

Gender analysis for a funding proposal to the Green Climate Fund

Project Title:

Climate Resilient Water Sector in Grenada (CREWS)

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List of Abbreviations

CDB	Caribbean Development Bank
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CREWS	Climate Resilient Water Sector in Grenada
CSO	Civil Society Organizations
ESIA	Environmental and social assessment
GCF	Green Climate Fund
GDI	Gender Development Index
GEPAP	Gender Equality Policy and Action Plan 2014-2024
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HDI	Human Development Report
MoALFF	Ministry of Agriculture, Lands, Forestry and Fisheries
MoFE	Ministry of Finance and Energy
MoWPU	Ministry of Works and Public Utilities
NAWASA	National Water and Sewerage Authority
PCU	Project Coordination Unit
UNFCCC	United Nations Framework Convention on Climate Change



1. Introduction

Grenada's water supply sector relies largely on surface water sources and rainwater harvesting. While during rainy seasons the available water resources exceed the demand for water, there is a considerable deficit in dry seasons. Climate change related impacts exacerbate this problem of limited water availability due to the predictable annual rainfall decreases. At the same time, if average temperature rises saltwater intrusion in coastal groundwater aquifers will further limit the availability of water in the future. Additionally, more frequent heavy rainfall events –predicted to be another major impact of climate change – aggravate the problem of more frequent water supply outages due to high turbidity in the raw water supply. The water sector of Grenada represents therefore, one of the key sectors affected by climate change. As an accredited entity, and at the request of Grenada's government, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH submits a funding proposal entitled "Climate Resilient Water Sector in Grenada" (CREWS) to the Green Climate Fund (GCF). This fund of the United Nations Framework Convention on Climate Change (UNFCCC) provides financial resources to low-emission and climate-resilient projects and programmes in developing countries.

The CREWS project aims at improving the climate resilience of Grenada's water supply system in order to increase the country's adaptive capacity to climate change. The major lines of the funding proposals comprise the following three components: Firstly, on the supply side, the project will support the National Water and Sewerage Authority (NAWASA) to render its water governance more sustainable and to make it more resilient. Secondly, on the demand side, the project intends to make water users - including the private sector and households - more climate-resilient by reducing water consumption and water loss. Thirdly, various infrastructure measures shall help to improve the water supply systems of NAWASA and medical centres in order to make them more climate- and disaster-resilient. Overall, the project addresses the public sector as provider of potable water and infrastructure as well as citizens and businesses as water users in order to trigger behavioural changes through appropriate governance, regulation, economic incentives and raising awareness.¹

In order to guarantee a gender-sensitive approach and implementation of the project and to meet the standard requirements of the GCF and GIZ, this gender analysis provides recommendations for the funding proposal for the CREWS project. This gender does not claim to cover the entire gender equality situation of Grenada. It rather focuses on areas and sectors that are relevant to the CREWS project.

Overall, a multitude of recommendations have been identified by means of which the funding proposal can be designed in a gender-responsive manner. These can be found in Chapter 8 of this analysis.

¹ For more detailed information on the CREWS-project, the funding proposal can be consulted



2. GCF and GIZ Guidelines for the promotion of Gender Equality

According to the GCF's Gender Policy, "proposed projects or programmes submitted to the Fund are required to be aligned with national policies and priorities on gender and with the Fund's gender policy".² In the GCF's Action Plan 2015 - 2017, it is further described that "core elements include:

- 1) A mandatory initial socioeconomic and gender assessment, complementary to the environmental and social safeguards (ESS) process, which accredited entities will be required to undertake in order to collect baseline data, and to:
 - (i) Determine how the project/programme can respond to the needs of women and men in view of the specific climate change issue to be addressed;
 - (ii) Identify the drivers of change and the gender dynamics in order to achieve the project/programme adaptation or mitigation goals;
 - (iii) Identify and design the specific gender elements to be included in the project/programme activities;
 - (iv) Estimate the implementation budgets;
 - (v) Select output, outcome and impact indicators; and
 - (vi) Design project/programme implementation and monitoring institutional arrangements;
- 2) Gender equitable stakeholders' consultations with the gender parameters provided in the policy;
- 3) Inclusion of gender perspective in the application of the mandatory project/programme social and environmental safeguards in line with project/programme-specific requirements of the Fund's ESS in accordance with decision B.07/02;³
- 4) Project screening for gender sensitivity at the various stages of the project preparation, appraisal, approval, and monitoring process, by the relevant bodies ([National Designated Authority] NDAs, accredited entities, the Secretariat).⁴

In line with the above mentioned GCF Gender Policy, GIZ's Safeguards+Gender Management System and Gender Strategy⁵ require that a gender analysis is conducted at an early stage of the preparation phase of a project in order to identify potentials for promoting gender equality and risks that need to be avoided or at least mitigated through specific measures. The results and recommendations of this analysis are directly taken into account for the objective, indicators, the methodological approach and the results monitoring system of the project.

² Green Climate Fund, Gender Policy and Action Plan, March 2015, GCF/B.09/10, Annex II, section IV, paragraph 4.4.

³ Green Climate Fund, "Guiding Framework and Procedures for Accrediting National, Regional and International Implementing Entities and Intermediaries, Including the Fund's Fiduciary Principles and Standards and Environmental and Social Safeguards", 7 May 2014, GCF/B.07/02.

⁴ Green Climate Fund, "Gender Policy and Action Plan", March 2015, GCF/B.09/10, Annexe III, Section II, paragraph 7, GCF/B.09/10.

⁵ Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), „Gender Strategy – Gender Pays Off“, March 2012.



3. Methodology

As stated already in the introduction, the objective of this gender analysis provides an analysis tailored to those areas and sectors that are relevant to the CREWS project and makes recommendations in line with the requirements (a) (i)-(iii) and (v) as well as (b) of the GCF and GIZ's requirements as described in Chapter 2.

This gender analysis has been elaborated in three phases:

1. A desk review of relevant national, regional and international websites of the government of Grenada and statistical online databases;
2. Consultations with government and civil society representatives in Grenada in the framework of a five day mission to Grenada concluded by a stakeholder workshop;
3. Further research and finalization of the gender analysis.

Overall, the availability of documents and up-to-date sex-disaggregated data is limited. The Central Statistical Office of Grenada conducted the last population and housing census in 2011. Many databases, such as the Social Institutions & Gender Index (SIGI) and the Gender Institutions and Development Database 2014 (GID-DB), do not provide any, or only partially, statistics for Grenada. In the Human Development Report (HDI)⁶ the data for the Gender Development Index (GDI)⁷ and the Gender Inequality Index (GII)⁸ are not available for Grenada. Reports such as the "Climate Change Adaptation in Grenada: Water Resources, Coastal Ecosystems and Renewable Energy" compiled on behalf of the United Nations Department of Economic and Social Affairs (UNDESA) in cooperation with the Ministry of Environment, Foreign Trade and Export Development of Grenada in 2012 do not address gender roles and concerns.

The mission to Grenada took place from 15th to 19th of May 2017; at the same time with the mission of the external consultant who compiled Environmental and Social Assessment for the CREWS-project. Whenever judged appropriate, meetings with some stakeholders were held together. Consultations for this gender analysis were held with representatives from governmental ministries and bodies and civil society organizations (see Annex I for a full list). Amongst them civil society organizations working on gender equality issues and providing counselling services to women, children and people with disabilities which are in close contact with the population in their day-to-day work and thus have a thorough insider-perspective on the situation of gender inequality and discrimination in Grenada. Unfortunately, all representatives of the civil society organizations were women so that it was only to a limited extent possible to get to know the point of view of men on gender-related issues in these face-to-face consultations. However, at the concluding workshop with representatives from all stakeholders consulted during the mission for the environmental and social assessment and the gender analysis, both men and women participated.

⁶ The Human Development Index (HDI) is a summary measure of average achievement in key dimensions of human development: a long and healthy life, being knowledgeable and have a decent standard of living (UNDP, Human Development Index).

⁷ The Gender Development Index (GDI) measures the ratio of female to male HDI values

⁸ In the Gender Inequality Index (GII) countries are divided into five groups by absolute deviation from gender parity in HDI values. Group 1 comprises countries with high equality in HDI achievements between women and men (absolute deviation of less than 2.5 percent), while group 5 comprises countries with low equality in HDI achievements between women and men (absolute deviation from gender parity of more than 10 percent).



With regard to the recommendations in this gender analysis, the nature and scope of the CREWS project has to be taken into account. Large parts of the envisioned measures and activities are of very technical nature. Hence, there is a limitation to what the project can accomplish with regard to the promotion of gender equality. Some discussions during the stakeholder workshop revealed that some participants seem to have the expectations that the CREWS-project might be able to tackle larger gender inequality problems in Grenada. This analysis attempts to identify the best entry points in order to respond to the different needs of men and women, girls and boys, as well as to leverage the potentials for promoting gender equality and hence, the positive impact of the project as a whole. Its minimum standard is the do-no-harm approach, meaning that the intervention of the CREWS-project does neither consolidate nor worsen existing gender inequalities nor create new ones.

4. Gender-related Aspects of Water Management and Climate Change

The following chapter gives an overview of important gender strategies in the water and climate change sector at international, regional and national level.

International level: Agenda 2030 and Integrated Water Resources Management

The **Agenda 2030** for Sustainable Development that heads of states and governments adopted in September 2015 at the UN Summit in New York represents the new overarching framework for international cooperation and provides a path forward for national and international sustainable development policy. It comprises seventeen Sustainable Development Goals (SDG). In addition to the stand-alone SDG 5 on gender equality and the empowerment of all women and girls, there are gender-responsive sub-goals in eleven other SDGs. With regard to water management, the second target of SDG 6 on availability and sustainable management of water and sanitation is in this regard important: “By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situation.” The international community, hence, acknowledges the importance of a gender-responsive approach also with regard to water management. Target 6.b of SDG 6 is important in this regard as well. It reads: “Support and strengthen the participation of local communities in improving water and sanitation management”. The international community, hence, sees the promotion of inclusive participation and consultations as key.⁹

The **Integrated Water Resources Management (IWRM)** is an internationally accepted, holistic approach in order to provide for an efficient, equitable and sustainable development and management of limited water resources. According to the definition of the Global Water Partnership (GWP), “IWRM is a process which promotes the co-ordinated development and management of water, land and related resources, in order to maximize the resultant economic and social welfare in an equitable manner without compromising the sustainability of vital ecosystems.”¹⁰ The IWRM comprises the following three areas:

- 1) creating an **enabling environment** by means of sound policies, legal frameworks as well as financing and investment structures. The goal is to ensure for environmental quality as

⁹ United Nations, “Goal 6: Ensure access to water and sanitation for all”.

¹⁰ United Nations Department of Economic and Social Affairs (UNDESA), “Integrated Water Resources Management.”



well as the rights and assets of all stakeholders, including individuals, public and private sector organizations and companies, women as well as men, the poor as well as the better off.

- 2) setting up **institutional arrangements** by means of regulation and enforcement; water supply and sanitation services; coordination and facilitation systems as well as capacity building.
- 3) using **management instruments** to enable decision-makers to make rational and informed choices when it comes to water management and to tailor their actions to specific situations.

The first area explicitly includes that IWRM recognizes “the role of women as users and managers of water resources”. Moreover, it underlines the importance of consulting civil society organizations (CSOs) as effective channels as “to ensure that the needs of the population are transmitted to other involved parties, especially to the government, and vice-versa.”¹¹

The GWP “Strategy Towards 2020” published in 2014 contains firm commitments to gender equality by stressing that “women play a central part in the provision, management, and safeguarding of water”.¹² In the same year, the GWP also launched its Gender Strategy providing analysis as well as policy advice on gender related issues and water resource management. It states that “gender roles do not only determine how women and men are affected by the way water resources are developed and managed; gender roles also determine how and what women can contribute to achieving universal access and to managing the resource sustainably, both in their individual capacity and as a Major Group in society.”¹³ The GWP’s Gender Strategy comprises three goals:

- 1) to “catalyse change in policies and practice” by means of “gender mainstreaming in integrated water resources management policies, planning, and implementation”;
- 2) to “generate and communicate knowledge”, which includes the collection of sex-disaggregated data; and
- 3) to “strengthen partnerships” on gender mainstreaming between the GWP and the 13 Regional Water Partnerships.¹⁴

In this regard, GWP Chair Dr. Oyun Sanjaasuren, explains that “gender equality is not only about equal access to resources, but it also means women should have an equal voice in decision-making.”¹⁵ On 19 June 2017, the results of the GWP commissioned research on gender equality and inclusion in water resources management (WRM) and water, sanitation and hygiene (WASH) were presented and discussed at a high-level workshop in Stockholm, Sweden.¹⁶ In his opening statements, Jean Paul Penrose of the Department for International Development of the United Kingdom (DfID) said: “We need to articulate the case for water and gender better.”¹⁷ Maitreyi Bordia Das, Global Lead for Social Inclusion at the World Bank, pointed at the importance to use evidence and criticizes that “the narrative of gender and water

¹¹ Global Water Partnership, “IWRM ToolBox!”, accessed at 29 June 2017.

¹² Global Water Partnership, “Global Water Partnership Strategy Towards 2020”, 2014, p. 12.

¹³ Global Water Partnership, “GWP Gender Strategy”, 2014, p. 5.

¹⁴ Global Water Partnership, “GWP Gender Strategy”, 2014, p. 9.

¹⁵ Global Water Partnership, “IWD2017: How Can the Water Community Step It Up for Gender Equality?”, 8 Mars 2017, accessed 29 June 2017.

¹⁶ Global Water Partnership, “Gender equality and inclusion in water resources management- High Level Workshop 19 June 2017”, accessed on 29 June 2017

¹⁷ Global Water Partnership, “Gender Equality from Theory to Practice”, 21 July 2017



is still stuck in an old framework of female vulnerability or women being a homogenous group.” The Gender and Social Specialist of the GCF, Rajib Ghosal, stressed that addressing gender equality and social inclusion in the water resource sector should be a combination of setting up frameworks, laws, and human rights principles to guarantee access to water as well as of addressing uneven power relations at community level and archaic social norms.¹⁸ Results and recommendation of the workshop are not yet publicly available.

The Integrated Water Resource Management in the Caribbean

The regional branch to which Grenada belongs is the Global Water Partnership-Caribbean (GWP-C). It has also adopted a gender approach. One of the key objectives of the GWP-C is “to establish proactive alliances in water resources management that are representative, gender sensitive, and participatory at the community, country, and regional levels.”¹⁹ According to the GWP-C technical focus paper on “Integrated water resources management in the Caribbean: The challenges facing Small Island Developing State”, “Women play a central role”. However, a sentence later, the paper states: “There is much debate about the extent to which this holds in the Caribbean and, as a result, the issue of gender in water affairs has received limited action. The urbanised nature of many of the Caribbean islands tends to mask the gender aspects around water management.”²⁰ The last aspect hints to the aspect that gender-related aspects in the Caribbean cannot be compared to those in other regions like Africa. In the case of Grenada, water provision at home does not imply that women and children in rural areas have to walk long distances in order to fetch water at remote lakes, rivers or waterholes and that thereby frequently become victims of sexual abuse and rape. In Grenada, more than 90% of households are connected to the water system.

Water Management in Grenada

In Grenada, the integration of gender-related aspects and the role of women in water resource management have been identified but not yet properly addressed and acted upon. The 2007 official “Road Map Towards Integrated Water Resources Management Planning for Grenada” stated that “as custodians of family health and hygiene and providers of domestic water and food, women are the primary stakeholders in household water and sanitation. Hence, a crucial element of the [concept of integrated water resources management] IWRM philosophy is that water users, rich and poor, male and female, are able to influence decisions that affect their daily lives.” Mr. Trevor Thompson of the Land Use Division, Ministry of Agriculture of Grenada, who served as Chair of the Global Water Partnership-Caribbean (GWP-C) from 2010 to 2013²¹ and has been consulted during the mission to Grenada, was quoted in the same report of highlighting the “side-lining of the role of women in water management and use”.

The Gender Equality Policy and Action Plan (GEPAP) for 2014-2024, which was approved by Cabinet of Grenada in June 2014, responds to that as it addresses water management in chapter “Gender, Climate Change, Natural Disaster and Natural Resource Management” (see

¹⁸ Rajib Ghosal, Interview at the practitioner’s workshop on the gender equality and inclusion in water resources management on 19 June 2017 in Stockholm, Sweden.

¹⁹ Global Water Partnership - Caribbean, “Handbook”, April 2013, p. 2

²⁰ Global Water Partnership, “Integrated water resources management in the Caribbean: The challenges facing Small Island Developing States”, 2014, p. 44.

²¹ Global Water Partnership, “GWP-C Honours Former Chair Trevor Thompson for Long-Standing Service”, June 2015; accessed on 20 June 2017.



also chapter 5.2). In the policy statement, the Government of Grenada formally states its commitment to “recognise and integrate the complementary roles of men and women into policies and programmes on disaster management, climate change, and natural resource development, and building a ‘green economy.’”²² However, the key findings in the same document show that “despite the fact that many aspects of the ‘green economy’ have gender dimensions, e.g. water management [...] discussions on gender equality are relatively absent from policy making, planning and development programmes on these issues”.²³

Implications for the CREWS-Project

The CREWS-project should build upon existing international, regional and national policies and strategies on gender-responsive water management, including the GEPAP 2014-2024, and support their further elaboration and operationalization in the Caribbean and Grenadian context. It should support the process of gender mainstreaming in all relevant policies, strategies and action plans at national level relevant to water management and climate change. This includes that women and men can equally participate in decision-making related to water management. In this regard, the CREWS-project can also build upon and enhance the capacity of relevant stakeholders to meet the Global Water Partnership-Caribbean (GWP-C) key objective “to establish proactive alliances in water resources management that are representative, gender sensitive, and participatory at the community, country, and regional levels” and relevant commitments of GEPAP 2014-2024.

5. The Contextual Situation of Gender Equality in Grenada

The state of Grenada is a tri-island nation consisting of Grenada, Carriacou and Petite Martinique. It is located in the Caribbean and one of the smallest states in the world. Overall, the islands have an area of 344 square kilometers (133 square miles), with the island of Grenada being 311 square kilometres (121 square miles). According to the latest census of 2011 realised by the Central Statistical Office of Grenada, the Grenada’s population amounted to 105,539, out of them 52,531 were females (49.77%) and 53,008 were males (50,23%).²⁴ According to the World Bank, the total population amounted to 106,825 in 2015 without specifying sex-disaggregated data.²⁵ The majority of the country’s population lives on the biggest island Grenada and about 5.000 people in Carriacou (around 51% of whom are males) and 500 people on Petite Martinique.²⁶

According to the Human Development Index (HDI) of 2016, Grenada’s HDI values 0.754. With this score, Grenada ranks 79 (together with Brazil) out of 188 countries and territories and is, therefore, placed in the high human development category. The HDI does not provide data on the Gender Development Index (GDI) and the Gender Inequality Index (GII) for Grenada. In fact, these indexes have never been measured for Grenada due to a lack of data provided by the Grenadian government.

²² Ministry of Social Development and Housing, Government of Grenada, “Gender Equality Policy and Action Plan 2014-2024 – Handbook”, p. 20-21.

²³ Ibid.

²⁴ Dr. Rawwida Baksh, “Country Gender Assessment (CGA) Grenada”, Caribbean Development Bank, 2014, p. 17

²⁵ The World Bank, Data, accessed on 9 June 2017.

²⁶ CARILED, Country Study 2014: A review of gender related challenges affecting Local Government and MSMEs in Grenada”, February 2015.



5.1. The Meta Level: Norms and Traditional Roles of Women and Men

The Minister for Social Development and Housing states in the Handbook for the Gender Equality Policy and Action Plan 2014-2024 (GEPAP) that “gender-based discrimination [...] persists in some laws, traditions, customs and religious practices that prevent men’s and women’s full enjoyment of rights and equal participation in national development.”²⁷ This was further confirmed during the CREWS appraisal mission in May 2017. Respondents pointed to the traditional role of women in the household, the wage gap and the prevalence of gender-based violence committed predominantly against women and minors. All female respondents interviewed during the consultations explained that there is an unequal division of labour in the household with women shouldering the large burden including those related to use and management of water. In times of water supply outages or bad quality of water, this responsibility conflicts with other duties, including going to work on time. According to some interviewees, women are expected to wait until water is running again in order to ensure the water provision for the family while men are going to work as usual. Grenada has a high number of female-headed households where women have to provide for the family alone. If there is a lack of water, the situation is especially difficult for these women because they are simply alone with this task. The stereotype according to which men are supposed to be the breadwinner also largely persists despite the fact that in reality, many households are headed by women alone (see also sub-chapter 5.4).²⁸ The prevalence and intensifying incidences of sexual and gender-based violence that is mainly but not exclusively committed against women and girls is another manifestation of entrenched norms of male dominance, its cultural acceptance, the unequal position of women and the association with masculinity.²⁹

Even though there has been some transformation of traditional gender relations, including the responsibility in the household and at work according to the Caribbean Development Bank’s (CDB) country gender assessment for Grenada from 2014, the government of Grenada states that the public remains overall resistant to changes in this regard.³⁰ Even though the five CSOs consulted are working since several years on these topics, the interviews have revealed that, in general, discussions on gender equality and gender mainstreaming are still relatively new in Grenada. According to one interviewee, the majority of Grenadians do not know what gender equality means. Professor Eudine Barriteau, Vice Chancellor and Principal at the University of the West Indies, also shares this view. She is specialized on Gender and Public Policy and born in Grenada. She stated in a lecture held on 9th of May 2017, in St. George, Grenada, that “the country has no deep seated track record of promoting gender equality or seeking to change the ideological relations of gender that position women as ideologically inferior to

²⁷ Ministry of Social Development and Housing, “Gender Equality Policy and Action Plan 2014-2024 - Handbook”, p. 1. ; See also: Committee on the Elimination of Discrimination against Women, “Concluding observations of the Committee on the Elimination of Discrimination against Women”; February 2012, CEDAW/C/GRD/CO/1-5, para. 19, p. 4

²⁸ Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014, p. 79

²⁹ Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, pp. 6, 20, 29, 36, 61; Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014, p.68; Caribbean Local Economic Development Project (CARILED), “Country Study 2014: A review of gender related challenges affecting Local Government and MSMES in Grenada”, p. 8, February 2015.; U.S. Department of Labor, “Grenada 2015 Human Right Report”, 2015, p. 7.

³⁰ Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014, pp. 78-79; Government of Grenada, “National Report on the Fulfillment of the Brasilia Consensus of the Government of Grenada”, p. 5



men.”³¹ Moreover, according to her, the failed referendum on seven constitutional amendments of 24th November 2016 and the discussions before and after the referendum revealed that the notion of gender equality is not really understood by the majority of Grenadians. The sixth amendment bill on rights and freedoms comprised, amongst others, the inclusion of gender equality in order to guarantee equal rights and equal status in all spheres of life for both women and men. Even though the overall participation rate for this referendum was rather low as only 22,539 of 72,241 registered voters took part (31.2%), it is worth mentioning that this bill received the highest number of no votes. According to Berriteau, the discussion on gender equality was reduced to the fear that it provides a basis for legalizing same sex marriage and strengthening the rights of Lesbians, Gays, Bisexuals and Transgendered (LGBT) Persons whereas the matter of providing equal opportunities and rights was sidelined.³²

Implications for the CREWS-Project

Even though the CREWS-project’s main goal is not about changing existing inequalities and gender-based discrimination in Grenada, it is important that the CREWS-project does not perpetrate or aggravate existing norms and traditional roles that disadvantage women in the Grenada’s society. Therefore, the methodology and design of measures and activities as well as the monitoring system has to be gender-responsive and take into account the existing norms and forms of discrimination. Furthermore, the specific needs of women and men have to be considered in order to generate informed strategies to economise water usage and to realise behavioural change. Thus, women and men should be equally consulted and be asked on how they use water at home and how water consumption could be possibly reduced at household level. This would have the positive effect that men contemplate on household-matters that normally concern women. Overall, awareness raising campaigns have to recognise, but not promote, stereotypes and support re-thinking and -division of household labour based on sex. Furthermore, women and men should not be seen as two homogeneous groups but according to their specific situation, including their economic situation (see also Chapter 5.4.).

Consumption patterns differ in line with the different tasks and needs. Women use much more water for the private domain since they cook, clean, do the laundry and are responsible for taking care of the children and elderly, which includes their hygiene. Therefore, they have the tacit knowledge and can serve as multipliers to reduce water consumption at household level. Men tend to use water in the private domain for cleaning vehicles and for gardening. They have to be sensitized how to reduce the amount of water used for these tasks. Therefore, women’s and men’s behaviour and knowledge related to water usage at home should be identified in order to develop informed strategies, design gender responsive awareness raising campaigns and educative materials, measures and activities to effectively address economise water use and to realise behavioural change at household level.

With regard to gender-based violence, the CREWS-project cannot tackle the general problem. For Grenada, there are no indications that this type of violence is directly linked to water related issues, like in other countries where women and girls in rural areas frequently become victims

³¹ Barriteau, Dr. Violet Eudine Violet, “The Signal and the Noise: Constitutional Reform and Contemporary Challenges for Grenada”, IGDS Professorial Lecture Series Marryshow House, St. Georges Grenada, May 9th, 2017, p. 19.

³² Barriteau, Dr. Violet Eudine Violet, “The Signal and the Noise: Constitutional Reform and Contemporary Challenges for Grenada”, IGDS Professorial Lecture Series Marryshow House, St. Georges Grenada, May 9th, 2017, p. 21-22.



of sexual abuse and rape while fetching water at remote lakes, rivers or waterholes. If the CREWS-project supports to some limited extent capacity-building of women in matters related to water management (such as plumbing) or if NAWASA tries to increase its female staff in more technical fields (see Chapters 5.4. and 7) GBV might play a role. Within interviews, it has been mentioned that some jobs (e.g. security guards, plumbers etc.) are difficult to be filled by women due to risk of sexual harassment.

5.2. Macro Level: International and Regional Commitments & National Legislation and Policies

In June 2014, the Cabinet of Grenada approved the Gender Equality Policy and Action Plan (GEPAP) for 2014-2024, which was elaborated by the Ministry of Social Development and Housing in a wide consultation process with civil society and the private sector. The GEPAP aims at eliminating persisting gender-based discrimination of some laws, traditions, customs and religious practices and at advancing gender equality accompanied by equity.³³ It “aims to provide a framework for:

- (i) the full and equal participation of men and women in the development process;
- (ii) assessing the different realities, needs and interests, challenges and opportunities of women/girl and men/boys through gender analysis;
- (iii) identifying male and female ‘gender gaps’ in areas of political, economic, social and cultural life, and putting in place policies, plans and programmes to address these imbalances;
- (iv) allocating the necessary financial and human resource to address gender gaps in all sectors and at all levels through gender-responsive budgeting and planning, and
- (v) the equitable, effective and sustainable outcomes of programmes, actions undertaken by the Government, civil society and the private sector.”³⁴

The GEPAP covers ten policy areas: Culture and Socialization; Education and Training; Labour and Employment; Agriculture and Tourism, Economic Growth and Poverty Reduction; Climate Change, Natural Disaster and Natural Resource Management; Health and Well-being, Violence and Security; Leadership and Decision-Making as well as Legislative and Institutional Framework for Advancing Gender Equality.

The GEPAP is the national response to Grenada’ international and regional commitments targeting human and women’s rights, the elimination of discrimination against women and the protection of children (see Annex II for a full list). Grenada signed, amongst others, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1980 and ratified it ten years later without any reservation. In the same year of 1990, the country also ratified the Convention on the Rights of the Child (CRC) without any reservations and acceded its two Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography in 2012. The Convention on the Rights of Persons with Disabilities was signed in 2010 and ratified in 2014 without any reservations. Moreover, Grenada supports international declarations and platforms such as the Beijing Declaration and Platform for Action of 1995 for women’s empowerment, the Brasilia Consensus of 2010 to promote and defend women’s rights and to achieve gender equality,

³³ Ministry of Social Development and Housing, “Gender Equality Policy and Action Plan 2014-2024 Handbook.

³⁴ Ministry of Social Development and Housing, Government of Grenada, “Gender Equality Policy and Action Plan 2014-2024 – Handbook.



and the Commonwealth Plan of Action on Gender Equality 2005-2015. Adopting the joint Caribbean position, Grenada also actively supported the inclusion of gender equality as a standalone goal and its mainstreaming in other goals in the Agenda 2030.³⁵

At regional level, Grenada is state party to the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, also known as Convention of Belem do Para, in 2000. At national level, the Constitution of Grenada guarantees the human rights of everybody and prohibits discrimination by law and person.³⁶ Moreover, Grenada's government has taken several legislative measures since 1990 with the aim to eliminate discrimination against women, amongst other in the area of sexual offences and child abuse, employment and equal payment for equal work, and education. In general, the Grenadian legislation does not directly discriminate against women even though wording is sometimes male-driven.³⁷

In practice, however, Grenada makes slow progress in implementing laws as well as international and national policies. The principle of non-discrimination is not fully enforced and there is no holistic gender mainstreaming among different ministries and departments.³⁸ The consideration of gender-related aspects, including the role of women, is also still underdeveloped in the policy-making, planning and development of the water management sector as shown in Chapter 4.

Implications for the CREWS-Project

The foundation for the promotion of gender mainstreaming into policies exists. The GEPAP 2014-2020 comprises not only general goals on the promotion of gender equality, gender-responsive policy-making and women's participation but also strategic objectives and policy commitments in a specific chapter on climate change, natural disaster and natural resource management. In the framework of its first component, which includes the establishment of a climate-proof legislative and institutional framework in the water sector and the mainstreaming of climate change in policies and plans with relevance for the water sector, the CREWS-project should take into consideration this relevant chapter. It is key that the CREWS-project facilitates gender mainstreaming in policies and operational action plans related to water management (see also chapter 4). This requires, amongst others, that the project consults and actively involves gender focal points of all ministries relevant to the CREWS-project and of NAWASA as well as the responsible division of the Ministry of Social Development and Housing (see also chapter 5.3.).

³⁵ Ministry of Social Development and Housing, Government of Grenada, "Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action", April 2014

³⁶ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 82

³⁷ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 82

³⁸ Barriteau, Dr. Violet Eudine Violet, "The Signal and the Noise: Constitutional Reform and Contemporary Challenges for Grenada", IGDS Professorial Lecture Series Marryshow House, St. Georges Grenada, May 9th, 2017, p. 21; Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 82; Ministry of Social Development and Housing, Government of Grenada, "Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action", April 2014, p.10 - 12



5.3. Meso Level: Institutions and Non-Governmental Organizations

In Grenada's government, the Ministry of Social Development and Housing is responsible for the promotion of gender equality and mainstreaming. Within this Ministry, the headed by a female senior programme officer is principally dealing with this issue. The division is only responsible for the island of Grenada while for the other two islands the Ministry of Carriacou & Petite Martinique Affairs & Local Government is in charge. The division consists of three units: a gender unit, a parenting unit and a gender-based violence unit and as of May 2017 of 16 staff members out of which 6 are permanent. The CDB's country gender assessment on Grenada and the interviews revealed that due to a relatively low budget, staff shortages, inadequate technical capacities and deficient decision-making power, the Division's leverage for implementing its mandate is restricted and it remains highly dependent on external financial aid.³⁹ This also limits the Division's capacity to facilitate gender mainstreaming in other ministries and institutions in a pro-active way. When asked about the cooperation with the Ministry of Carriacou and Petite Martinique in order to implement gender-mainstreaming also to the other two islands of the State of Grenada, the Division of Gender and Family Affairs replied that they collaborate sometimes with its gender unit but there is no regular and institutionalized exchange and cooperation.

The instalment of a gender focal point system in April 2017 - as foreseen by the GEPAP - bears the potential to overcome this deficiency in the long run. As of May 2017, fourteen out of seventeen gender focal points were appointed, some with an alternate. They are all at senior levels in their Ministries. According to the GEPAP, their role comprises ensuring that gender equality and equity is mainstreamed in every policy, planning and service delivery. The first monthly meeting between them took place in April 2017. However, in order for the newly established gender focal point system to accomplish its tasks, more staff, appropriate budget allocations as well as special training on gender-mainstreaming, the promotion of gender equality and women's empowerment are needed according to the Division of Gender and Family Affairs.

There is a multitude of civil society organizations (CSOs) in Grenada participating in national, regional and international discussions on various issues, including, amongst others, gender equality, human and women's rights, child protection, support of people with disabilities, environment, education and health. The following organizations focus on the promotion of gender equality⁴⁰, of which the first two have been consulted in May 2017:

- Grenada National Organization of Women (GNOW);
- Legal Aid and Counselling Clinic (LACC)
- Programme for Adolescent Mothers (PAM),
- Grenada Planned Parenthood Association (GPPA); and
- Inter-Agency Group of Development Organizations (IAGDO).
- also GrenCap that promotes LGBT rights⁴¹

Some of them have been also able to influence policy-making. GNOW, for instance, has mainly drafted the Protocol on Domestic Violence and Sexual Abuse for Grenada, initiated national

³⁹ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 89, 92.

⁴⁰ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 91; Inter-American Development Bank, „Private Sector Assessment of Grenada“, 2013, p. 8.

⁴¹ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 91; Commonwealth Education Online, „ Civil Society in Grenada“.



consultations and handed it over to the government. In general, the government of Grenada works together with NGOs to promote issues on gender equality and human rights and raise awareness on gender issues and the rights of women.⁴²

Implications for the CREWS-Project

Like in the case of an existing policy and action plan on promoting gender equality (see chapter 5.2.), there is a basis on which the CREWS project can build upon. The Division of Gender and Family Affairs has the mandate to promote gender mainstreaming in other sectors, including the water sector and climate change-related sectoral policies. Additionally, there is a gender focal point system. The CREWS-project should collaborate with the Division of Gender and Family Affairs and the gender focal points of relevant ministries. The Division of Gender and Family Affairs and CSOs (such as GNOW as umbrella organization) could also be invited to relevant consultations, including the meetings of the steering committee of the CREWS-project. Under component 1, this support could include the active involvement in policy-making and stakeholder consultations in the area of gender mainstreaming with regard to water management and climate change. If they have not been sufficiently trained by the time of the implementation of the CREWS-project, they should also receive training on these issues.

Furthermore, the Division of Gender and Family Affairs and CSOs that are actively promoting gender equality could support the conception and implementation of awareness raising campaigns under component 6.

5.4. Micro Level: Gender Equality among the Target Group

This section briefly examines the gender equality situation in the areas of political participation, decision-making and leadership; education and economic participation.

Political participation, Decision-Making and Leadership

Despite a high representation in politics, judiciary and trade unions, the Division of Gender and Family Affairs points out that there are still challenges to gender equality in leadership. As Professor Eudine Barriteau phrases: “Grenadian women are everywhere in the economy, political system and civil society, but this is more by the force of their personalities and work ethics than any state sponsored mechanisms to redress built in biases that hamper women’s participation.”⁴³

Since the last elections in 2013, there are five female representatives of fifteen members in the House of Representatives (Lower House), which represents 33%. In the Senate (Upper House), 2 out of 13 members are female, which constitutes 15.2%. Thereby, women also took over prominent positions. For instance, three women were President of the Senate between 1990 and 2013. In May 2013, the Queen of England has appointed for a second time – the

⁴² United Nations, Commission for Latin America and the Caribbean (ECLAC), “Caribbean synthesis review and appraisal report on the implementation of the Beijing Declaration and Platform for Action”, October 2015, p. 38.

⁴³ Barriteau, Dr. Violet Eudine Violet, “The Signal and the Noise: Constitutional Reform and Contemporary Challenges for Grenada”, IGDS Professorial Lecture Series Marrayshow House, St. Georges Grenada, May 9th 2017. , p 21.



first time since independence in 1974 – a woman as female head of state. Moreover, a Women’s Parliamentary Caucus was established in 2010.⁴⁴ In the civil services, many women serve in the corps of Permanent Secretaries supervising respective government ministries.⁴⁵ In the judiciary, men tend to be underrepresented. All Registrars of the Supreme Court of Grenada are women and 4 out of 6 magistrates are females. While trade unions remain in Grenada largely male dominated, the Trades’ Union Council is headed by a woman.⁴⁶

Education

In Grenada, literacy levels are high and boys and girls have equal access to education. The Education Act of 2002 explicitly aims “to promote the principle and practice of gender equality”. The government provides free, compulsory universal primary education and secondary education for all who qualify. Subsidies for tertiary education are available as well.⁴⁷ According to figures provided by UNESCO Institute for Statistics, the total percentage of net enrolment rate⁴⁸, of children at primary education age, rose from 90.09% in 2007 to 95.73% in 2015. More girls do enroll in tertiary education than boys.

Economic participation

Overall, Grenada’s economy is largely dependent on services (especially tourism, hotels and catering), agriculture and fisheries. All three are closely connected to and depend on a well-functioning water management system.

The data of the 2011 Population and Housing Census indicate that men predominate in the following occupational fields related to water management and use: agriculture, forestry and fishing; water supply and sewerage, waste management and remediation activities, construction, information and communications and in administrative and support services. In agriculture, they are most often field worker and more farms are owned by men. In tourism, they are employed in agro-tourism and horticultural sections and tend to be owners and managers of hotels, guesthouses and restaurants.

Women on the other side predominate among others in food services; scientific and technical activities; education; health and social work. Women tend to work in agro-processing within the agricultural sector and as market vendors of local food, spices and crafts and as

⁴⁴ Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, p. 2, 5

⁴⁵ Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, p. 25; United Nations, Commission for Latin America and the Caribbean (ECLAC), “Caribbean synthesis review and appraisal report on the implementation of the Beijing Declaration and Platform for Action”, October 2015, p. 28.

⁴⁶ Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, p. 1, 5

⁴⁷ Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014, p. 50; Caribbean Local Economic Development Project (CARILED), Country Study 2014: A review of gender related challenges affecting Local Government and MSMEs in Grenada”, February 2015, p. 7; Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, pp. 8, 20; U.S. Department of Labor, “Grenada 2015 Human Right Report”, 2015, p. 5

⁴⁸ Net enrollment rate: Total enrollment in primary education expressed as a percentage of the population of official primary education age, whereby it excludes overage and underage students.



administrative staff, cooks and waitresses in hotels, guesthouses and restaurants within the tourist sector. In primary and secondary education, female teachers are more often represented than male teachers are.

Occupational fields, which show some gender parity, are mining and quarrying; real estate; and public administration; defence and social security. When men establish their own micro, small and medium enterprise (MSME), they often choose primary production or retail of primary produce or manual labour such as fishing, farming, and construction. In contrast, women's business and offered services tend to be based on value added products of local produce, such as agro-processing or confectionary, art and craft and catering; many of which they can do at home.⁴⁹

Even though the boundaries are not strict, there is restricted mobility between the type of work that women and men can perform in Grenada. The interviews revealed that past employment creating opportunities in the framework of which women were trained in traditional male-dominated jobs face some challenges as they failed to address and sensitize the co-workers on traditional gender roles and stereotypes. Interviews have revealed that a women, for instance, who became a mechanic felt ridiculed in her new job because her male colleagues felt that she should not do heavy manual work and mainly assigned her to do cleaning.

With regard to labour force participation and unemployment, the latest figures available from the Central Statistical Office of Grenada are from 2011. According to these, there is a higher predominance of women in the labour force. Nonetheless, women's participation in the labour force was lower than among men (53.5% female: 67.4% male), particularly on the islands of Carriacou and Petite Martinique. This tendency is also reflected in the unemployment rate of 2011, which were much higher among women (31.8%) than they were among men (17.9%). Among the 36.3% unemployed youth who were younger than 25 years, young women were also more often unemployed than young men were. Hence, women tended to be disadvantaged with regard to formal employment. The highest unemployment rates are found among rural women.⁵⁰ One has to acknowledge, nonetheless, that there have been improvements with regard to the number of women in the workforce.

Those women who are formally employed tend to earn a lower wage than men despite of a legally enshrined minimum wage law. The percentage of poverty among the high number of female-headed households in Grenada exceeds the poverty of male-headed households.⁵¹

⁴⁹ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p.49; Caribbean Local - Economic Development Project (CARILED), "Country Study 2014: A review of gender related challenges affecting Local Government and MSMES in Grenada", February 2015, p. 6, 11; Inter-American Development Bank, "Private Sector Assessment of Grenada", 2013, p.6; Ministry of Social Development and Housing, Government of Grenada, "Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action", April 2014, p. 6; Ministry of Finance and Energy, "Grenada Census of Agriculture 2012: Gender Thematic Analysis Document", 2015, p. 28.

⁵⁰ Caribbean Development Bank, "Country Gender Assessment (CGA) Grenada", 2014, p. 17, 48; United Nations, Commission for Latin America and the Caribbean (ECLAC), "Caribbean synthesis review and appraisal report on the implementation of the Beijing Declaration and Platform for Action", October 2015, pp. 6-8, 16; Ministry of Social Development and Housing, Government of Grenada, "Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action", April 2014, p. 16

⁵¹ Caribbean Local Economic Development Project (CARILED), Country Study 2014: A review of gender related challenges affecting Local Government and MSMES in Grenada", February 2015, pp. 13; Inter-American Development Bank, "Private Sector Assessment of Grenada", 2013, p. 23; Ministry of Social Development and Housing, Government of Grenada, "Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action", April 2014



Overall, men do work more often in the private sector, while women are more likely to be employed in the service sector where wages are typically lower. Additionally, due to the traditional division of labour at home (see chapter 5.1.), women who work also have to take care of the household and childcare so that they spend more time than men on reproductive, unpaid work.⁵²

With regard to access to credit and loans women tend to receive less than men do, even though there are no discriminatory laws and women are typically seen as more diligent in the payment of loans. For instance, 57.8% of the borrowers of the National Development Foundation of Grenada were men in 2013 and they received loans accounting for 70% of the total funds available. The situation is similar with regard to access to land. Even though there is no discriminatory law, fewer women than men access and own land in Grenada.⁵³

Implications for the CREWS-Project

The government provides for free primary and secondary education and the net enrolment rate of girls and boys for primary education is almost equal. Hence, girls and boys have in principle the opportunity to pursue, for instance, careers in technical fields such as water management. During the stakeholder workshop at the end of the mission, one wish was that more jobs are created for women in this sector. Not being a project in the area of employment promotion, it will be not possible that the CREWS-project fulfils such expectations on a large scale. However, in the framework of awareness raising campaigns on water management and efficiency in water usage, for instance in schools, the CREWS-project could also raise awareness about technical jobs in this field. Moreover, the CREWS project could train economically disadvantaged women without a steady job as advisors in water-saving techniques, small plumbing measures, rainwater harvesting, water use for home gardening, cooperating with NAWASA etc. These women could assist as change agents and multipliers in their communities and homes for efficient use of water. At the same time, this would provide opportunities for women to generate income as advisor in their communities and reduce expenses, such as fees for hired plumbers for small reparations. The approach of the Water Wise Women Initiative (WWWI) project of GIZ in Jordan could be used as a basis while being adapted to the cultural context of Grenada. The interviews have shown that such measures would have to be flanked by sensitization measures – especially among men and male co-workers – about the advantages of women taking over such roles and opportunities in order for women to be accepted in these fields of employment.

Women also tend to be already more aware of the necessity to save water which is one more reason to promote them as change agents. Two “knowledge, attitudes and practices” (KAP) surveys conducted by UNDP within the Japanese-Caribbean cooperation in 2013 and 2016 have shown that there tend to be a general awareness among Grenadians for the danger of

⁵² Caribbean Local Economic Development Project (CARILED), “Country Study 2014: A review of gender related challenges affecting Local Government and MSMES in Grenada”, February 2015, pp. 6-7; Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, p. 15.

⁵³ Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014, p. 37; Caribbean Local Economic Development Project (CARILED), “Country Study 2014: A review of gender related challenges affecting Local Government and MSMES in Grenada”, February 2015, p. 6, Ministry of Social Development and Housing, Government of Grenada, “Grenada National Beijing+20 – Review an Examination of the Achievements and Challenges in implementing commitments of the Beijing Declaration and Platform for Action”, April 2014, pp. 16, 25



water shortage and the necessity to save and collect water at home. The possibility of saving water is often or at least sometimes discussed whereby women are more likely than men to talk about it. One reason is certainly the role of women in the household and as primary caregivers for children and the elderly.⁵⁴

In the political and economic sphere, there tend to be higher and more prevalent discrimination against women. The CREWS-project should take care that especially economically disadvantaged households benefit from freely provided infrastructure measures by NAWASA that aim at reducing water consumption at home. The planned tariff study assessment should also take into account the ability of economically disadvantaged households to pay for water bills and provide for remedies if a raise of the water tariffs becomes necessary. For the latter case, the existing assistance programmes where the state pays the water bills of the poorer households should be further increased.

With regard to funding small water efficiency measures via a fund, criteria should be developed to ensure that structural or other existing barriers do not prevent female entrepreneurs from applying for and receiving these funds. This is important in order to avoid that mainly male entrepreneurs receive these funds as it often happened in the past with regard to loans and credits. If a bank will process such a fund for the CREWS-project, it has to be ensured that this bank has a gender policy in place for the disbursement of a fund or that the bank is assisted to develop a (preliminary) gender-policy beforehand. During a meeting with the Grenadian Development Bank (GDB) in the framework of the appraisal mission, the general manager expressed his willingness to create a gender policy that does not exist yet.

6. Gender Expertise Necessary to the Future CREWS-Project Team

The CREWS-project should comprise at least one advisor who possess in-depth knowledge in gender equality and gender mainstreaming. This expertise should be included in the descriptions for the vacancy. Additionally, all members should have a general knowledge on gender mainstreaming. The employee responsible for the monitoring should be familiar with gender responsive monitoring and evaluation.

If necessary, staff should receive training on gender-responsive project management. The Academy for International Cooperation of GIZ that provides human resource development and training courses for internal customers and external clients offers, for instance, trainings on gender-responsive project management and on conducting gender-analysis. Additionally, they should participate in gender-related trainings for the water sector.

Moreover, staff members of the CREWS project should respect the present GIZ Gender Strategy and apply internal guidelines and handbooks related to gender mainstreaming such as the Guidelines on Designing a Gender-Sensitive Results-Based Monitoring System, the Practical Guide to Gender-Responsive Project Management and the Guidelines on Gender in Reporting.

⁵⁴ OECS, "Climate Change Knowledge, Attitudes and Behavioural Practices in the OECS - report on the KAP survey of six participating member states", July 2013, p. 47; UNDP-JCCCP, "UNDP-JCCP In-Country Specific Campaign for Grenada - Results of Climate Change Awareness survey", October 2016, p. 6-7.



A gender-focal point who is responsible for gender mainstreaming and a gender-responsive monitoring in the CREWS project should be appointed. Moreover, the focal point should be responsible for the communication and cooperation with the GIZ gender focal point for the Caribbean as well as the gender focal points of the other relevant ministries, Grenada’s National Water and Sewerage Authority (NAWASA), the Project Coordination Unit (PCU) (see also Chapter 7).

7. Gender-Sensitivity and Equal Opportunities in Partner Organisations

Grenada’s National Water and Sewerage Authority (NAWASA), the Project Coordination Unit (PCU) and other relevant ministries of Grenada will be the main partner organizations.

NAWASA will be the main recipient entity of the CREWS project and mainly responsible for the day-to-day implementation of most of the technical components. It has a staff compliment of 229 employees, which consist of both permanent and contracted workers. Of these employees, 179 (78.2%) are male and 50 (21.8%) are female. Hence, there is a general gender imbalance at NAWASA. Male employees are predominant in the technical fields including the Department of Production Quality, Department of Transmission and Distribution, Department of Planning and Development as well as the garage. In the Finance Department, there is an equal balance. Women predominate in the Human Resource Department, the Communications Unit and the Legal Unit (see Table 1). According to the Environmental and Social Assessment, current observed material conditions for women at NAWASA (including cloakrooms, toilets) seem sufficient (see Chapter 6.3. on Labour and working conditions of the Environmental and Social Assessment for the CREWS-project). This division of gender is also reflected in the current NAWASA’s senior management team, that has currently a gender balance: four manager are women (finance manager; human resources manager, legal counsel/corporate secretary manager and administrative assistant to the general manager) while four are men (the general manager, production and quality manager; transmission and distribution manager, planning and development Manager).⁵⁵ NAWASA’s board consists of 5 men (62%) and 3 women (38%) for the period of 2015 – 2017.⁵⁶

Table 1: Staff Statistics of NAWASA

Department / Unit	Number of employees		
	Female	Male	Total
Transmission and Distribution Department	5	56	61
Production and Quality Department	1	62	63
Planning and Development Department	0	20	20
Finance Department	29	29	58
Human Resource Department	9	1	10
Communications Unit	2	0	2
In-House Legal Unit	3	0	3
Information System Unit	0	1	1
Office of the General Manager	1	1	1
Garage	0	9	9
Total	50	179	229

⁵⁵NAWASA (official website), “Senior Management Team”.

⁵⁶ Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, 2014; NAWASA (official website), “Board Directors 2015 – 2017”.



The PCU under the Ministry of Finance and Energy (MoFE) will be the executing entity in charge of procurements and management for the infrastructure components of the project. There are currently nine staff members working in the PCU and all of them are female. Besides the MoFE, other relevant ministries include Ministry of Works and Public Utilities (MoWPU) which provides oversight for NAWASA's activities as a water utility as well as the Ministry of Agriculture, Lands, Forestry and Fisheries (MoALFF). The exact female-male-ratio of their staff have not been assessed. During the appraisal mission, the meeting with the MoALFF has revealed that they have neither a gender policy nor a monitoring system that provides for sex-disaggregated data (e.g. with regard to how many farmers have benefited from capacity building measures). This underlines the observations that gender mainstreaming is still not widely entrenched in policy-making and implementation (see also Chapter 5.2.). While the MoFE has appointed two gender focal points (incl. one alternate) and the MoALFF one, there is not for MoWPU yet.

The Grenada Development Bank (GDB) is a public statutory financial institution specialized in providing funding to Small and Medium Enterprises (SME). The GDB will be the executing entity for the implementation of the grant-based funds. The bank does not possess a gender policy but it expressed its willingness during the consultations to establish one.

Implications for the CREWS-Project

The CREWS project should encourage all relevant partner ministries and institutions to appoint a gender focal point if they have not done it yet. These gender focal points should be trained if still necessary. Moreover, cooperation between them and the Division of Gender and Family Affairs of the Ministry of Social Development and Housing should be facilitated in order to guarantee gender-mainstreaming, gender-responsive project management and monitoring in policies, strategies and action plans related to the water sector (see also Chapter 5.3. and 5.4.).

For the case of NAWASA, the presence of women in technical fields and in the Planning and Development Department should be promoted. The GDB should receive advisory and training in order to develop, implement and monitor its own gender policy. Both NAWASA, PCU and GDB should be advised to appoint a gender focal point who is responsible for gender-related issues in their organizations/institutions with regard to activities and measures in the framework of the CREWS-project.



8. Recommendations for the CREWS-Project (including specific actions)

The following recommendations are not listed according to importance and priority. They should be integrated as much as possible into the funding proposal as well as operational planning and monitoring systems. The gender analysis is a living document that should be continuously reviewed and developed during the project phase.

General recommendations:

Recommendation 1: In line with the Caribbean Development Bank, “Country Gender Assessment (CGA) Grenada”, communities should be trained in household water use and collection systems, supported to implement them at the household and neighbourhood level, and encouraged to engage in local and national decision-making on water use. Women and men should be equally involved in related consultation processes, surveys, assessments and especially the water tariff study.

Recommendation 2: In order to take into consideration multiple discrimination and special needs, it has to be ensured during the planning and implementation of measures and activities that disadvantaged groups such as poor households, female-headed households and people with disabilities – from rural and urban areas – are always consulted in order to take into account their views and needs. Also with regards to target groups for activities, funds and awareness raising campaigns such as farmers, service providers and the business community, an equal representation of female and men should be ensured.

Recommendation 3: The availability of up-to-date, sex-disaggregated data poses a problem in Grenada. In future assessments and surveys (e.g. as foreseen in component 6) data and information should be always generated in a sex-disaggregated manner. The sex-disaggregated data should inform the targeting and design of the measures, the monitoring system, reporting and evaluation of project activities. In this way, the CREWS-project can contribute to Grenada’s ability to deliver on and report against the Agenda 2030 and to support the Action Plan for Statistics of the Caribbean Community (CARICOM) that the CARICOM Heads of Government have endorsed in July 2016 and that the Prime Minister of Grenada advocates and supports.⁵⁷

Recommendation to support gender mainstreaming in the sector of water management

Recommendation 4: The CREWS-project should build upon existing international, regional and national policies and strategies on gender-responsive water management and support their further elaboration and operationalization in the Caribbean and Grenadian context. These existing policies and strategies include, for instance, the Global Water Partnership’s Gender Strategy and Strategy Toward 2020, the gender approach of the Global Water Partnership – Caribbean as well as the chapter relevant of the Grenadian Gender Equality Policy and Action Plan 2014-2024 (GEPAP).

This includes that women and men can equally participate in decision-making related to water management. In this regard, the CREWS-project can also build upon and enhance the capacity of relevant stakeholders to meet the Global Water Partnership-Caribbean (GWP-C) key

⁵⁷ CARICOM, “Heads of Government endorse Action Plan for Statistics”, July 2016, accessed 20 June 2017.



objective “to establish proactive alliances in water resources management that are representative, gender sensitive, and participatory at the community, country, and regional levels” and relevant commitments of GEPAP 2014-2024

Recommendation 5: The Division of Gender and Family Affairs and the gender focal points of the ministries to the CREWS-project should be activated as drivers of change in the design and implementation of climate change policies in the water sector as well as other documents and strategies. NAWASA and PCU should be advised to appoint gender focal points as well. In order to enable them to take up this role, they should be beneficiaries of capacity development measures.

The project should actively support the **Division of Gender and Family Affairs** of the Ministry of Social Development and Housing to enhance its capability of mainstreaming gender in the sector of water management and climate change as laid down in the GEPAP 2014-2021. This could include trainings and its active involvement in strategic policy development (see below) as well as financial and technical support in communicating the GEPAP to a broader audience in the ministries, NAWASA and other institutions that are relevant to the CREWS-project. The Division of Gender and Family Affairs should become part of the Steering Committee of the CREWS-project.

The newly installed **focal point system** at ministerial level should be supported, particularly those focal points of ministries relevant to the CREWS-project, and used as a multiplier to ensure that gender-related aspects and the needs of women and men are integrated into climate change policies, action plans and strategies. NAWASA, PCU and the GDB should be advised to appoint a gender focal point who is responsible for the implementation of measures and activities in the framework of CREWS as well.

Both staff members of the Division of Gender and Family Affairs, the gender focal points of the relevant ministries, NAWASA and PCU and climate focal points should benefit from **trainings** in the area of gender equality and gender mainstreaming with regard to climate change and water management. Furthermore, they should also receive basic training on gender equality and gender mainstreaming as well as on other crucial areas such as gender-responsive budgeting, project-management, reporting, monitoring and evaluation if they have not received such trainings yet. GIZ manuals and trainings on gender-sensitive project cycle management and results-based monitoring exist and can be used as a basis while they should be adapted to the context and needs of Grenada.

Furthermore, the relevant gender focal points should be **actively addressed and invited to strategic discussions and workshops**; their **input** to the development of policies, action plans and strategic documents **should be taken into account and actively requested**. In this way, the project can contribute to gender-sensitive policy and decision-making that take into account different needs of men and women while supporting the promotion of gender-equality.

Recommendation 6: With regard to the financing scheme to support water efficiency measures by water users, it should be ensured that men and women have equal access to these funds as well as to information on how to apply for them.

The Grenadian Development Bank (GDB) has expressed its intention to develop a gender policy – also because it is one of the requirements to be accredited to the GCF in the future. Ideally, the GDB elaborates such a gender policy – or at least a first draft – before the fund is



set up in the framework of component 2. In this way, it can be better ensured that the criteria for granting the fund is designed in a gender-sensitive way and that it takes into account the challenges that prevented women in the past to apply for and receive funds and credits. The CREWS project could provide advice to the GDB in the elaboration and early testing phase and – if necessary – revision and adaptation of the gender policy. Moreover, the GDB should be encouraged to appoint a gender focal point who is tasked to closely work together with the CREWS-project in general and its gender focal point in particular.

Recommendation 7: Actively involve women’s organizations and female businesspersons in consultations and awareness raising campaigns.

In the past, women’s organizations have been a key driver in proposing laws and policies to the Division of Gender and Family Affairs and in initiating wider stakeholder consultations. At the same time, their expertise has nourished critical discussions. This driver should be supported by associating civil society organizations (CSO) that have been identified in Chapter 5.3 in all consultations and awareness raising campaigns. They can be furthermore multipliers as they are often in close contact with the population. One of the CSO umbrella organizations should be part of the Steering Committee of the CREWS-project.

If these organizations still lack special expertise with regard to gender, climate change and water management, it is recommendable to invite some members of women’s organizations to trainings organized, for instance, for the gender focal points of the ministries.

Recommendations to promote gender equality in Grenada:

Component 2 (water demand management to reduce water loss and water consumption) and Component 6 (communication strategy to complement and support the five other components), are seen especially as entry points to generate effective leverage for drivers of change and gender dynamics and, thus, to promote gender equality and to empower women to a certain extent.

Recommendation 8: Address women and men at household level equally in the consultations as well as the planning and design of awareness raising campaigns and educative measures.

Women are still predominantly responsible for taking care of household chores and often perceived as the sole managers of water resources at household level. While consumption patterns differ in line with the different tasks and needs, women’s and men’s behaviour and knowledge related to water usage at home should be generated in order to create informed strategies aiming at economising water use and realising behavioural change at household level. Hence, women and men should be equally consulted and be asked the same questions on how they use water at home and how their consumption could be possibly reduced. This would have the twofold positive effect that men contemplate on household-matters and that the typical misconduct of men in using water inefficiently at home (for instance with regard to washing vehicles) could be adequately addressed and integrated in strategies, the design of awareness raising campaigns and educative materials, measures and activities. Overall, awareness raising campaigns have to recognise, but not promote, stereotypes and support re-thinking and -division of household labour based on sex.



Recommendation 9: In the framework of awareness raising campaigns on water management and efficiency in water usage, the CREWS-project could promote women as change agents and multipliers at national and community level and that it addresses women, men, youth and children equally.

The tacit knowledge of women and men with regard to water management at home should inform strategies for efficient water usage at household level. Hence, they should be involved in developing these strategies. Additionally, the CREWS project could train women – especially economically disadvantaged and female-headed households – in water-saving techniques, small plumbing measures, rainwater harvesting, water use for home gardening, etc. They could spread this knowledge into their communities. At the same time, this would provide opportunities for women to generate income as advisor in their communities and reduce expenses, such as fees for hired plumbers for small reparations. The approach of the Water Wise Women Initiative (WWWI) project of GIZ in Jordan could be used as a basis while being adapted to the cultural context of Grenada. The interviews have shown, that such measures would have to be flanked by sensitization measures – especially among men and male co-workers – about the advantages of women taking over such roles and opportunities

Recommendation 10: The future employees of the CREWS-project need to have gender-competencies; ideally, one gender-expert or an advisor with sound gender-expertise is recruited. In order to ensure that gender-aspects are respected throughout the project cycle management – including activities, consultation of partners, reporting and monitoring – all project members should take part in gender-specific capacity-development measures.



Annex I – List of people interviewed during the mission

Surname, Name	Function, Institution/ Organisation
Bernard, Leonard St.	Head of Laboratory Service Division, Grenada Bureau of Standards
Cornwall, Shakey	Counsellor, Legal Aid and Counselling Clinic
Geiss, Marion	Advisor, Grenadian-German Pilot Project on “Integrated Climate Change Adaptation Strategies in Grenada” (ICCAS), Deutsche Gesellschaft für Internationale Zusammenarbeit
Granger, Simeon	Community Programme Officer, National Disaster Management Agency (NaDMA)
Henry-McQueen, Elaine	Senior Programme Officer, Division of Gender and Family Affairs, Ministry of Social Development and HosuiPascal, ng
Joseph, Jacinta	Permanent Secretary (PS), Ministry of Education, Human Resource Development and the Environment
Neckles, Dr. Kristyn	Clinical Psychologist, Legal Aid and Counselling Clinic
Ntaba ,Francis	Technical Officer, Grenadian-German Pilot Project on “Integrated Climate Change Adaptation Strategies in Grenada” (ICCAS), Deutsche Gesellschaft für Internationale Zusammenarbeit
Pascal, Louice J.	Project Manager, Grenada National Organization of Women (GNOW)
Palmer, D.	Forestry Division, Ministry of Agriculture, Lands, Forestry and Fisheries
Payne-Banfield, Gloria	President of Grenada National Organization of Women (GNOW)
Pezar, Carlene	Grenada National Council of the Disabled
Rothenberger, Dieter	Programme manager, Grenadian-German Pilot Programme “Integrated Climate Change Adaptation Strategies” (ICCAS), Deutsche Gesellschaft für Internationale Zusammenarbeit
Thompson, Trevor	Land Use Officer, Land Use Division, Ministry of Agriculture, Lands, Forestry and Fisheries
Trotman-Joseph, Avril Anande	Chairperson of the Grenada National Coalition on the Rights of the Child



Annex II - List of international, regional and national agreements, declarations, policies and legislation relevant to gender equality and the empowerment of women and girls

International Treaties and Agreements signed or ratified by Grenada:

- **Universal Declaration on Human Rights** of 1948
- **International Covenant on Economic, Social and Cultural Rights (ICESC)** of 1969: acceded in 1991 without any reservation
- **International Covenant on Civil and Political Rights (ICCPR)** of 1976 : acceded in 1991 without any reservations
- **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)** of 1979: signed in 1980 and ratified in 1990 without any reservation
- **Convention on the Rights of the Child (CRC)** of 1989: ratified in 1990 without any reservations
- **Optional Protocols to the Convention on the Rights of the Child** on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography: acceded in 2012
- **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Conventions Against Transnational Organized Crime** of 2000: acceded in 2004
- **Convention on the Rights of Persons with Disabilities** of 2006: State party since 2014 without any reservations.
- Several **International Labour Organization (ILO) Conventions** which impact women and girls and are currently in force, including
 - C111: Discrimination (Employment and Occupation) Convention, ratified in 1979;
 - C019: Equality of Treatment (Accident Compensation); and
 - C097 Migration for Employment ratified in 1979.
 - C138: Minimum Wage Convention minimum age is 16 years (2003),
 - C182: The Worst Forms of Child Labour Convention 1999 (2003); and
 - C016: The Medical Examination of Young Persons (Sea) Convention (1979).

Regional Treaties and Agreements signed or ratified by Grenada:

- **American Convention on Human Rights** of 1969: ratified in 1978
- **Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belem do Para)** of 1994: ratified in 2000
- Caribbean Community and Common Market (**CARICOM**) **Charter of Civil Society**
- **CARICOM Social Development Crime Prevention**

International Declarations and Platforms supported by Grenada:

- **Declaration on the Right to Development** of 1986
- **Declaration on the Elimination of Violence against Women** of 1993
- **International Conference on Population and Development (ICPD)** of 1994
- **Beijing Declaration and Platform for Action** of 1995 for women's empowerment
- **Millennium Development Goals (2000-2015)**



- **Brasilia Consensus** of 2010 to promote and defend women's rights and achieve gender equality
- **Commonwealth Plan of Action on Gender Equality** (2005-2015)
- **Agenda 2030**

Relevant national legislation:

- **Labor Code of 1999** provides for maternity leave with pay
- **Employment Act of 1999** includes provisions on non-discrimination on the basis of sex and mandates, for instance, equal pay for equal work
- **Education Act of 2002** includes provisions on non-discrimination on the basis of sex
- **Domestic Violence Act of 2010**
- **Child (Protection and Adoption) Act of 2010** which recognizes sexual violence as a form of child abuse and makes it mandatory to report on child abuse whether suspected or actual has been enacted
- **Education (Amendment) Act (2012)**



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