needed to move away from violent and other cruel and degrading punishment of children. Reducing youth-on-youth violence, particularly in schools, requires consistent coordination among multiple stakeholders in order to break the cycle of youth crime centred on four main issues: violence against children, school violence, gender-based violence and youth gangs and violence. This cannot be achieved without considering the influence of gender, culture and other social determinants.

92 UNDOC, 2011. http://www.unodc.org/documents/data-and-analysis/statistics/Homicide/Globa_study_on_homicide_2011_web.pdf, accessed March 2016.

5 The Right to Protection



States Parties shall take all appropriate legislative, administrative, social and educational measures to protect the child from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child.

Such protective measures should, as appropriate, include effective procedures for the establishment of social programmes to provide necessary support for the child and for those who have the care of the child, as well as for other forms of prevention and for identification, reporting, referral, investigation, treatment and follow-up of instances of child maltreatment described heretofore, and, as appropriate, for judicial involvement. (CRC, article 19)

According to UNICEF, there is significant evidence that violence, exploitation and abuse can affect children's physical and mental health in the short and longer term, impairing their ability to learn and socialize and impacting their transition to adulthood, with adverse consequences later in life.⁹³ Violence, exploitation and abuse are often practiced by someone known to the child, including parents, other family members, caretakers, teachers, employers, law enforcement authorities, state and non-state actors and other children. Worldwide only a small proportion of acts of violence, exploitation and abuse are reported and investigated, and few perpetrators are held accountable. This situation is exacerbated in a society such as Grenada, where the small size of the population creates a situation where everyone living in an area is easily identifiable.

All nations are obligated to protect their children's right to a life free from conditions that violate their rights. As outlined in the Convention on the Rights of the Child (CRC), all children less than 18 years old have a right to be protected from conditions that violate their childhood rights, expose them to abuse and exploitation, devalue them and draw them prematurely into adult roles. Particularly vulnerable are children deprived of parental care, in conflict with

the law, living with one or more disabilities, or victims of physical, emotional abuse and neglect or of trafficking, exploited for commercial purposes.

A robust, dynamic and comprehensive legal framework is indispensable to enable rights-holders to exercise their rights and duty-bearers to discharge their responsibilities in achieving the ultimate goal of a developmental approach to child care and protection. In addition to the conventions on the rights of children, women and people with disabilities (CRC, CEDAW and CRPD), Grenada has adopted other key international legal instruments aimed at addressing interlinked problems of harmful child labour, trafficking and the sexual exploitation of children for commercial gain. Further, national legislation and policies articulate bold targets aligned with the Sustainable Development Goals (SDGs) and strategic regional visions that aim to improve the lives of boys and girls in the areas of education, health, food security and social protection.

Grenada is steadily building an impressive framework of support for its children. Early childhood education (ECE) services are accessible for 87 per cent of the population. Almost all children are enrolled in primary education. Women and children in need can find referral services from the Child Protection Authority, associated with the Ministry of Social Development and Housing, established

⁹³ See: www.unicef.org/protection/57929_57972.html (accessed 1 June 2015).

as a result of the enactment of the Child Protection and Adoption Act. A range of social transfers, grants and services are available for direct relief in the areas of housing, education and welfare. These, and other services are examples of the nation's commitment to realizing the rights of all Grenadian children.

Optimal implementation of these services and programmes are dependent on a robust legal and institutional framework (see also Chapter 2). Grenada is considered one of the more progressive countries in the OECS when it comes to law reform in the area of child protection. It has enacted three of the four model laws OECS put forth as a package for family law reform (including on domestic violence) and enhanced the corresponding policy landscape. It is also only the second country to pass the Juvenile Justice Bill in July 2012, which went into effect in April 2016.

In 2004, the Government ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and introduced anti-trafficking legislation for approval by the Parliament in 2014. It passed the Electronic Crimes Act in 2013 prohibiting the use of children in pornography and further stipulating that the procurement and distribution

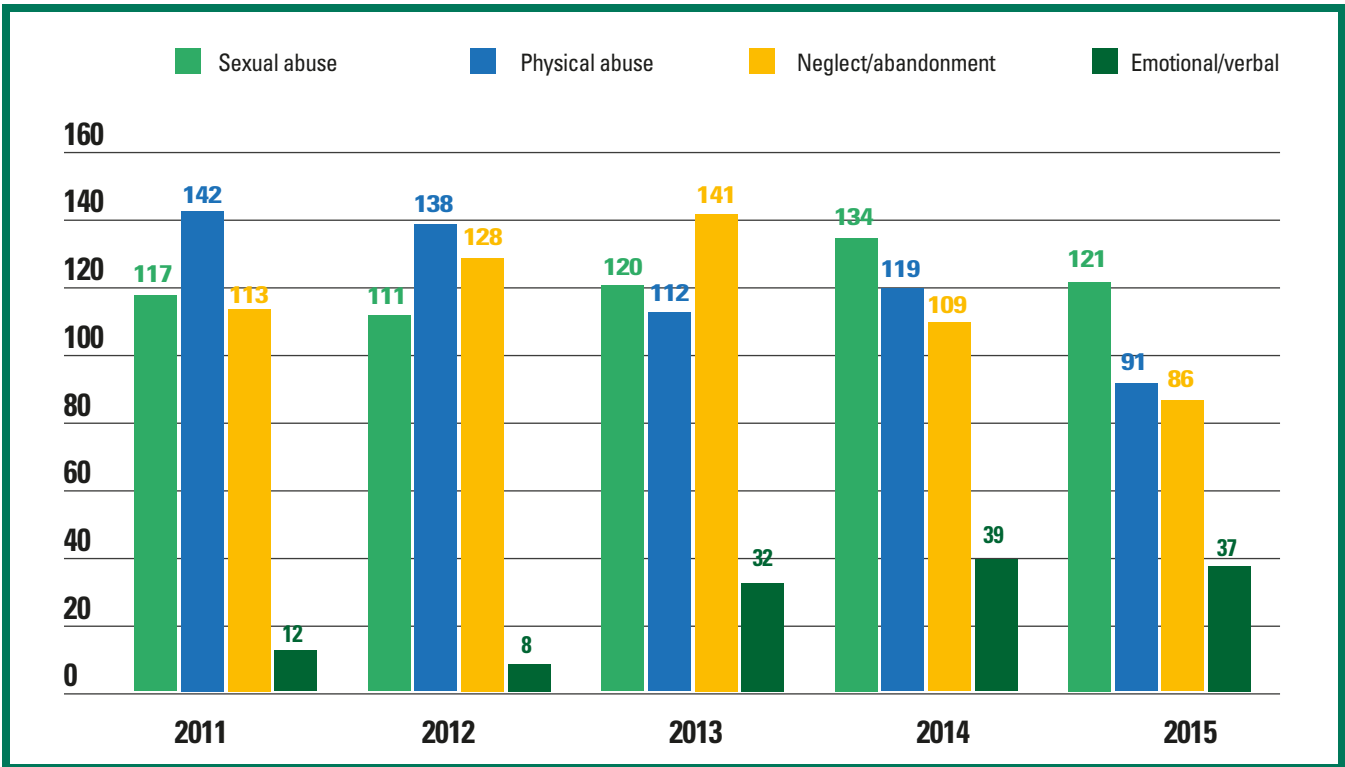
of child pornography is illegal. This framework addresses child protection violations occurring at home, school, foster homes, residential care institutions and hospitals, but there is no specific legislation that addresses these violations when they occur in juvenile justice institutions or the workplace.

The Child Protection Authority is responsible for social and community services that assist families on protection issues. It is understaffed, however, with only a handful of social welfare officers who double as social workers and probation officers. Caseloads vary but can include a dozen or so child care, protection or public assistance cases and juvenile probationers at any given time. There are several formal social assistance programmes that are somewhat dispersed across ministries and agencies with very modest budgets and often informal coordination mechanisms. This loosely structured system of social protection is a barrier to finding effective, appropriate and swift solutions for children in need of protection.

Sexual, physical and emotional abuse and neglect

Child abuse takes a variety of forms – physical, verbal and psychological – and often includes varying degrees of

Figure 8: Reported cases of child abuse, 2011-2015



violence, sexual harassment and molestation. Perpetrators of child abuse also vary in who they are, from parents, step-parents, visiting male partners of mothers, foster-parents, other caregivers and members of the immediate or extended family to others in the community, school, work and church environments. Child abuse is regarded as a wilful act, but many children are also vulnerable to neglect, where their basic needs are overlooked by those who are duty-bound to provide for them.

Global data show that about “six in 10 children between the ages of 2 and 14 (almost a billion) are subjected to physical punishment by their caregivers on a regular basis”.⁹⁴ Girls are more often the victims of abuse than boys as they are particularly at risk of sexual abuse, including incest. The 2007 Joint Report by the United Nations Office on Drugs and Crime and the Latin America and the Caribbean Region of the World Bank indicates a rise in sexual assault, sexual violence and domestic violence in the region. Region-wide research conducted by the University of Huddersfield and commissioned by UNICEF also helped to highlight the gravity of child sexual abuse in the Caribbean.⁹⁵ Strengthening national protection systems relies on several very important determinants and their complex interaction. In Grenada, one of these is the high social tolerance for child abuse in some communities.

The number of child abuse cases reported over the period 2011–2015 totalled 1,907 (see Figure 7).⁹⁶ Sexual abuse and physical abuse were the most common types of reported abuse during the five-year period, each accounting for about 32 per cent of reported cases, while neglect/abandonment accounted for 28 per cent of the cases. Emotional and verbal abuse represented 128 of the total cases reported. All categories show a significant reduction in 2015.

“Child sexual abuse has graduated away from the home setting...towards schools and centres where young people gather.”

Teacher

In addition to the statistics above, the Child Protection Authority intervened in nearly 800 cases of custody, maintenance, adoption, runaway and homeless situations during the same period.⁹⁷ The changing of the categorization of data from year to year and the lack of disaggregation by age and sex make it difficult to interrogate the data for detailed analysis. However, the Agency has made much progress in terms of centralizing data collection and monitoring. Equally important to note is that Figure 7 represents reported cases only.

“If I report the abuse of my daughter, she will have to live with it forever because even when she is old, people will still point and whisper when they pass her.”

Mother

In May 2014, UNICEF conducted a social survey on attitudes to corporal punishment, child sexual abuse and domestic violence in Grenada. It involved face-to-face interviews with 600 adult men and women. The results provide a valuable basis for understanding practices, experiences and attitudes towards corporal punishment, as well as views on child sexual abuse. On a positive note, the results indicate: **(a)** a slight cultural shift in terms of acknowledging that discipline of children is possible without the use of corporal punishment (see Figure 8);⁹⁸ and **(b)** a willingness among some respondents to see a ban on the use of corporal punishment in schools (36 per cent) and in the home (14 per cent).

With regard to child sexual abuse, the survey validates the perceptions of those interviewed for the SitAn, as 45 per cent of the respondents in the survey believed this to be a major problem in Grenada.⁹⁹ The survey confirms a clear understanding of what constitutes child sexual abuse, with nearly 100 per cent of the respondents opining yes on the following: engaging in sexual activities with a child; indecent exposure to a child; physical contact of a sexual nature with a child, such as touching or stroking the child’s

94 UNICEF, *Hidden in Plain Sight*, 2014.

95 Jones and Trotman Jemmott 2009.

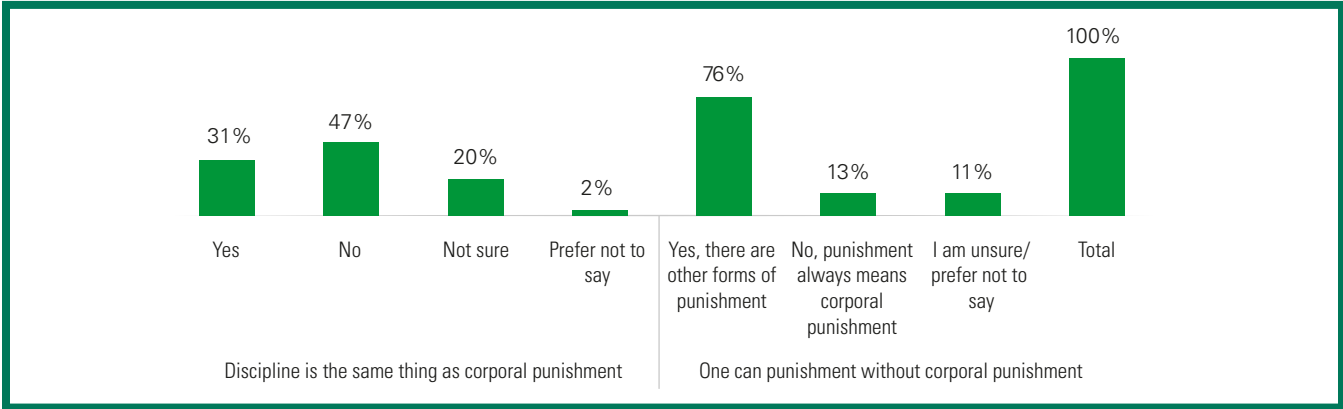
96 Government of Grenada, Ministry of Social Development and Housing, Child Protection Authority, 2015.

97 UNICEF Office for the Eastern Caribbean 2015.

98 UNICEF Office for the Eastern Caribbean 2014.

99 Ibid.

Figure 9: Views on discipline and corporal punishment



private parts; showing pornography to children; asking to see a child’s private parts; and voyeurism (peeping/looking at a child’s private parts for adult’s sexual gratification).

When it comes to reporting incidents of child sexual abuse, however, the UNICEF survey confirms that much work is yet to be done to: (a) convince children, parents and service providers to take the appropriate action when learning that a child has been abused (report the incident to the relevant authority); (b) ensure that the child is protected and counselled to avoid any cumulative effects of the incident; and (c) apprehend and prosecute the perpetrator to the full extent of the law.¹⁰⁰ Figure 9 gives the reasons suggested by survey respondents for lack of reporting.¹⁰¹

Interviews with stakeholders during the preparation of this study indicate that, even with the increase in reporting resulting from recent advocacy efforts (such as the Break the Silence awareness campaign), there is reason to believe many cases go unreported because: (a) Grenada is a small society where there is no confidentiality and people worry about the stigma; (b) negative consequences of cultural values prevail that depreciate the role and place of children; (c) there is a belief that the end of childhood for a girl coincides with beginning of the menstrual cycle; (d) many of the perpetrators are powerful people; and (e) abuse often occurs in poor female-headed households where the mother has ‘visiting’ boyfriends; among others. Of the 45 primary and secondary school children interviewed in focus groups for the SitAn, 14 said that they knew someone (friend or relative) who had been a victim of sexual abuse.

The manifestations of child abuse and neglect cover a broad spectrum, including when a parent/caregiver fails to

provide for the development of the child. Experiences of child sexual abuse, in particular, can result in serious health consequences later in life. Research shows that psychological (depression and anxiety, developmental delays, suicidal and self-harm, among others), behavioural (alcohol and drug abuse, poor self-esteem, under performance in school, etc.), reproductive (sexually transmitted disease, unwanted pregnancy, reproductive health problems) and sexual (sexual dysfunction) issues can persist for years even and decades.¹⁰² Some children have symptoms that do not reach clinical levels of concern until later in life while others meet the full criteria for clinical intervention immediately. Assisting and monitoring the child victim requires up-to-date integrated information systems, cross-agency case management and conferencing, committed and specialized personnel as well as delicate and confidential approaches.

With limited counselling and psychological support capacity, the Child Protection Authority is strapped in its effort to do more in providing support to child victims and their families. Working with child victims requires trained

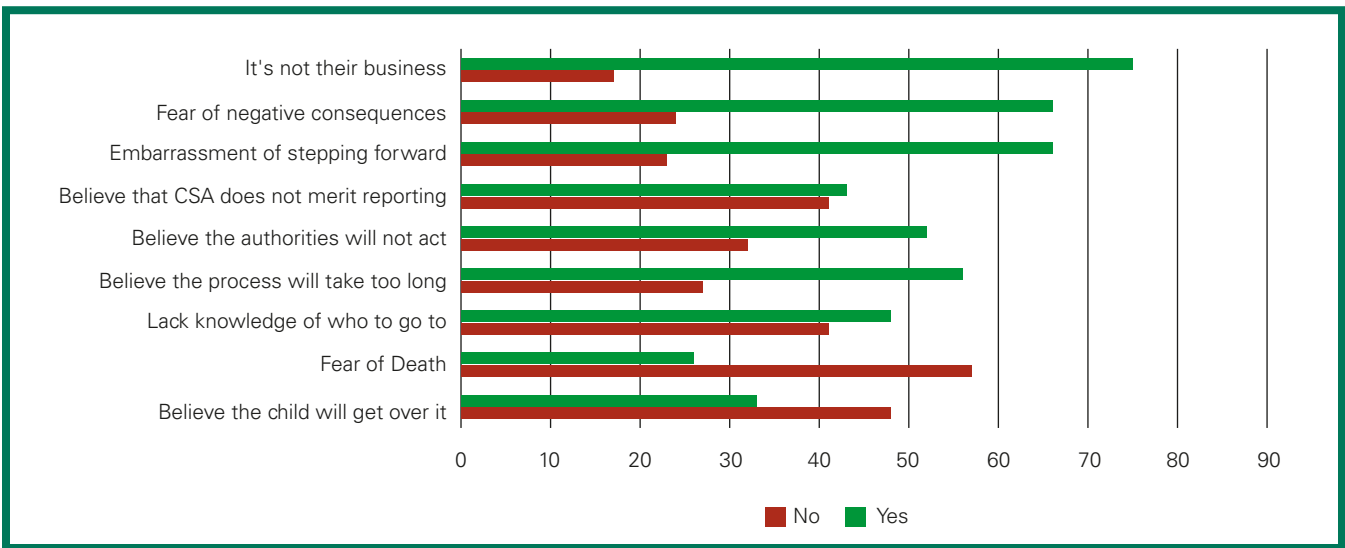


¹⁰⁰ Ibid.

¹⁰¹ Ibid.

¹⁰² See, for example, Fergusson et al. 1996.

Figure 10: Reasons why child abuse may not be reported



and experienced personnel, who are in limited supply in Grenada. Offering an incentive for university students to specialize in areas needed and providing opportunities for exchange visits to other countries can help to fill this gap. Peer support groups and networks at community level and in schools will provide support for child victims and help to eliminate the stigma associated with child abuse.

In an effort to strengthen parental responsibility and their ability to protect their children, the Ministry of Social Development and Housing has implemented the National Parenting Programme since 2007 to provide overall direction, training and information for parents. The programme is operated in collaboration with 10 Government and NGO stakeholders, including the Child Protection Authority, the RCP, the New Life Organization (NEWLO), the Programme for Adolescent Mothers (PAM) and others. Using methodologies that promote robust interaction between parents, including role play, the sessions attempt to build a better understanding of what is needed to take parenting beyond the custodial role and render families more functional. Topics covered include stages of development, communication among family members, conflict resolution, alternative disciplinary approaches, the parental role in helping the child succeed in school, the signs and effects of child abuse and how to protect your child from abuse, and roles and responsibilities of parents and children. Activities include parenting training programmes, men as fathers, parenting support groups and family information services.

Data collection and collation capacity has greatly improved over the past five years along with the willingness to

report. However, children living with disabilities and those in migrant communities experience added vulnerabilities specific to their status. For example, migrants may not report abuse cases for fear of deportation even though these children would be afforded the same assistance as nationals. The language barrier of non-English-speaking families and children with speech and hearing disabilities can pose unique challenges.

Interviews and discussions also pointed to the importance of legislation addressing the issue of child abuse and pornography. The use of cell phones to access pornography and the mounting prevalence of 'sexting' among teenagers were raised as real concerns. Success in prosecuting and sentencing perpetrators of sexual, physical and emotional abuse and neglect remains very limited. Again, discussions with stakeholders revealed their perception that there are serious delays in the court processing system and a lack of capacity to respond to breach of orders. Discussants also noted that "a payoff to the parents" often occurs before the case gets to court.

Many of the actions needed to further improve the institutional response to child sexual, physical and emotional abuse of children in Grenada are included in the GPRS 2012–2015 in the areas of legislative framework and enforcement, advocacy, mapping, reporting and monitoring. Under this plan, the social protection system will be strengthened to enhance targeting systems, improve coverage, train human resource requirements and improve monitoring and evaluation of the social safety net programmes required to provide effective and efficient child protection services.

Table 6: Residential children's homes

Name of the facility	Cohort
Father Mallaghan Home for Boys (St. Marks)	Boys 12-18 years
Government of Grenada Emergency Shelter for Children (St. George's)	Girls 0-18 Years
Queen Elizabeth Home (St. George's)	Children 2-12 years
Dorothy Hopkin Centre (St. George's)	Children and adults with disabilities
Bel Air Home (St. George's)	Children Boys: 0-8 years Girls: 0-12 years (girls allowed to stay until 18 years)

Residential care

As noted above, the loosely structured system of social protection is a barrier to providing children with effective, appropriate and swift solutions. This is particularly important to children who must be removed from the family and require a temporary solution until they can be permanently placed with biological family members or in foster care. In 2015, there were five residential care centres in Grenada with approximately 78 children including the following private and publicly owned institutions (see Table 6).

Father Mallaghan Home for Boys: Located in Victoria (in the parish of St. Mark), the home was founded in 1916 to provide stability and a sanctuary for boys aged 12–18. Originally privately run, it has been managed by the Child Protection Authority since 2012. The physical environment was designed to help boys in need of care and protection to establish positive relationships with staff who nurture them to become responsible adults. However, the current condition of the dormitory and facilities falls short of meeting minimum standards of quality. Nine children were resident in 2014. The home is run with a staff of one manager, three supervisors and eight caregivers.

Emergency Shelter for Children: Also run by the Authority, the shelter houses a fluctuating number of residents as children are moved as quickly as possible to longer-term solutions. In 2014, 12 children were being sheltered in the dormitory.

Queen Elizabeth Home: Established in 1974 and located in a community setting, with capacity for 45 children from newborns to age 14, the home is cheerful and well

designed. Boys and girls are looked after separately, and teenage boys are rarely admitted. The estimated cost of care per child per year is EC\$5,500.¹⁰³ There is a staff of 13, and a partnership with the US Peace Corps allows the home to provide sustained specialized services such as one-to-one tutoring, psychosocial services or music lessons depending on the qualifications of the Peace Corps volunteer. Local volunteers also offer reading services, help with homework, etc. The home provides a family atmosphere, with the older children acting as siblings to the younger residents. Recently renovated, the physical structure sets a high standard. There were 20 children in residence in 2016.

Bel Air Home: Located in a suburban setting, this home has operated since 1997 when it was founded by professors at St. George's University. It was turned over to an NGO in the early 2000s. Although it has a full board of directors, it is governed by the Authority and receives an annual budget to cover very basic operating cost. Additionally, the home receives a monthly contribution from the Trustees of St. George's University for operating expenses and relies heavily on fundraising efforts such as 'sponsor a child'. The home admits boys (birth to 8 years) and girls (birth to 18 years). The space is commodious, with capacity for 50 children, and is staffed with 23 employees to ensure around-the-clock supervision and care. There were 24 children living at the home in 2014.

Dorothy Hopkins Centre: Founded in the 1960s, the centre has the capacity for 36 residents who are living with disabilities. The residents are mentally or physically

¹⁰³ Directly from Director of the home

challenged and are admitted because they require care rather than protection. Many of the current residents are adults with autism and other disabilities who have been there for many years. The centre relies on donations from local businesses, government subventions and contributions from local citizens and overseas donors. In 2014, 11 residents were recorded.

Founded in 2008, Reach Grenada works with all of these residential care centres to improve the emotional and social well-being of child victims of abuse and neglect. They provide training, support services and wellness programmes to the children and their caregivers. They also offer summer camp services for the children. Children at all the residential care facilities, with the exception of Dorothy Hopkins Centre, are also assigned a case worker from Authority who has oversight for the operation and delivery of services, which includes developing a 'care plan' for each child that should be routinely monitored and reviewed with the centre staff.

Although services were extended to Carriacou in late 2013 with the opening of an office with two staff in Hillsborough, the Child Protection Authority has met with difficulties in fulfilling its mandate, most of which are documented in a 2014 institutional appraisal.¹⁰⁴ Despite immense efforts, it struggles with large and demanding caseloads and limited, insufficiently qualified staff and fragmented formal written procedures needed to guide and standardize processes. Those interviewed emphasized the sometimes lengthy periods of time many children spend in care, and one administrator spoke about the difficulty of placing children through adoption, especially the older ones. The option to work with families of children who are in alternative care to 'repair' or 'heal' the home environment in preparation for the child to return to her or his biological family is not exercised enough. Sometimes children go for months without visits from their families. These weaknesses are major barriers to effective and efficient monitoring of standards for residential care centres.

Administrators of the care centres interviewed for the SitAn suggested that a closer 'partnership' with the Child Protection Authority would allow them to better prepare the children for their arrival, stay and exit from the residential services they provide. The Government has since given serious attention to the functioning of the Authority and made changes towards improving its capacity to redress these issues. Grenada could benefit from a robust policy framework and strategy (with support and resources for implementation) that help the Authority to

fully operationalize its mandate to: (a) adequately investigate all reported and suspected cases of child abuse in a timely manner; (b) operate a governance and monitoring capacity that favours the process of placing children in alternative care services; (c) trigger the legal options of supervision, care and custody orders; and (d) re-enforce mandatory reporting. Because the Authority collaborates with the police, education and health services and a wide range of NGOs and private enterprises, a functional, robust multi-stakeholder coordination mechanism is needed to support all actors and stakeholders to fully realize their important role as duty-bearers.

Children in conflict with the law and juvenile justice


The results of the qualitative analysis for the SitAn presented a general perception of high crime, anti-social behaviour and 'delinquent' misbehaviour among youth. Interviewees attribute the causes to a complex interaction of risk factors including poor parenting (lack of 'care and control'); increasing numbers of female single-parent households; unemployment; growing drug use (alcohol and cannabis); teenage pregnancy; problems with suspension/expulsion/dropout from school; child abuse and exposure to violence; and general poverty.

Grenada was the first of only two countries in the OECS to draft and pass legislation based on the OECS model child justice bill: the Juvenile Justice Act 2012, which conforms to the Beijing Rules.¹⁰⁵ The model bill speaks to establishing and implementing a juvenile justice process that respects and conforms to international instruments and standards, incorporates diversion of cases away from formal court processes, provides for a compulsory initial inquiry procedure, ensures that the trial of juveniles takes place in an appropriate court, and underscores the notion of restorative justice. However, as is the case in other OECS countries, bringing forward a more child rights-focused administration of justice for children in Grenada has been slow due to (a) difficulties in adjusting cultural paradigms and social ideas that favour punishment over rehabilitation, and (b) limitations in terms of the financing and human resource capacity required to implement reform.

With regard to the age of criminal responsibility, the Act gives discretionary power to the public prosecution to lower the age of criminal responsibility (section 4 and 5), leaving open the possibility of prosecuting children aged 10–12. The CRC advises against the practice of allowing

104 Child Protection Authority (interview)

105 Defines a juvenile as a "child or young person who, under the respective legal systems, may be dealt with for an offence in a manner which is different from an adult".



Children in conflict with the law

- ▶ Grenada is 1 of 2 countries to have passed the juvenile justice Act (July 2012)
- ▶ Bill prohibits flogging and whipping
- ▶ Alternative diversion program (run by Legal Aid and Counselling Clinic) for 12,-19 year-olds

BOTTLENECKS TO IMPLEMENTATION:

- Youth rehabilitation centre completed in 2015 but not yet operational: child offenders are remanded in lock-ups or in the prison: 19 children in custodial care (2014)
- Limited human resource capacity: only two probation officers
- Lack of family court: regular Magistrate's Court for juvenile cases
- Limited access to legal aid services for child offenders
- Fragmented service and programmatic responses: aftercare, recovery and rehabilitation including psycho-social services and educational vocational programming

exceptions to a minimum age of criminal responsibility in cases where the child is considered mature enough to be held criminally responsible. The Act prohibits certain forms of punishment to be imposed on a child, including whipping and flogging (section 64). However, the Education Act and the Criminal Code still allow for corporal punishment in schools, and the appropriate sections/text need to be repealed to correspond with the Juvenile Justice Act and make way for its enforcement. The Act prohibits the imposition of a sentence of life imprisonment to a child, offering community-based sentences, restorative justice sentences and other options.

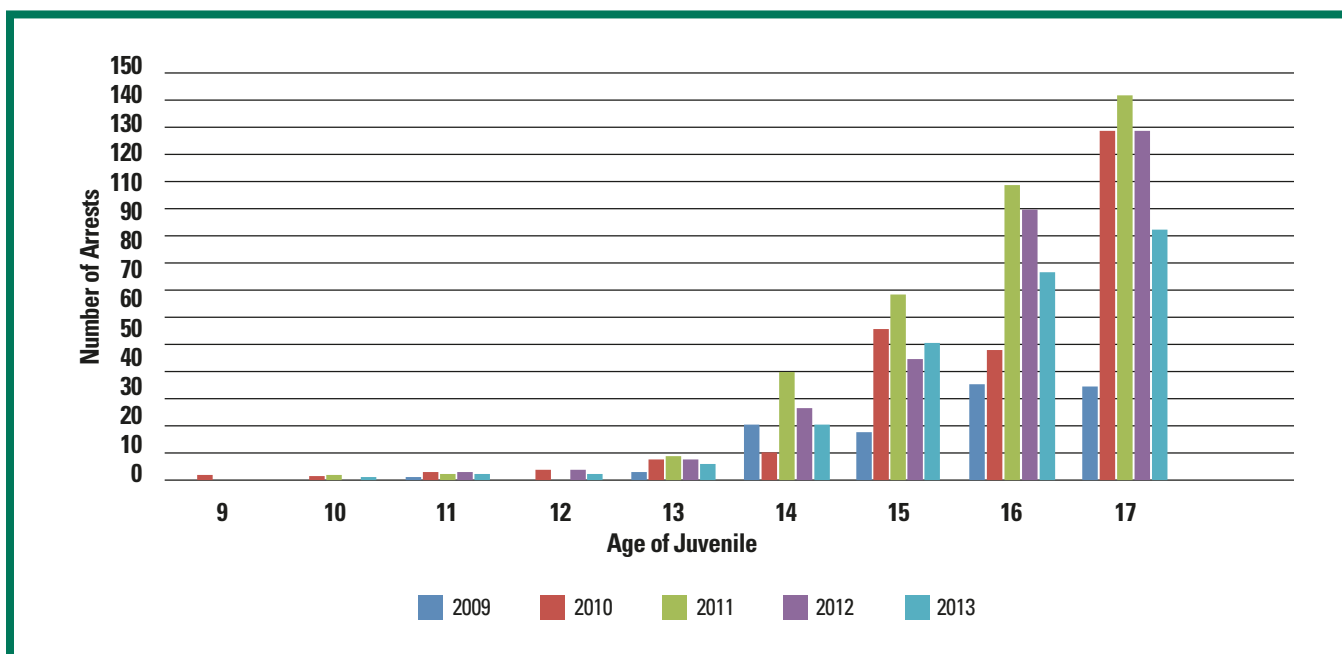
The model bill calls for the establishment of a child justice committee to preside over the initial inquiry stage of proceedings as part of the juvenile justice legislation and system. The child justice committee is linked to the family court. In absence of the family court, Grenada currently relies on the regular magistrate's court for juvenile cases. Although the Act states that a child shall be provided with legal representation by the State, juveniles do not have access to the legal aid services that are readily available to child offenders.

Despite positive law reform, there remain significant gaps in the social service infrastructure vital to support

the effectiveness of the new laws. The implementation phase has not been without difficulties in the areas of coordination across a playing field of multiple stakeholders and bringing about a cultural shift from the old system grounded in traditional habits. Optimum coordination is essential to ensure that personnel from the police, Ministry of Legal Affairs, courts and prison are all on the same page when it comes to the age of criminal responsibility, timely assessments by probation and shorter sentences to accommodate rehabilitation.

Probation services, a specialized family court, enhanced legal aid and other important services are among the critical components key to the overhauling of Grenada's social services system. The newly constructed Bacolet Juvenile Rehabilitation Centre was opened in 2016 will, once fully operational, provide a secure facility for the treatment and rehabilitation of young people aged 12–18. It was allocated EC\$1 million from the recurrent budget to cover initial operational and set-up costs for 2016 including 30 staff. The Centre will not only provide education and training that address special needs but also facilitate mainstream education processes such as preparation for the CSEC regional examinations. Vocational training in areas including woodwork, welding and masonry will also be available. A health unit will operate with a part-time doctor

Figure 11: Age distribution of children arrested 2009-2013



Source: *The Royal Grenada Police Force*

and full-time nurse in order to address basic health-related matters including counselling services and the nutritional and hygiene needs of the children. Treatment and reintegration services will be at the centre of activities and services in view of the ultimate objective of allowing children to go back into their communities able to function as productive members of society.

For most OECS countries, preventative and diversion programmes, where children who have committed an offence are kept out of prison, are becoming the preferred option as they emphasize rehabilitation approaches to juvenile offenders, within a restorative justice framework, rather than criminalization and punitive measures. Referral options are available to ensure diversion of juvenile cases away from formal criminal court procedures towards community support, particularly at the pre-charge stage of the process. The region has limited diversion programmes, but there are several examples of initiatives that intervene before the child gets admitted to the system. The Alternatives' diversion programme was introduced in Grenada in 2008 by the Legal Aid and Counselling Clinic (LACC), an NGO established in 1987 that offers cost-effective services to low-income persons, particularly women and children. The programme offers alternative sentences to young persons who have appeared before the courts as well as to those who are at risk of committing offences against the law. In collaboration with the Ministry of Social Development and the police, the programme is operated in St. George and St. Andrew parishes, targeting 12–18-year-old at-risk youth

with a 12-week 'psycho-educational programme'. The programme reached 92 children in 2012 and 86 in 2013.¹⁰⁶

A regional analysis of country-submitted data, conducted in 2015 and covering a period of five years (2009–2013), provides the following snapshot of the situation in Grenada:¹⁰⁷

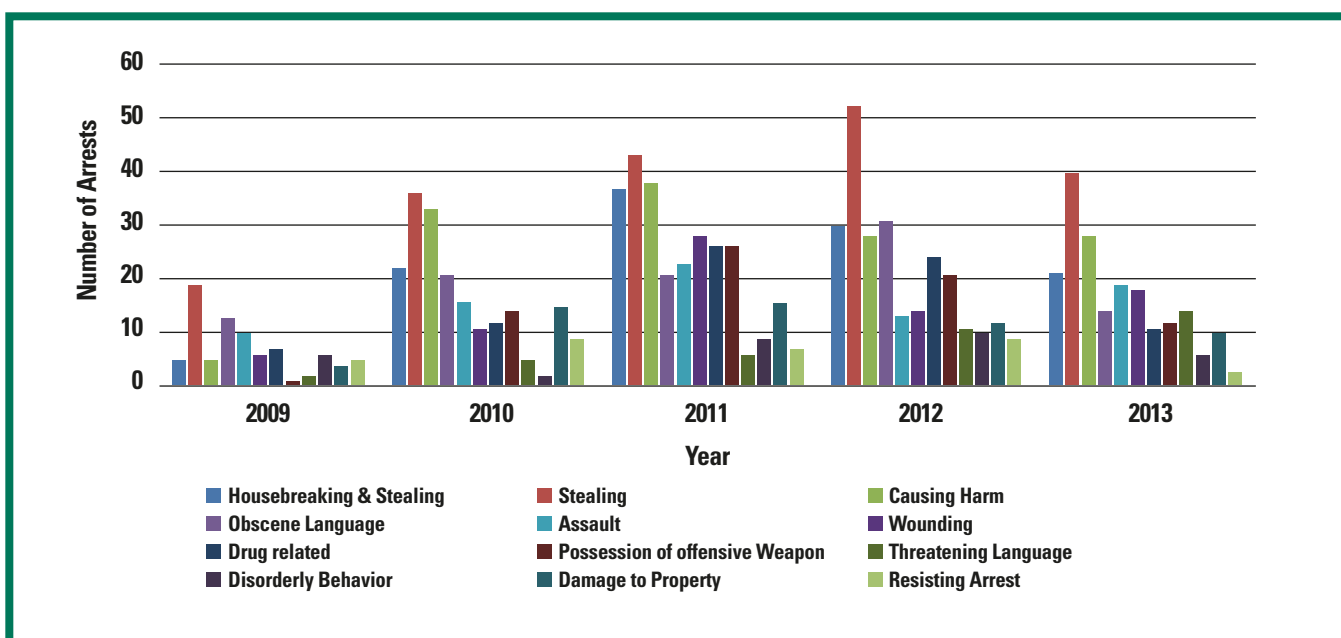
- ▶ Cumulative total of juvenile arrests (persons aged 9–17 years): 1,326
- ▶ Highest number of children charged on an annual basis among the 10 reporting countries: nearly 325 in 2012, 250 in 2013 and just under 250 in 2014
- ▶ One of the highest number of children charged per capita: 225 per 100,000
- ▶ More boys (700) than girls (120) charged with offences in 2014; boys were 5.8 times more likely to be charged than girls
- ▶ Top three offences: (1) stealing; (2) obscene language and (3) causing harm (see Figures 10 and 11 below for details covering 2009–2013 offences)

Under diversion, a Court will refer a child to the Probation Unit, which aids in the rehabilitation process for juvenile

¹⁰⁶ UNICEF Office for the Eastern Caribbean Area 2015.

¹⁰⁷ OECS 2015.

Figure 12: Key offences of children arrested, 2009-2013



Source: The Royal Grenada Police Force

offenders by providing supervision, guidance and counselling. The juvenile is normally enrolled in a life skills course held at one of the local programmes or services provided by community-based organizations.

Although the data collection and reporting system in Grenada is one of the more advanced in the region, the dearth of research in the area of juvenile justice and the absence of steady, reliable disaggregated data make it difficult to obtain a comprehensive understanding of the situation of youth offenders and therefore design appropriate preventative programmes and services. Legal aid and representation are not affordable or accessible for juveniles, resulting in violations of their rights and confidentiality. There is no child-friendly ombudsman or mechanism for filing complaints regarding treatment of juveniles in the justice system. Many of these constraints were mentioned in the initial CRC report.

Adolescent pregnancy

The problem of adolescent pregnancy continues to be a focus for the Government, although the numbers have declined slightly (see Table 7). In 2014, 96 girls under the age of 18 became new mothers.¹⁰⁸

As in several other counties in the sub-region, legislation

in Grenada allows for pregnant teens to continue to attend school for as long as possible. The law also provides for the option of girls to return to school after giving birth. However, few choose to return due to the stigma attached to teenage pregnancy and, it should also be noted, the decision to return is often 'delegated' to the school principal or administrator. If girls do opt to return to secondary education, they usually return to a different school. Girls who do not return but desire to complete their secondary education are able to enrol in courses that allow them to attain their certificate of completion and sit for exams. However, the fees associated with these courses are often a major bottleneck as teenage mothers struggle to gain employment and independence.

The Programme for Adolescent Mothers (PAM) was formed in 1995 with the support of UNICEF, the United Nations Population Fund (UNFPA) and the Government to help teenage mothers attending public schools. Now

"...Young mothers have daughters who have babies young too."

Interviewee

¹⁰⁸ Government of Grenada, Ministry of Health and Social Security, 2015

an NGO and with continued support from the Grenada National Coalition for the Rights of the Child (GNCRC), PAM includes a fully functioning food and nutrition lab. It assists teenage mothers to continue their education and with day-care costs while they are in school studying. In 2014, of the PAM students sitting for the CSEC, 100 per cent passed the food and nutrition and French exams, 57 per cent passed human and social biology, 57 per cent passed principles of business, 57 per cent passed office administration and 75 per cent passed clothing and textiles. Since its inception, more than 500 young mothers aged 11–20 have passed through the programme, and many are gainfully employed as nurses, caregivers, cosmetologists, social workers, secretaries, receptionists, clerks, waitresses, sales persons and media workers.

Many interviewees perceived the introduction of the ‘morning-after pill’ to be a principle reason for the decline in adolescent pregnancies, and they insisted that abortion – while illegal – is accessible and that a significant number of young women are treated in hospital for incomplete abortions. While women in Grenada decide freely on the number and spacing of children, adolescents have little access to sexual and reproductive health (SRH) information. The legal age of consent to sex is 16, but the legal age of majority is 18. Below the age of majority, the law requires parental consent for medical treatment. Access to contraceptives and other aspects of SRH care and services for 16- and 17-year-olds is restricted, although legally they are allowed to have sex. Health services provide very basic family planning options that include distribution of condoms. Most schools do not offer comprehensive sex education despite the evidence that the number of sexually active adolescents in Grenada is high. Young people who are out of school have even less access to SRH information. Open dialogue between adults and children regarding sexuality and reproductive health rights is likely to be constrained among a population that is predominantly Catholic and conservative Christians.

Birth registration

Article 7 of the CRC calls for the registration of a child immediately after birth. In 2011, the Government estimated that approximately 14,000 Grenadians were without registered names and that 9,063 of these were children under the age of 18.¹⁰⁹ In response, that same year the Ministry of Health and Social Security launched a Mobile Complete Birth Registration project referred to as the ‘Catch Up Campaign’. By 2012, a total of 7,339 names had been reconciled and registered, an 81 per cent success rate for the project.¹¹⁰ A second phase, implemented in 2013, was also successful and resulted in the reconciliation and registration of an additional 1,744 names. As of June 2013, 887 names remain to be reconciled and registered.¹¹¹

As a preventative measure, the Ministry in partnership with social security introduced a bedside registration procedure with a view to ensure birth registration is completed in a timely and efficient manner and that the right for every child to be registered at birth is respected. This process requires the duty bearers/fathers of children born out of wedlock to be present with their personal birth certificate and valid picture identification in order to have their name(s) immediately entered on the birth record. These initiatives are designed to ensure that every child is fully registered before s/he leaves the birth centre.

Table 7: Adolescent pregnancy, 2008–2012

2008	14.6%
2009	12.4%
2010	14%
2011	12.3%
2012	12.4%

109 UNICEF Office for the Eastern Caribbean 2015.

110 Ibid.

111 Ibid.

6 The Right to Health



Children have the right to live. Governments should ensure that children survive and develop healthily (CRC, article 6).

Children have the right to good quality health care – the best health care possible – to safe drinking water, nutritious food, a clean and safe environment, and information to help them stay healthy (CRC, article 24)

Mothers should have appropriate pre-natal and post-natal health care (CRC, article 24)

Health care system overview and accessibility

The Ministry of Health is divided into the three programme areas of administration, hospital services and community services, with the Permanent Secretary as the administrative head and the Chief Medical Officer as the principal technical officer. There are six health districts, each managed by a district medical officer who reports on service use, statistics and disease patterns to the Community Health Services Division. Public sector health services are delivered through four hospitals, six health centres and 30 medical stations. Three small private hospitals and more than 30 private physician practices complete the health sector landscape. Although 65 per cent of the population live in rural areas, there is good geographic coverage of public health services. Basic reported health indicators, such as births attended by a skilled health-care worker and immunization coverage, are excellent.

The main referral hospital, the General Hospital located in St. George's, has 198 beds. Princess Alice Hospital in St. Andrew has 56 beds and the Princess Royal Hospital serving Carriacou and Petite Martinique has 40 beds.¹¹² There is also the Mt. Gay Psychiatric Hospital with 100 beds in St. George's. A new state-of-the-art teaching hospital is under construction and expected to bring enormous benefits including medical tourism. Hospitals provide support to all the health centres and medical stations and offer a wide range of services, including ambulance, laboratory, maternal health, radiology, obstetrics and gynaecology, eye care and testing, dental care and surgery.

Most households are within a three-mile radius of a health centre, the main community service delivery unit, and the

population can access specialized services such as paediatrics, dentistry and psychiatry on different days. At 29.2 per 10,000, Grenada has a higher number of hospital beds per population than the regional average for Latin America and the Caribbean but a lower number than the average for upper-middle-income countries (34.9).¹¹³

In 2010, the ratio of doctors per 100,000 people was estimated at 11.8, with two dentists per 10,000.¹¹⁴ The number of registered nurses per 10,000 declined from 37.9 in 2005 to 32 in 2010.¹¹⁵ Many OECS countries reflect this trend due to the emigration of nurses to Canada and the United States in the mid-2000s. In 2015, the Government recruited 43 new nurses and nine doctors and contracted 17 specialists from Cuba. The return of three medical lab and three x-ray technicians from overseas studies was expected in 2016, and five doctors have received scholarships to pursue specialized training in China and Cuba.¹¹⁶

With regard to the private health sector, there are more than 30 private physician practices and a number of private clinics that often include their own diagnostic facilities and laboratory services (there is only one public laboratory). Patients with means prefer to use the private services to avoid long waiting times, limited availability of drugs and specialists, and the perception of inferior quality and poor customer service.

Grenada had a National Strategic Health Plan 2007–2011, but it remained in draft form until it ended in 2011. A new strategic plan is needed to address issues such as the new tertiary

113 Ibid.

114 Ibid.

115 Ibid.

116 Ibid.

112 PAHO, 2013.



hospital, dual employment policies, user fees and provider payment mechanisms. This plan is under development and due for completion in 2016. Civil society organizations, particularly the Grenada Planned Parenthood Association, and the media are energetically engaged in the health sector. However, formal mechanisms for citizen engagement are weak and consumer feedback systems are ad-hoc. Ministry capacity for evidence-based planning, monitoring, evaluation and budgeting could be strengthened.

Government expenditures in the health sector for 2008–2012 totalled 3 per cent of GDP.¹¹⁷ Allocations from the recurrent and capital budgets totalled EC\$75.7 million in 2016.¹¹⁸ The health-care system is reasonably funded, with external funds received for the HIV and AIDS response and refurbishment of health facilities. However, HIV/AIDS funding is dwindling as the epidemic is stabilizing and sustainable systems are put in place. More recently, funding for the construction of the new teaching hospital was secured from China.

The primary health-care system is considered to be well functioning with good access to services. Nearly 100 per cent of women have a skilled birth attendant at delivery and vaccination coverage for all antigens is almost 100 per cent.¹¹⁹ Primary health-care centres provide limited family planning options, but the distribution of condoms is free. As a member of the OECS, Grenada participates in the Pharmaceutical Procurement System, which results in savings through high volume purchase of basic drugs. Primary and secondary level care services and medications are free for children and seniors over the age of 62. HIV drugs are free of charge.

Grenada accomplished a number of strategic achievements in health between 2006 and 2010: nearly 100 per cent immunization coverage and no reported cases of diseases covered by the routine immunization schedule; a decline in communicable diseases through efforts to improve sanitation and food handling; and continual access to antiretroviral drugs, which has helped to reduce the number of AIDS-related deaths and improve the quality of life for persons living with HIV. This effort has contributed to the general reduction in both infant and maternal mortality and led to increased life expectancy for Grenadians.

The health system has prioritized the improvement of health-care services and recognized the importance of addressing cross-cutting challenges by putting in place strategies that

favour intersectoral collaboration at the base of health promotion and the use of public health messages to deliver essential health information. Moreover, the Government has developed strategic cooperative relationships with NGOs, faith-based organizations and the private sector to ensure maximum outreach and effective public education.

Despite a functioning and accessible health system, however, Grenada faces significant challenges related to the health and well-being of its women and children, outlined below. The 2008 CPA highlighted issues of inequity, particularly the delivery of health care to indigent, poor, vulnerable and migrant communities. The unacceptable level of gender-based violence places a stress on the health-care system. Although the capacity to provide secondary and tertiary care via the public hospital has increased, demand for such care is elevated due to the rise in chronic non-communicable diseases (NCDs), causing emerging concern that the health system is becoming overburdened. These developments, coupled with the fact that the country is fast becoming ineligible for donor funding due to its upper-middle-income status, reinforce the need to put an updated national health sector plan in place – including both public and private aspects – to examine strengths and weaknesses, address challenges and follow up with appropriate action for promoting greater efficiencies and strengthening the system.

Infant and child mortality

The infant mortality rate (IMR) has declined in Grenada since 1990, when it was reported at 18 per 1,000 births, to 11 per 1,000 births in 2015.¹²⁰ The majority of infant deaths occurred within the first 28 days, and the main causes were prematurity and congenital anomalies or conditions originating in the perinatal period. Compared to the estimate for IMR in upper-middle-income countries (43 in 1990 and 15 in 2015 per 1,000 births), Grenada is performing well within the expectation for countries in Latin America and the Caribbean sharing similar characteristics (46 for 1990 and 16 for 2015).¹²¹ Seven per cent of infants were moderately undernourished in 2008–2010, and although most infants were breastfed, only 35 per cent were exclusively breastfed for at least three months.¹²² The antenatal care coverage rate is reported at nearly 100 per cent in the MDG progress report of 2009, with almost 100 per cent of births delivered in a hospital by trained personnel.¹²³

117 UNICEF 2015.

118 Mitchell 2015.

119 PAHO 2013.

120 UN IGME 2015.

121 Ibid.

122 PAHO 2013

123 Williams 2010.

As in the case of IMR, Grenada has managed to achieve a steady decline in the under-5 mortality rate (U5MR), with 23 per 1,000 births reported in 1990 and 12 per 1,000 births in 2015.¹²⁴ The leading causes for morbidity in children under 5 years old included acute respiratory infections and gastroenteritis. The U5MR average for the Latin America and Caribbean region is 19 per 1,000 births for 2015, and the World Bank estimates that the U5MR for upper-middle-income countries should be as low as 19 for 2015 as well.¹²⁵ The MDG established goal for the U5MR 2015 for upper-middle-income countries is 18 per 1,000 births.¹²⁶

The Government acknowledges the effort required to sustain these achievements and, with support from international organizations, remains committed to the development and implementation of the forthcoming national health strategy to make quality health care affordable and accessible to all.

HIV and AIDS

As a region, the Caribbean has the second-highest HIV prevalence rate in the world after sub-Saharan Africa, and although the concentration of the epidemic is outside of the OECS, HIV-related deaths continue to be the leading cause of death among the 25–44 age group in the broader region. However, by 2012 and largely due to a successful coordinated response, the region also recorded the world's most profound decline (49 per cent) in infections since 2001.¹²⁷ The remaining epidemic is concentrated in key high-risk populations: sex workers and their partners, men having sex with men, and men and women engaged in transactional sex.¹²⁸

Since the first case of HIV was diagnosed in 1984, a

cumulative total of 485 confirmed cases have been recorded in Grenada as of 2012.¹²⁹ In 2008 and 2009, there were 56 newly diagnosed cases of HIV, most of which had been identified through provider-initiated testing.¹³⁰ Statistics for 2012 provided by the Government reveal a total of 54 persons with advanced HIV currently receiving antiretroviral therapy. Six HIV-infected pregnant women received antiretroviral drugs during 2009–2010 for the prevention of mother-to-child transmission (PMTCT). In 2005, the seroprevalence rate for 137 male inmates at the Richmond Hill Prison tested for HIV (59 per cent of inmates on survey days) was 2.2 per cent, with all HIV-positive inmates between the ages of 15–49.¹³¹

Grenada has made great progress towards achieving MDG Goal 6, combat HIV/AIDS, malaria and other diseases, with no indigenous malaria cases and a drop in new HIV cases. With an estimated prevalence of under 1 per cent, Grenada has seen a drop in new HIV cases from a high of 32 in 2013 to 26 cases in 2014 and only 12 by September of 2015, with consistently more males than females (see Table 8), making it essential to target men in prevention programmes.¹³²

Although Grenada ratified the International Covenant on Civil and Political Rights in 1991 without reservation or declaration, there are few signs of a cultural shift that would oblige the upholding of the civil and political rights of lesbian, gay, bisexual and transgender (LGBT) persons. The law criminalizes consensual same-sex sexual activity between men, which carries a penalty up to 10 years in prison. Arguments have been advanced in favour of repealing the law, but – as has been the case in other Caribbean nations – the Government has met with strong opposition to change.

124 UN IGME 2015.

125 Ibid.

126 Ibid.

127 PAHO 2013.

128 Hamilton, Matthew, Josef Tayag. December 2014. Sustaining the HIV and AIDS Response in Grenada: Investment Case Brief, Bethesda, MD: Health Finance & Governance Project, Abt Associates Inc.

129 Government of Grenada, Ministry of Health and Social Security, 2013. HIV Surveillance in Grenada.

130 UNGASS Country Progress Report 2010.

131 Government of Grenada 2009.

132 Government of Grenada, Ministry of Health and Social Security, 2015.

Table 8: New HIV-positive cases by age and gender, 2010 - 2014

Age	0-4		5-14		15-24		25-34		35-44		45-54		55-64		65+		Unkn		Total		
Sex	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	Combi
2010			1		1	1	2	5	4	4	5	1	1	1	3		1		18	12	30
2011					3	2	7	1	5	1	1	1	6	1	1		1	1	24	7	31
2012						4	3	2	4	1	3	1		1	2				12	9	21
2013					2	3	5	5	5	3	7	0	0	0	1	1			20	12	32
2014					2	1	4		3	2	7	1	2	0	1	0			19	7	26
2015					3		2	2	2		1		1		1				10	2	12
Total	0	0	1	0	11	11	23	18	23	11	24	4	10	3	9	1	2	1	103	49	152

In October 2014, there was a proposal to the National Consultation on Constitution Reform to expand the bill of rights to include protections for vulnerable populations, including LGBT people as well as other groups such as people living with disabilities. A forum was held in the National Trade Centre that was open to the public and broadcast live. Although the LGBT population is estimated at 6 per cent, the audience was less than receptive. However, this initiative represents an important step towards opening the dialogue and advancing towards a more inclusive society.

Despite the existence of the law, there has been relaxed enforcement and no public reports of violence or discrimination based on sexual orientation. However, some unofficial reports indicate that discrimination against LGBT persons continues and affects their willingness and ability to seek medical treatment and/or counselling on disease prevention.

Sex education in schools is very limited, as noted above, and the HFLE curriculum does not include LGBT human rights issues. The promotion and protection of adolescents' right to access comprehensive sexual and reproductive health (SRH) information must go beyond the distribution of condoms. The fight to stamp out the HIV and AIDS epidemic must include access to family planning and sexual health education for in- and out-of-school youth. As it stands, adolescents require parental approval to access medical services including SRH information services. Laws and policies should be clear in protecting confidential SRH information for adolescents, and an effort should be made to ensure user-friendly access, including for adolescents who are new parents and/or share child-rearing responsibilities.

Chronic diseases and obesity

The major shift taking place in the field of health can be described as a rapid dietary and epidemiological transition where chronic non-communicable diseases (NCDs) have replaced malnutrition and infectious diseases as major health issues. The shift towards prevention and treatment of NCDs requires a very different approach to meet the new supply, demands and quality standards.

The functioning health system described at the beginning of this chapter is one largely designed to combat malnutrition and infectious diseases and is struggling to adequately meet the demands of responding to increases in NCDs. According to the PAHO 2012 Country Report, NCDs – including, for example, high cholesterol, hypertension, excess weight, diabetes, schizophrenia, depression and substance abuse – continue to rank high among the leading causes of illness, disability and death among adults in Grenada.¹³³

Premature deaths caused by NCDs in the 30–69 year age group totalled 82 per cent in 2012, with 65 per cent of these deaths due to the four major NCDs (cardiovascular diseases, malignant neoplasms, diabetes mellitus and respiratory diseases).¹³⁴ The prevalence of diabetes and the related risks from overweight, obesity and physical inactivity are very high, and generally more prevalent among females than males (see Table 9). Over 60 per cent of women are overweight and more than 30 per cent are obese.¹³⁵

¹³³ PAHO 2012.

¹³⁴ PAHO 2015.

¹³⁵ WHO 2016.

Table 9: Prevalence of diabetes and related risk factors

	Males	Females	Total
Diabetes	7.4%	12.1%	9.8%
Overweight	48.2%	61.9%	55.0%
Obesity	16.9%	32.3%	24.6%
Physical inactivity	22.9%	37.4%	30.2%

Source: WHO 2016.

According to the World Health Organization (WHO), there are no policies/strategies/action plans in place for diabetes, to reduce overweight and obesity or to reduce physical inactivity among the population.¹³⁶

The public health system is no longer adequate for optimal performance in an environment where control of NCDs requires: **(a)** a different set of equipment (lab set-ups and x-ray tools) to investigate and diagnose NCDs using delicate imaging instruments, at both the central and sub-national levels; **(b)** a change in outreach strategies including rigorous efforts to equip health personnel with skills to monitor and communicate for behavioural change; and **(c)** a higher quality of human resources prepared to handle patients dependent on drugs and alcohol as a result of stressful home and work environments. Additionally, unlike the fight against infectious diseases, efforts to reduce the incidence of NCDs will not produce immediate results but require long and sustained input to register significant change. The bid to change behaviours and attitudes regarding the production and consumption of nutritious foods is challenged by the need for resolved political will, sustained resources and considerable time.

Drug and alcohol use and mental health services

St. George's is home to the government-run Richmond Hill Institutions, which include an 80-bed, long-stay mental health facility (Mt. Gay Hospital); a 20-bed acute psychiatric unit (Rathdune); and a day treatment substance abuse centre (Carlton House). Grenada has a 2008 Mental Health Act as well as a Mental Health Policy and Plan developed in 2006. However, there are no national plans, standards or policies to facilitate guidelines on diagnosis, treatment,

reporting and recovery. There are only two psychiatrists servicing Grenada, Carriacou and Petite Martinique.

In 2011, 353 cases of mental disorders were reported from hospital discharge data, with more males treated than females.¹³⁷ Additionally, 209 persons (mostly adults and mostly male) were admitted to the Rathdune Psychiatric Unit for problems associated with drug use during the first quarter of 2013.¹³⁸

"Occasionally, we discover someone using cocaine or heroin... usually foreigners or yachties... locals can't afford the stuff."

Police officer

Alcohol consumption is a problem in Grenada, with the total adult per capita consumption reported at 12.5 litres annually in 2014, double the world average of 6.2 litres and higher than the average of 8.4 in the Americas. Moreover, the prevalence of heavy drinking episodes was 4.5 per cent among 15-year-olds and older – although 9.2 per cent when only drinkers were taken into account – and notably higher among males

¹³⁷ Government of Grenada, Ministry of Health and Social Security 2013.

¹³⁸ Government of Grenada, Ministry of Health and Social Security 2015.

¹³⁶ Ibid.

(8.0 per cent) than females (1.0 per cent).¹³⁹

Marijuana continues to be the main controlled substance used in Grenada. Data on prevalence of marijuana consumption is not available. However, the Third Secondary Schools' Drug Prevalence Survey in 2013 found that approximately 20 per cent of secondary students reported a lifetime usage of cannabis, 13 per cent indicated a one-year usage and 7 per cent said a one-month usage.¹⁴⁰ Overall, males used cannabis more than females.

While the trafficking of cocaine into Grenada continues to decline, data show that trans-shipment of cocaine in the Caribbean increased significantly in 2014 compared to 2013.¹⁴¹ This suggests that Grenada, which is along the cocaine trans-shipment route, should remain vigilant in this regard.

All drug-related admissions to Rathdune Psychiatric Unit or Carlton House were due to the consumption of alcohol and marijuana, with a few cases of cocaine use. There were no admissions due to heroin, stimulants such as ecstasy and methamphetamines, or the injecting of drugs.

While discussions are underway in the region regarding the legalization of cannabis, Grenada continues to strongly resist this idea.

¹³⁹ WHO 2014. WHO defines per capita consumption as the per capita amount of alcohol consumed in litres of pure alcohol among individuals 15 years of age or older. Heavy drinking means consuming at least 60 grams or more of pure alcohol on at least one occasion in the past 30 days.


















¹⁴⁰ Hegamin-Younger 2014.

¹⁴¹ Alexander and Japal 2014.

7 The SDGs and a New Framework for Children



Table 10: The 17 Sustainable Development Goals

	Goal 1: End poverty in all its forms everywhere		Goal 10: Reduce inequality within and among countries
	Goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture		Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable
	Goal 3: Ensure healthy lives and promote well-being for all ages		Goal 12: Ensure sustainable consumption and production patterns
	Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all		Goal 13: Take urgent action to combat climate change and its impacts
	Goal 5: Achieve gender equality and empower all women and girls		Goal 14: Conserve and use the oceans, seas and marine resources for sustainable development
	Goal 6: Ensure availability and sustainable management of water and sanitation for all		Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
	Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all		Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
	Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all		Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development
	Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation		

While the Millennium Development Goals (MDGs) set the international development framework for action until 2015, United Nations' Member States agreed at the Rio +20 Conference to create a set of Sustainable Development Goals (SDGs) to coordinate the development efforts post-2015. The SDGs were officially adopted at the SDG Summit in September 2015 and represent a new framework for global development.¹⁴² The process of developing the SDGs was not limited to the United Nations; it involved vast participation from different stakeholders from civil society, private enterprises and citizens around the world.¹⁴³ There are 17 Goals (see Table 10) and 169 targets. They

are action-oriented, global in nature and universally applicable.¹⁴⁴ Indicators to measurable progress on outcomes have also been adopted.

The Caribbean Joint Statement on Gender Equality and the Post 2015 and SIDS Agenda called on the SDGs to consider the social, economic and environmental vulnerabilities of SIDS and the resulting challenges for sustainable, human rights-based and gender-responsive development. The Statement highlighted the situation of girls and boys in its focus on freedom from violence, accessing capabilities, economic empowerment and leadership.

¹⁴² UNICEF, A Post-2015 World, 2014.

¹⁴³ For more on the civil society engagement in the post-2015 debate, see www.beyond2015.org/ (accessed 18 June 2015).

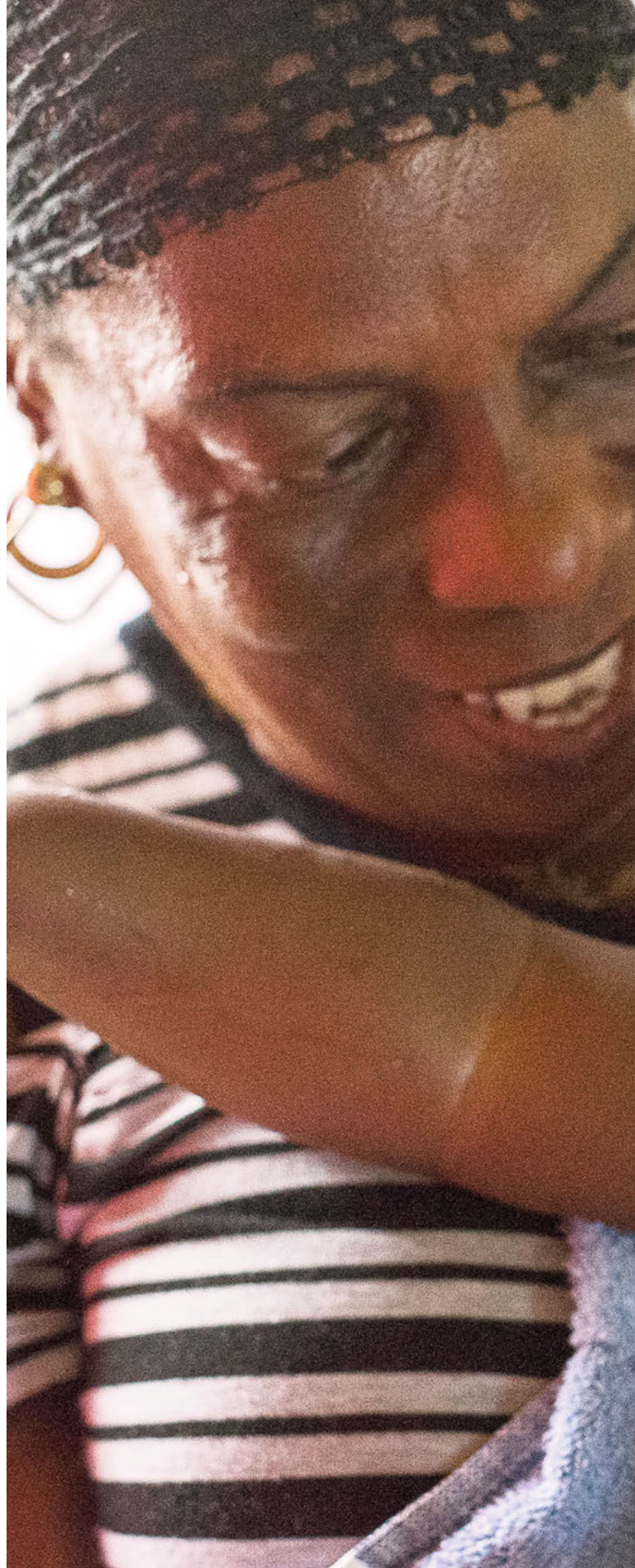
¹⁴⁴ Based on <https://sustainabledevelopment.un.org/sdgsproposal> (accessed 18 June 2015).

The SDGs aim “to provide children and youth with a nurturing environment for the full realization of their rights and capabilities, helping our countries to reap the demographic dividend including through safe schools and cohesive communities and families.” They include targets on reducing inequality, combating child poverty and “end[ing] abuse, exploitation, trafficking and all forms of violence and torture against children”.¹⁴⁵ Aligned with this last target, the international community has renewed the commitment to reform child protection agencies and systems. Though the SDGs explicitly refer to child protection, it is clear that many of the other targets will not be achieved without addressing the concerns of vulnerable children. Actors and institutions at the individual, interpersonal, community, organizational, and policy levels bear the duty of delivering the services, creating the demand and enabling the environment that nurture the growth and development outcomes essential for the realization of children’s rights.

In addition, the SDGs call for a “data revolution”. All targets must be measurable to ensure equitable results for all children. In addition, disaggregated data will be essential for strengthening social accountability and ensuring that the gaps between the most and least advantaged groups are narrowing. Data should also be disaggregated by all grounds of discrimination prohibited by international human rights law, including by sex, age, race, ethnicity, income, location, disability and other grounds relevant to specific countries and contexts (e.g., caste, minority groups, indigenous peoples, migrant or displacement status).¹⁴⁶ The global framework of goals, targets and expected indicators for 2016–2030 have significantly expanded compared to the MDG era and will place higher demands on data collection. Adequate resources and increased capacities will be critical to generating quality disaggregated data for SDGs monitoring. This will be particularly challenging for Grenada, given its resource and capacity constraints. However, part of the responsibility arising from signing in support of the SDGs is a commitment to regularly report on progress.

145 United Nations 2015, Target 16.2.

146 Ibid.





8 Conclusion and Recommendations



This Situation Analysis (SitAn) has identified a number of areas in which action is needed to ensure that the rights of all girls and boys in Grenada are realized. These general observations and recommendations are being made with the acknowledgement that a proper, equity-based analysis of the situation of children depends on the availability of disaggregated data covering different aspects that might influence their lives, including gender, age and socio-economic status. While the Government produces some documentation that was useful in describing the situation of children and women, the quantitative data sources needed to understand trends and changes in their status were often not accessible.

The absence of data for indicators related to inequality, gender, health outcomes and behaviour, child development, nutrition, social and child protection, unemployment and social determinants of poverty is notably acute. Despite its importance, poverty has not been monitored in the territory since 2007/2008, and so the full impact of the global economic crisis is hard to assess. In addition, some groups and families might not be characterized as poor but are vulnerable in ways that negatively impact on the realization of children's rights.

The SitAn exercise confirmed that information collection and sharing in Grenada can be highly centralized, often requiring clearance at Cabinet level before routine reports, sectoral studies, surveys and basic information regarding budget and expenditures can be distributed. Even where data exist, there is a lack of infrastructure and human resources required for their consistent collection, collation and presentation. When programmes, plans and strategies are formulated in the absence of sound analysis, it is difficult to reach appropriate and required allocation of budgets to attain goals and objectives needed to realize the rights of children. The Sustainable Development Goals (SDGs) firmly acknowledge this weakness with a specific target for Small Island Developing States (SIDS) (see previous chapter).

Gender was seen as a crosscutting topic in the SitAn. More female-headed than male-headed households experience poverty, and they carry greater responsibilities for caring for and the maintenance of the family. Sexual abuse and domestic violence are also predominantly carried out against girls and women. Moreover, gender issues also affect men and boys – for example, there is continued disparity in their academic achievement and more boys drop out of school. There is a need to properly assess the gender balance in society and create policies that are able to position women and men at the same level, as called for by the SDGs.

To maintain an enabling environment conducive to delivering equitable social and economic growth and effective poverty reduction, certain capacities must be put in place or strengthened in Grenada. These include: mobilizing and channelling resources to the appropriate sectors at the appropriate time for optimal production; enforcing standards and regulations (specifically, operationalize the legislation and policies identified and/or in draft form); establishing a mix of social partnerships with key actors (local councils, civil society, research institutions, the private sector); and improving systems for generating, collating, and managing information so that it is easily accessible and shared across different agencies and with partners. The following specific actions are also recommended.

Legislative and policy framework

The legislative framework for child protection in Grenada is grounded in international and regional conventions. However, it needs to keep pace with changes occurring in the international human rights arena. There are also cornerstone pieces of legislation and policies missing or in draft form, and completion, adoption and/or enforcement of these should be accelerated for operationalization. It is also recommended that the Government:

- 1 Revisit and amend legislation to end the use of corporal punishment in the school and home
- 2 Implement the Juvenile Justice Bill, including operationalization of the Juvenile Rehabilitation Centre
- 3 Enforce the Children (Protection and Adoption) Act, 2010; Domestic Violence Act, 2010; and Trafficking in Persons (Prevention) Act, 2014
- 4 Fix one minimum age of criminal responsibility
- 5 Introduce legislation to reduce discrimination against persons living with HIV and AIDS and protect LGBT rights
- 6 Ratify the International Convention on the Protection of Rights of All Migrant Workers and Members of their Families.

Survival rights

In general, women and children have access to health-care services, nearly 100 per cent of women have a skilled birth attendant at delivery and vaccination coverage is also almost 100 per cent. However, the rise in chronic non-communicable diseases (NCDs) calls for new

approaches and service delivery in health-care systems designed to combat the behavioural and biological risks. In this context, the following actions are recommended:

- 1 Complete and implement the National Strategic Plan for Health 2016–2025
- 2 Draft, approve and implement policies and legislation to guide delivery in the areas of NCDs and mental health
- 3 Expand access to SRH information and services appropriate for adolescents
- 4 Improve outreach and communication with the LGBT community
- 5 Update and implement of the National HIV Strategic Plan
- 6 Train and equip health workers to monitor and coach patients with NCDs and to guide and treat the results of workplace and family stress that can result in drug and alcohol abuse
- 7 Strengthen the health ministry's capacity for evidence-based planning, monitoring, evaluation and budgeting

Development rights

For education to be compulsory, it is necessary for it to be free. Indirect costs of education can render compulsory education too expensive for poor families. For example, as social safety net strategies targeting families are underfunded, student support schemes (cash and in-kind) reach only 10 per cent of school-age children. To ensure that all citizens, at every stage of their learning journey from early years to adulthood, are able to reach their full potential and be successful in life, at work and in society, the following recommendations are made:

- 1 Maintain and increase coverage and efficiency of pro-poor education assistance programmes
- 2 Expand access to early childhood education (ECE) and improve standards
- 3 Reinforce the multi-stakeholder coordination mechanism for ECE
- 4 Put in place a plan to train more teachers as well as staff at the Early Childhood Development Unit

to replace those retiring and help prevent a future shortage

- 5 Reduce overcrowding in secondary schools
- 6 Increase provision of technical and vocational education and training (TVET) in primary and secondary schools
- 7 Review initiatives designed to reduce violence in the schools and scale up those that prove effective

Protection rights

Care and protection of children is a moral imperative for the Government and all members of society. Much has been accomplished to change a culture of silence on sexual, physical and emotional abuse of children in Grenada, but it is generally felt that many cases still remain unreported. Further investments and sustained effort is needed in the following areas:

- 1 Improve the data collection capacity with regard to statistics on child victims of child sexual abuse as well as juveniles charged with offences (disaggregation of data by sex and age is essential)
- 2 Offer incentives to university students to specialize in counselling and child psychology
- 3 Encourage the establishment of peer support groups and networks at community level and in schools to provide support for child victims and help eliminate the stigma associated with child abuse
- 4 Improve standards, monitoring and support to residential care services including collaborative partnerships
- 5 Promote programmes for improving parenting skills and include men in their parenting role
- 6 Keep the criteria and level of public assistance under continuous review
- 7 Accelerate plans to produce a multi-dimensional analysis of poverty
- 8 Maintain funding of projects addressing troubled children and dropouts, particularly targeting residential care for children in need of care and protection.

The SDGs and the future

The Sustainable Development Goals (SDGs) represent a new framework for global development. The aim is to create a global movement to continue the work begun with the Millennium Development Goals (MDGs) as well as advance towards new commitments. Nations should therefore start framing their development plans and policies for the next years based on this globally agreed development agenda. For Grenada, that means some strategic changes in terms of producing and using data. Information systems that collate, manage and generate information should be easily accessible and shared across different agencies and with partners to produce evidence-based decisions and a national research agenda that fills the notable gaps in the existing body of knowledge.

With the rebound from the global financial crisis, budgets are stretched thin according to real growth and competing priorities. These times of austerity require the development of innovative funding and private-public partnerships at the local, national, regional and global level. The shift in human and financial resources toward resettlement and reconstruction will be a costly one coming at a moment when the economy is just showing signs of recovery. However, investing in children is not only a moral imperative but can also have high returns in terms of human lives as well as economic productivity. Priority should be given to promoting child-centred initiatives and sustaining recent gains in the areas of education, health and protection.

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