

The Bahamas

The Situation of Children

in the Worst Forms of Child Labour

in a tourism economy:

A Rapid Assessment

by
Leith L. Dunn Ph. D.

December 2002

ILO Subregional Office for the Caribbean
Port of Spain, Trinidad

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Preface

The unacceptable exploitation of children at work persists in many regions of the world including in the Caribbean. The ILO estimates that in 2000, there were approximately 246 million children in child labour worldwide with nearly 171 million in hazardous situations or conditions. This global plague continues to rob children of their health, their growth, their education and even their lives.

The world took a huge step forward in its fight against this scourge when the International Labour Conference reached an unanimous decision to adopt a new Convention and Recommendation banning the worst forms of child labour in June 1999. The Worst Forms of Child Labour Convention No.182 calls for “immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency”. It defines the worst forms of child labour as all forms of slavery including debt bondage, trafficking of children and their use in armed conflict, in illicit activities, such as prostitution, pornography and drug trafficking and their employment in hazardous work in mines, factories and other workplaces which could cause serious risks to their health, safety and moral well-being. The accompanying Recommendation calls for research and up-to-date statistics on the nature and extent of child labour to determine priorities for national action for the abolition of child labour, with urgent attention to the prohibition and elimination of its worst forms. To date, eleven of thirteen member States in the English and Dutch-speaking Caribbean sub-region have ratified Convention No. 182. The remaining two countries have indicated their intention to do so by June 2003.

The Subregional Office for the Caribbean is providing support to member States in their fight against child labour and in the effective implementation of Convention No.182 through technical assistance and capacity-building in the areas of child labour research, policy formulation and intervention strategies. One intervention geared to this purpose is a Sub-Regional Child Labour Project entitled *Identification, Elimination and Prevention of the Worst Forms of Child Labour in the Anglophone and Dutch-speaking Caribbean*, which was launched in October 2001 with financial assistance from the Canadian Government. This project, which is being undertaken in the Bahamas, Barbados, Belize, Guyana, Suriname and Trinidad and Tobago, has initiated rapid assessment research in all these countries but Belize, leading to the identification of vulnerable groups and the collection of information on the causes, manifestations and consequences of child labour in general and its worst forms in particular.

The current series of reports presents the findings of this research. They reveal the existence of the worst forms of child labour in the countries researched in areas such as scavenging, commercial sexual exploitation, construction, mining and street work. It is hoped that the reports will serve as a means of drawing increasing attention to the plight of children in the Caribbean who are having their childhood snatched away by child labour, many under the most horrific of circumstances. But even more, that they will serve as a basis for designing specific interventions to combat this scourge and to take measures for its prevention and for the rehabilitation and social reintegration of current child workers.

We wish to thank the Ministries of Labour, and other cooperating Ministries, and employers' and workers' organizations for their assistance and participation in the project; the many NGOs that have contributed to the research efforts and the researchers who were involved in the various national assessments. We also wish to thank the Canadian Government for its continued support for the project. The wealth of information contained in these reports provides a basis for concerted action by governments, trade unions, employers, NGOs and concerned citizens everywhere who are determined to stand in the defense of working children. One child in child labour is one child too many. This is a challenge to be urgently addressed by all, while at the same time providing more and better jobs for parents, more access to education for children and greater development possibilities for the countries in which they live.

Grace Strachan
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A major debt is owed to the children who shared their experiences and aspirations through interviews and focus group discussions. Their input provided valuable data that helped to make the problem of child labour more visible. Without their support, and that of the various other stakeholders, this rapid assessment could not have been completed. Collaboration between the various stakeholders has helped to place the problem of working children on the development agenda of the Bahamas.

Thanks to CIDA, and the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) that provided financial support for this project. Thanks also to the ILO and especially to Mr. Leslie Bowrin, ILO/IPEC Officer for the Caribbean who provided valuable support and advice, Ms. Liz Mazelie who gave administrative support and the ILO/IPEC's Technical team which provided critical feedback that enhanced the final product.

Thanks to the College of the Bahamas which provided an excellent team of researchers and logistical support. These include Dr. Pandora Johnson, Vice President, Dr. Joan Vanderpool, Director of the Research Unit and Mrs. Sylvia Darling Provost of the College of the Bahamas Freeport campus.

The project was divinely blessed with a Research team that used their creativity to collect the data under difficult circumstances. Special thanks to the team: Ms. Denise Samuels, Research Assistant, Mr. William Fielding and Ms. Lerdon Thompson attached to the COB Research Unit in Nassau and Mrs. Karen Thurston, attached to the Freeport campus.

The hope is that this report will encourage greater awareness of the issues and motivate groups for action.

Leith L Dunn Ph.D.
Research Coordinator
December 5, 2002

Terms of Reference for the Study

The specific terms of reference were to:

- Review secondary literature dealing with the social situation of children and their families, incidences of child labour and educational attainment of the Bahamas.
- Analyse relevant policy documents and the existing legal framework, while incorporating socio-economic data on the key locations in the analysis.
- Consult with the relevant governmental and non-governmental organizations as well as facilitate their interaction for the purpose of the research.
- Organize focus group meetings, undertake targeted observations and conduct semi-structured interviews in selected key locations.
- Collect new qualitative and quantitative data in selected areas and other areas identified in the study for the group discussions with children involved in targeted forms of child labour.
- Compile and analyze the data and include:
 - Assessments provided by key informants;
 - Information by and about families or guardians of children engaged in the worst forms of child labour;
 - The analysis of existing primary databases, other case studies and interviews with representatives of institutions dealing with children involved in or at risk of engaging in the worst forms of child labour;
- Recruit and train local researchers and other interview partners as well as identify key informants.
- Coordinate work-plan elements and design an interview guide (questionnaire) for focus group discussions and data collection.
- Oversee data collection, data entry/transcript of interviews and the organization of consultative meetings etc.
- Supply stationery, photocopies and other administrative services as necessary; cover all expense in connection with the recruitment, transport and training of research assistants.
- Present findings at an ILO workshop.
- Prepare and submit draft report by August 12, 2002.
- Finalize and submit report by September 15, 2002 that includes:
 - A database in electronic format;
 - A detailed description of findings and the research methodology used; and
 - Recommendations for policy development and improvements in the research methodology.

Structure of the Report

This Rapid Assessment on child labour in the Bahamas starts with a short preamble on tourism to establish its economic importance as well as examine its benefits and challenges. These were among the factors motivating the ILO to examine the worst forms of child labour in tourist and non-tourist economies in the Caribbean. A short summary of tourism in the Bahamas helps to set the research in context and to establish its importance for foreign exchange revenue and employment.

The Executive Summary provides an overview of the context, research objectives, methods, findings, conclusions and recommendations of the study and is designed as a stand-alone document to facilitate wide dissemination of the findings.

Part 1 establishes the international, legal and institutional framework that speaks to the issue of child labour. It examines ILO Conventions No. 138 and No. 182, as well as the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Definitions of the main concepts are provided to clarify activities that could be classified as child labour and the worst forms of child labour. The ILO/IPEC programme is also explained.

Part 2 presents an economic and social overview of the Bahamas and examines the implications for child labour.

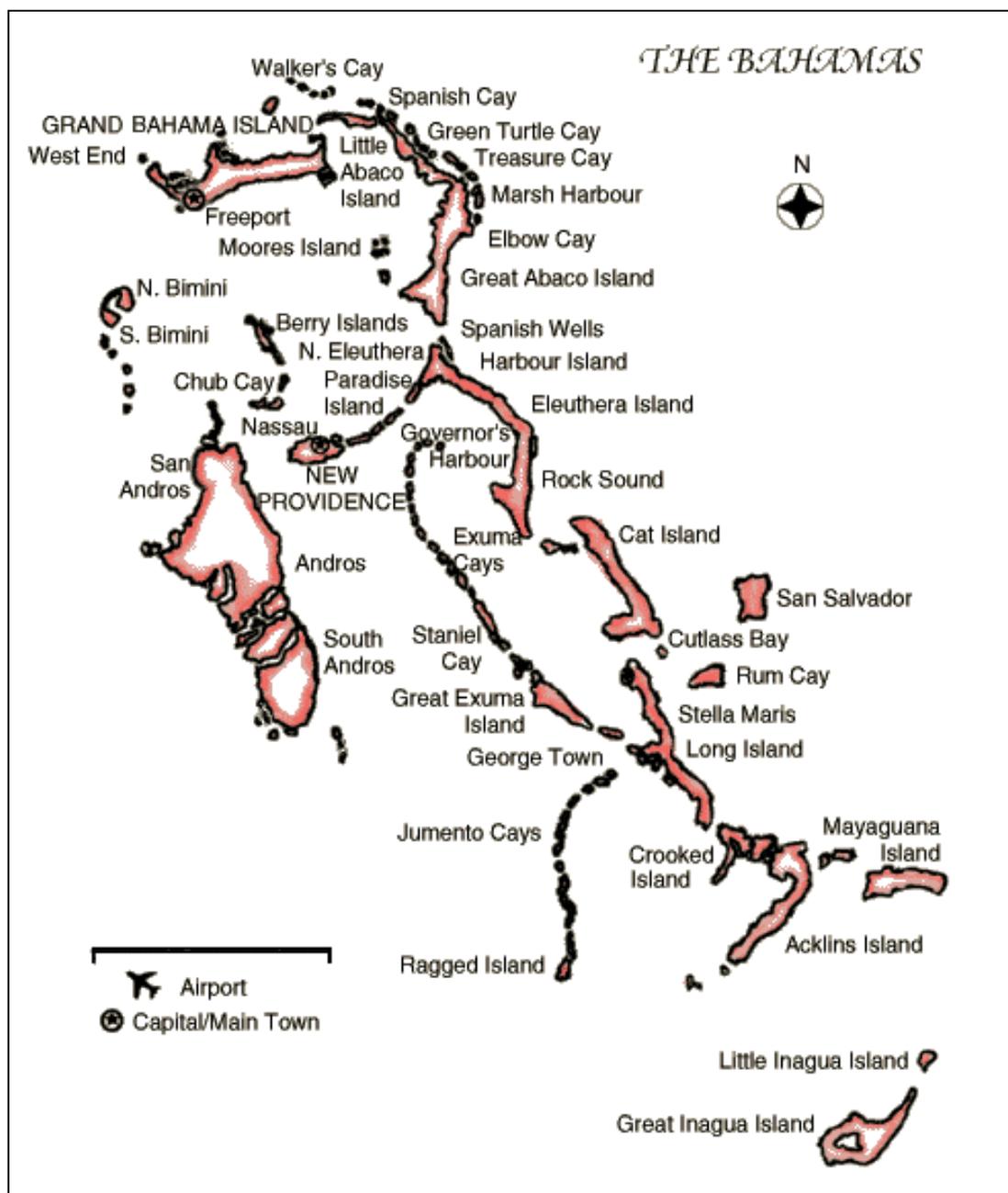
Part 3 provides an overview of the research objectives, methodology, data collection process as well as the scope and limitations of the study.

Part 4 presents the findings on child labour and the worst forms of child labour.

Part 5 presents the Conclusions and Recommendations.

References and an Appendix are provided at the end of the report.

Map of the Bahamas



Preamble

Tourism and Child Labour

This Rapid Assessment on child labour and the worst forms of child labour in the Bahamas, is one of three studies being conducted by the ILO/IPEC Caribbean Programme in the tourist-dominated economies of the Bahamas, Barbados and Tobago. The aim is to compare findings from these studies with those in non-tourism Caribbean economies, to explore emerging issues and to determine appropriate interventions.

This section of the report examines the tourism industry globally and regionally and the niche market referred to as sex tourism. This describes prostitution related to the industry, some of which may involve children. Relevant studies on this phenomenon in the Caribbean are reviewed to build awareness of this emerging body of research and the issues it explores. These studies provide a framework for the current study on a tourism-dependent country.

Tourism is a multi-billion dollar industry globally and a very important industry to Caribbean countries. The region is often perceived as a tropical paradise, to which visitors from all over the world come to enjoy the sun, sea, lush tropical scenery as well as the rich and diverse culture of the Caribbean people. Dunn and Dunn (2002) note that according to the World Tourism Organization, by the year 2000, the industry accounted for 10.5 per cent of all international consumer expenditures, 11.8 per cent of capital investments and 6.8 per cent of all government spending. It provided direct and indirect employment to an estimated 231 million people worldwide and contributed an estimated US\$800 billion in personal and corporate taxes in 1998. The authors further note that:

‘... the wider Caribbean is regarded as one of the most tourism dependent regions of the world, accounting for one in four jobs and close to a quarter of the gross domestic product (GDP). The hospitality industry is the region’s largest earner of legitimate hard currency, from the estimated 12 million stop over visitors and 9 million cruise ship passengers a year. The Caribbean is also the most popular cruise destination globally, with more than 42 per cent of liners sailing the region.’
(Dunn & Dunn 2002, p.3-4).

Jamaican hotelier and former President of the Jamaica Hotel and Tourist Association, James Samuels, also confirms that: ‘within the Caribbean, tourism is our biggest earner, accounting for a third of total output and a quarter of all jobs. Over 45 per cent of export earnings and more than 75 per cent of foreign investments regionally were derived from tourism in the year 2000 and visitors to the Caribbean spent an estimated US\$17.773 billion.’¹ According to Samuels, tourism has the capacity to be heavily integrated into the total economy, through the transportation sector with taxis, tours operators, car rental companies, through the agricultural sector, as well as through accommodation, entertainment, and craft. The industry therefore offers nationals the opportunity to participate in their country’s economic and social development.

¹ Samuels, J. (2002), ‘Integrating People and Tourism: Prospects and Challenges’ in Dunn H.S, and Dunn, L. L, ‘People and Tourism: Issues and Attitudes in the Jamaican Hospitality Industry’, Arawak Publications, Kingston.

How does this essential industry relate to child labour and the worst forms of child labour?

The reality is that there is ‘another side of paradise.’ Sex tourism is part of the global tourism industry. Children are exposed through the Internet, and when tourists visit their country. The majority come as legitimate visitors to relax and enjoy the culture. Some come explicitly for sexual satisfaction, to fulfill erotic fantasies with local adults and paedophiles come for the children.

Research on sex tourism includes a focus on children under 18 years which is the UN definition of a child. This trend has been an area of concern for international agencies such as the ILO, UNICEF and UNIFEM. Guyanese sociologist and gender specialist Kamala Kempadoo in her edited volume, ‘Sun, Sex and Gold: Tourism and Sex work in the Caribbean’ notes that “across the region, sex tourism or tourism-oriented prostitution has become an increasingly important topic of research and discussion due to the growing reliance of national governments on income generated by tourism and tourism-related activities.” This publication brings together findings of a regional research project covering several Caribbean countries that help to fill the information gap. Some studies examine the involvement of children under 18 years. The Bahamas was not included.

What were the underlying motivations of these relationships and what are their origins?

One study on Barbados linked it to male-female relations. Press (1978) wrote of men as ‘hustlers’ – ‘men who received material compensation for the social and sexual services they render to women.’ He described the situation of young black men combing the beaches around tourist resorts, offering companionship to visiting white female tourists for sightseeing, to participate in water sports activity, or to enjoy the night entertainment spots. Sex was invariably involved and the woman was expected to provide some monetary or other benefits to the young man. A trip abroad was sometimes in the offering.² This could relate to the Bahamas as indeed other Caribbean countries.

Kempadoo (1999) links sex work to the tourism industry as an opportunity to explore racial fantasies and desires of clients who develop relationships with local sex workers. She reports that sex tours arranged by travel agency or tour operators that deliberately promote sex as part of the vacation package, had not surfaced in the Caribbean. Instead, beaches, bars casinos and nightclubs within the tourist hotels, function as locations where tourists individually meet sex workers.

Why has this industry mushroomed?

Mullings (1999) writing on ‘Globalization, Tourism and the International Sex Trade’ points to several factors: expansion of this industry as a result of changes in technology since the Second World War; development of jet aircraft; increasing leisure time and disposable income; the expansion of mass-produced tourism services since the 1950s; the deregulation of airline routes in the 1980s and 1990s and the increasing use of the Internet. She further notes that with the growth of the Internet, sex tourism is just one part of a highly segmented and flexible industry providing services such as sex shops, massage parlours, escort services,

² See Kempadoo 1999, pp. 13-14.

cybersex, phone sex, exotic dancing and products such as pornography and sex aids.³ Each of these presents opportunities for the involvement of children under 18 years.

'Sun, Sex and Gold' also provides data on issues relevant to the worst forms of child labour. These include: the trafficking and migration of sex workers from Third World countries to red-light districts in Western European countries since the 1980s. Kempadoo also reports on the impact of STDs and AIDS, and child prostitution. The publication includes studies conducted in the Dominican Republic, Cuba, Colombia, Jamaica and Guyana. These describe the conditions of coercion, violence, and abuse of young women and men under the age of 18 years.⁴ For example, Chapter 7 presents findings of a study on child prostitution in Cartagena, Colombia, which is marketed as a Caribbean destination. The study by Laura Mayorga and Pilar Velasquez, is entitled 'Bleak Pasts, Bleak Futures: Life Paths of Thirteen Young Prostitutes in Cartagena, Colombia. (See Kempadoo 1999, pp. 157-182).

Another study on Barbados by Joan L. Phillips on 'Tourist-Oriented Prostitution in Barbados: The Case of the Beach Boy and the White Female Tourist' reflects activities common in other Caribbean tourism economies.

Kempadoo and Ghuma (1999) examine the situation of children in sex tourism and note the absence of any specific UN conventions to address sex tourism, although a resolution was adopted on '*the sexual exploitation of children and child labour*' at an ILO Tripartite meeting on the *Effects of New Technologies on Employment and Working Conditions in the Hotel, Catering and Tourism Sector held in Geneva May 12-16, 1997*. These writers also note the efforts of the World Tourism Organization (WTO), which adopted a '*Declaration on the Prevention of Organized Sex Tourism*.'⁵

What other studies link children with sex tourism in the Caribbean?

The ILO's Rapid Assessment on Children in Prostitution in Jamaica conducted in 2000 and published in March 2002, identified girls and boys involved in heterosexual and homosexual relationships with both locals and foreigners. Some children used the "Spring Break' Easter holiday in March to interact with North American college students vacationing in the Caribbean. Spring Break activities often include hedonistic beach parties, where alcohol and drugs are used freely, sometimes leading to the destruction of property. As a result, some hotels and guest houses do not accommodate 'Spring Breakers.' Some children and young people used these opportunities to earn quick foreign exchange (p.13). The study also reported the use of children in pornographic productions (photographs, videos and live sex shows). There was evidence of girls aged 13-18 years involved in sexual activities for money and boys aged 14-18 years who engaged in homosexual prostitution linked to the tourism industry.⁶ These studies confirm that children's involvement in sex tourism is not uncommon but part of a growing global trend that has co-existed with the phenomenal growth of the industry.

³ See Mullings in Kempadoo 1999, pp. 55-80, 'Globalization, Tourism and the International Sex Trade.'

⁴ Silvestre et al 1994; O'Connell Davidson and Sanchez Taylor 1996, Fundacion Renacer 1997, Dadds 1998.

⁵ Kempadoo, 1999 'For the Children' pp. 291-308.

⁶ Dunn 2002: p. 16.

Executive Summary

It's Better in the Bahamas! ...700 Islands....Beaches! Food Festivals! Casinos! Dolphins! Atlantis! The Bahamas Tourism advertisements appeal to royalty, romantics and retirees – indeed, anyone seeking relaxation. The islands of the Bahamas offer a variety of holidays for the over 4 million visitors who come each year. Proximity to the United States makes the country a favourite destination for its North American neighbours, and its proximity makes it even more attractive since '911.' Tourism is the life-blood of the Bahamian economy and revenue from the sector contributed to its classification as a high human development country, ranking #33 on the Human Development Index in 2000. Annual per capita income was B\$12,400 (1998) and the Bahamian dollar is on par with the US currency, although income and living standards vary widely. Prosperity and high employment attract migrant workers from neighbouring Francophone and Anglophone countries. Researching child labour amidst such abundance seemed a contradiction. Most Bahamians consulted associated child labour with sweat shops in far away countries.

This Rapid Assessment on child labour in the Bahamas is part of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC). ILO Convention No. 182 on the Worst Forms of Child Labour seeks to eradicate the involvement of children in slavery, prostitution and pornography, illicit activities and hazardous work.

Using the ILO/UNICEF Rapid Assessment Methodology, a five-person research team conducted the field-work between 18-23 August 2002 to determine if there is child labour, and if so, to determine the magnitude, characteristics, causes and consequences. Socio-economic data, policies, laws and conventions ratified were reviewed to determine the level of protection.

Consistent with the decision of local stakeholders who met with the ILO/IPEC officer early in 2002, various locations in Nassau, Paradise Island and Freeport, Grand Bahama, were studied. A convenience/snowball sampling method was used to identify key informants who were consulted through focus group discussions, interviews, semi-structured interviews and observations. Responses were coded to quantify the most common forms of work activity reported and content analysis of interviews and focus group discussions provided important qualitative data. Results were then triangulated to improve the validity of the findings. Orientation and debriefing workshops were held with the research team prior to and after the fieldwork and two Stakeholder workshops were held in Nassau and Freeport respectively. A seven-person Review Team appointed by stakeholders, met on October 4 to provide feedback on the draft report. In attendance were the Minister of Labour, Hon Vincent Peet, Permanent Secretary, Mrs. Thelma Beneby, Mr. Harcourt Brown, Ag. Director of Labour, Mr. Leslie Bowrin, the ILO/IPEC Officer from Trinidad and Tobago, two researchers, (Ms Denise Samuels and Mr. William Fielding) and the ILO Researcher.

Rapid Assessments are quick and inexpensive, but because of their small sample size and non-random sampling method, the findings cannot be generalized. They however provide a 'picture' of the child labour situation and a foundation for more in-depth research.

Persons Consulted

157 persons were consulted, through 68 interviews and semistructured interviews, 9 focus group discussions (including 2 stakeholder meetings) and 34 observations across Nassau and Freeport. Of these 157 persons, 46 (29%) were children and young people under 18 years. Persons consulted also included representatives from health, education, child care services, probation, the police as well as guidance counsellors, trade unionists, labour officers, ministers of religion, employers, parents/guardians of working children and persons working in the tourism industry, including taxi drivers, hotel managers, and jet ski operators.

Main Findings

1. International and Legal Framework

The Commonwealth of the Bahamas has ratified ILO Conventions No. 138 and No. 182 that protect against child labour and the worst forms of child labour. The latter was ratified on June 14, 2001. Other conventions ratified include: ILO Convention No. 10 Minimum Age (Agriculture) Convention (1921) - ratified on May 25, 1976; ILO Convention No. 105 (1957)-the Abolition of Forced Labour Convention - ratified on May 25, 1976; the United Nations Convention on the Rights of the Child (CRC) and the Convention on the Elimination of Discrimination Against Women (CEDAW).

There is a common perception that child labour is non-existent in the Bahamas and the country's Status Report to the ILO on Convention No. 182 stated that 'Child Labour is not pronounced.' The report on Convention No. 10 in 2001 also notes that 'the provisions under Article 2 are not necessary because parents don't use these children for farm work. They too insist that they attend school. This is not a problem in the Bahamas.' No previous studies on this issue were however identified and *although there are laws to protect children, none specifically define the worst forms of child labour and penalties for its violation.*

The institutional framework for governance is very well developed and the country has a strong democracy with electors going to the polls every five years. The last elections were held in May 2002 and a new government was elected. Social Partners help to maintain economic stability and good labour relations. These include the National Congress of Trade Unions, the Commonwealth of the Bahamas Trade Union Congress and the Bahamas Employers' Confederation. The Department of Labour Inspectorate Unit monitors implementation of laws including ILO Conventions No. 138 and No. 182 and the Employment Act among others.

Institutions for law enforcement, justice, crime management, and juvenile delinquency also support monitoring. The AIDS Secretariat, the Bahamas Family Planning Association and other institutions related to drug prevention, youth development, social service and a range of other civil society groups implement programmes that enhance the well-being of Bahamians.

2. Socio-economic Context

Bahamas is ranked as a high human development country, (#33 on the Human Development Index) with a per capita income of US\$12,400 in 1998, GNP of US\$3.5 billion dollars, annual growth of 0.8% between 1990-1998, and a low annual rate of inflation of 2.9%. These indicators, combined with high earning from tourism and other industries including offshore banking, suggest that child labour is not likely to be a major problem. Completion of the first Bahamas Survey of Living Conditions at the end of 2002 should provide a profile of poverty

and help to identify at risk groups for policy and programme intervention. Despite the strong economy, high income, low unemployment rate of 6.9% in 2001 and good infrastructure for health, education and social services, there is social inequality which means that there are pockets of poverty which increase the risk of child labour. Materialistic values also raise this risk.

3. Magnitude of Child Labour

From the 157 persons consulted, the RA received 189 reports of working children and identified a range of economic activities that were suggestive of child labour and the worst forms of child labour. These were associated with tourism, the drug trade and the informal sector. Of these 189 activities, 109 (57.7%) were in vending, trades, services and assistance with family businesses. These are areas for further research to determine the magnitude of child labour.

Of the 189 activities reported, 52 were associated with the worst forms of child labour. There were four (4) reports of sexual exploitation of children through incest. This represented 8% of these 52 cases. This author maintains that incest is to be considered a form of modern day slavery because the child (usually a girl) is economically and sexually exploited and held hostage because of the family's dependency on the abuser, who is usually a male relative. Data from the Ministry of Health indicate that incest and other forms of child abuse are being addressed as a serious problem.

There were 35 activities (67%) associated with sexual exploitation through prostitution and pornography. These included reports of 'Sweetheart' relationships between older men and young women, some of whom were school girls below the age of consent and a few as young as 12 years. Others related to prostitution rings in some high schools, girls posing for nude photographs in exchange for money and food; girls performing oral sex on beaches and in school bathrooms for money; high levels of teenage pregnancy for older partners; and school girls involved in exotic dancing at strip clubs. There were a few reports of young males and females in homosexual relationships with adults.

There were nine (9) activities (17%) associated with illicit activities such as children selling drugs in school as well as on the street, and working as 'look outs' to warn when the police are coming. The pattern emerging from the reports is that children (usually boys), start by working as lookouts, graduate to 'holding' drugs' for a dealer, to 'dropping off' drugs, working on a 'go fast' boat and may end up trafficking.

There were four (4) activities (8%) associated with children in hazardous work. In most cases, this involved working long hours which made them tired or unprepared for school, exposed them to danger as they had to get home late at night after work, or working in precarious situations where they could get hurt. For example, small children selling newspapers or food on a busy street could be hazardous. There were also reports of children with gambling problems.

In addition to the 52 cases, there were 28 work activities linked to tourism.

4. Characteristics

Age and Sex: The economic activities ranged from age 7-17 years. The youngest age reported was a seven-year-old boy driving a horse and carriage in Nassau. For the worst forms of child labour, the youngest children were girls aged 12 years, sexually exploited through prostitution.

Education: Work adversely affected children's education, school attendance and reduced their readiness for school. Long hours during the week and on weekends made them tired and unable to complete homework assignments and generally distracts them from focusing on school. Reports also suggested that some children leave school early and rush to get to work on time.

Gender influenced the type of work done by boys and girls and was consistent with occupational stereotypes. Boys worked in 'public' spaces' and were involved in 'male' activities such as tyre repairs, car washing, gardening, in gas stations as attendants, or as assistants in trades such as roof repairs and construction. A few worked part-time as drivers for tourist horse and carriages, assistants to bus drivers and one boy worked as a ferry captain. Boys were also involved in outdoor economic activities related to the sea such as cutting and selling sea sponges, cleaning and selling conch, craw fishing and crabbing. Crab is part of the national dish and children's work involved feeding, caring, cleaning and selling crabs year round.

Boys and girls both worked as grocery packers and trolley drivers at supermarkets, dishwashers and water boys in restaurants and as newspaper vendors. Many girls worked as assistants in straw markets, clothing stores, or in food vending businesses of family members.

Family Background: Several came from poor single parent households while others came from two-parent families in which both adults worked in two and three jobs for either economic reasons or to maintain a desired lifestyle. Some families were also involved in drugs.

Community Setting: In Nassau, the working children reported that they lived: 'Over the Hill'; Bain Town, Grants Town; Wulf Road area, Carmichael Road, Rodney Street, Bain Town. Nassau Village, Soldier Road, Wilson Track, Union Village, Pinewood Gardens and Newbold Street.

In Freeport children reported that they came from Eight Mile Rock and Pinders Point, (a low-income area outside of Freeport, that is populated mainly by Haitian immigrants or their descendants).

Working Conditions: The Rapid Assessment was unable to establish details of the 'working conditions' of children involved in activities associated with prostitution, pornography and the drug trade which require more in-depth research. But concerns emerging were: irregular payments; low remuneration; non-payment; reliance on tips rather than a basic wage; wages lower than the minimum wage; and long, late hours during the school week. Some children complained of boredom and reported both good and bad treatment from adults.

Income: Earnings were related to the type of activity, and work associated with the worst forms of child labour paid more than regular work activities. For example, supermarket

packers could earn approximately \$40 in an evening for approximately 5-6 hours work. Girls working in the straw market earned a minimum of \$15 weekly, while the 7-year-old buggy driver earned \$20 day. Boys could earn from \$100 as lookouts, to \$100,000 for a job on a 'go fast' boat.

Attitudes and Aspirations: Children appeared to accept work as part of the norm and some may have been working as it was the norm. There was also the attitude that this was a means to an end which was to acquire material goods for a particular lifestyle. Children also had aspirations, although their career goals were less well-developed than those of children in the other two countries studied - Barbados and Tobago. This suggested that they could get by on what they were doing, thus postponing long-term career planning.

5. Causes

Materialism: Ironically, the consequence of high incomes and easy employment opportunities may push some Bahamian citizens to acquire as much wealth as possible and children are caught in this cycle. Materialistic values and the desire for a wealthy designer lifestyle were associated causes for some children. Bahamian youth were strongly influenced by some North American practices which served as a 'push' factor for child labour. Reports indicated that some children worked to meet the costs for their US-style high school prom, which in some cases exceeded \$2,000 for limousine rental, rental of tuxedos, gown, photography, personal grooming and dinner. Teachers and guidance counsellors reported that some children placed a greater value on going to the prom than walking up at graduation. Many regarded it as an event for the parents to outdo themselves. There were reports of boys stealing and girls engaging in prostitution to cover the cost of the prom. Children also placed a high value on wearing designer clothing and driving trendy, expensive cars.

A guidance counsellor in Freeport estimated that only 20-30% of all children work out of economic necessity as the economy is good. The others work to have money for shopping trips to the USA, to have/afford whatever is desired without parental consent, or to avoid boredom. She noted that a child begins working on weekends but soon incorporates weekday evening hours and said there had been an increase in the number of working children in the last seven years. Some children work to buy cell phones. "Only \$200" according to one boy in Nassau... Items of clothing like khaki Dockers pants for school, and name-brand tennis shoes were some of the motivating causes. Some children desired economic independence and control over decision-making. Earning their own money enabled them to acquire things they valued which their parents could not or would not provide.

Poverty and other factors: Poverty, family crises, poor parenting and inadequate awareness of children's rights were some of the other causes of child labour. Children from poor backgrounds were often motivated by economic needs and were working to support themselves, parents and siblings. In a few reported cases, children of drug abusers were neglected and with roles reversed, the child worked to support the family.

6. Consequences

Education at risk: Poor academic performance was one unfortunate consequence of early employment. Reports suggest that for most children, their grade point averages trend downwards when they start to work, even if they attend school regularly. Although a few

children managed to balance school and work successfully, the majority of those who worked were affected by low attention span, tiredness, lack of preparation for the class and incomplete assignments, which increased the likelihood of dropping out of school. Reports also suggest that students tend to work part-time while in school and shift to full-time employment and pursue advanced studies later in life.

Health at risk: A review of relevant literature indicates that incest and sexual abuse can contribute to loss of self-esteem and self-confidence, as well as create psycho-social problems, and sexual promiscuity. Incest increases the risk of genetic disorders and disabilities as evidenced in reports from two islands. Sexual exploitation also increases the risk of teenage pregnancy which can perpetuate the cycle of female poverty and increases the risk of HIV/AIDS.

Teen parenting may also contribute to poor parenting, child abuse and adversely affect the emotional, physical or psychological development of young children. While the PACE programme now gives teen mothers the opportunity to complete their education, reports indicate that they occasionally miss school when a child is ill, and this affects their academic performance.

Loss of Childhood: Guidance counsellors report a change in the behaviour of working children such as ‘mannishness/womanishness’ where the child no longer wishes to be told what to do by an adult because they are already making decisions independently. Some lose interest in school as they can earn income without a 12th grade education. Other consequences are that responsibility for household maintenance is forced or assumed. In addition, some work exposes children to dangerous people and situations. There is also loss of childhood fun and enjoyment.

Tourism: The availability of jobs at lower levels of the industry may be a disincentive for young people to perform well academically. This will have a negative effect on their ability to pursue tertiary level tourism studies, which would accelerate their career opportunities in the industry and expand the range of specialist skills required in the sector.

National Development: Trade, economic development and labour standards may be undermined if the problem of child labour expands, because the quality of human capital and the quality of life are likely to decrease. This would be undesirable as the country’s ability to survive in a globally-competitive environment could be affected.

7. Conclusions

Material values, a desire to maintain a ‘designer lifestyle’ emerged as the main reasons why children work, although some children work to meet basic needs. Tourism and related industries provide ample opportunities for children to work in the informal sector, and peer pressure is reducing the age at which they start to work. Legal loopholes, inadequate monitoring of school attendance and the informal sector, as well as a general tolerance of children working, together create an ‘enabling environment’ for child labour. Poor values and inadequate awareness and respect for laws and the rights of children, contribute to the worst forms of child labour.

While the Rapid Assessment identified several important issues, it underscored the need for more in-depth research, institutional strengthening, as well as public education and training,

to ensure that the country's high human development is sustained, wealth is more equitably distributed and the return on investments in education, health and tourism, are guaranteed.

8. Recommendations

- Establish a *national committee* comprised of all social partner groups and civil society, to develop an action plan to eliminate child labour in the Bahamas.
- Organize follow-up *research* studies to determine the magnitude of child labour and the worst forms of child labour as well as the impact of the tourism sector and child labour on children's educational achievements and aspirations.
- Strengthen the *legal and policy framework* to better define child labour, the worst forms of child labour, hazardous work and the minimum age for work.
- Improve *monitoring and coordination* among social sectors as well as surveillance of children and families at risk.
- Utilize the findings of the Survey of Living Conditions to *target interventions* to families and children at risk of child labour.
- As poverty is gendered, strengthen programmes to reduce teenage pregnancy and promote gender equity in employment, so as to improve the income of women who are single heads of households. Expand programmes on male responsibility, HIV/AIDS, parenting, education and family life education to empower fathers to contribute to the basic needs (and rights) of their children and plan their families.
- Organize *public education and training programmes* for various stakeholders, to build awareness of ILO Conventions No. 138, No. 182, the UN Convention on the Rights of the Child and CEDAW as well as parenting skills. A programme on values and morals for national development should also be considered.
- Organize *support programmes for children and their parents* including employment for unemployed parents.
- Improve *collaboration and networking* to eliminate the worst forms of child labour across the Caribbean region.

9. Recommendations to improve the RA Methodology

- Simplify data collection instruments used and review use of the term child labour for data collection as it creates a communication barrier
- Encourage strong stakeholder involvement in the research process including participation in the collection and analysis of secondary data to build a local database.
- Train local researchers as they are a valuable source of knowledge and action.
- Review expectations of the ability of the Rapid Assessment to provide meaningful quantitative data as it is a qualitative research method.

1. International, Legal and Institutional Framework

1.1 International Framework

Four main international Conventions establish a framework to eliminate child labour and the worst forms of child labour. These include:

- ILO Convention No.138 (1973) that establishes a minimum age for work;
- ILO Convention No.182 (1999), which seeks to eliminate the worst forms of child labour.
- The UN Convention on the Rights of the Child (1989), especially Article 32 aimed at the elimination of child labour and protection against sexual exploitation.
- The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979), which protects the rights of the girl child from sexual exploitation, which is one of the worst forms of child labour.

1.2 Definitions

The ILO does not consider all work done by children to be child labour. Child labour is work that deprives children of their childhood, their potential, their dignity and that is harmful to their physical and mental development. ILO Convention No. 138 sets out minimum ages for admission to employment or work. (See Table 1).

Table 1: Minimum ages according to ILO Convention No. 138

| General minimum age | Light Work | Hazardous Work |
|--|------------|--|
| In general | | |
| Not less than compulsory school age, and in any case not less than 15 years | 13 years | 18 years (16 years under certain strict conditions) |
| Where the economy and educational facilities are insufficiently developed | | |
| Not less than 14 years for an initial period | 12 years | 18 years (16 years under certain strict conditions) |

ILO Convention No. 182 (Article 3) defines the worst forms of child labour as:

- all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage, serfdom, forced or compulsory labour or the forced or compulsory recruitment of children for use in armed conflicts;
- the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- work which, by its nature or its circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

ILO Convention No. 182 requires tripartite consultations to define and list what is considered 'hazardous work.'

ILO Recommendation No. 190 provides that the following should be considered in determining hazardous work:

- Work which exposes children to physical, psychological or sexual abuse;
- Work underground, under water, at dangerous heights or in confined spaces;
- Work with dangerous machinery, equipment or tools;
- Work that involves manual handling or transport of heavy goods;
- Work in an unhealthy environment which may, for example, expose children to hazardous substances, agents or processes or to temperatures, noise levels, or vibrations damaging to their health;
- Work under particularly difficult conditions such as work for long hours or during the night or work where the child is unreasonably confined to the premises of the employer.

1.3 Implications of Ratification

Ratifying ILO Convention No. 182 requires countries to 'take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency.' The Convention and accompanying Recommendation No. 190 include measures such as the following:

- Prevention and rehabilitation of children involved in the worst forms of child labour and monitoring their progress.
- Developing action programmes for the prevention, removal, rehabilitation and social integration of children through measures to address the educational, physical and psychological needs of children.
- Giving special attention to vulnerable groups such as younger children, the girl child, children in hidden work situations; children with special vulnerabilities or needs.
- Cooperating with and assisting other states.
- Compiling and updating detailed information and statistical data on the nature and extent of child labour to serve as a basis for determining priorities for national action for the abolition of child labour, particularly for the prohibition and elimination of the worst forms as a matter of urgency.

1.4 The ILO/IPEC Child Labour Programme

The ILO's International Programme for the Elimination of Child Labour (IPEC) includes:

- A ratification campaign for Convention No. 182
- Research, awareness and mobilization
- Technical assistance
- Action for equitable and sustained development.
- The Statistical Information and Monitoring Programme on Child Labour (SIMPOC)

Against this background, the ILO through IPEC/SIMPOC, has been undertaking thirty-eight Rapid assessments of the worst forms of child labour in twenty countries and one border area. These investigations are being made through application of the Rapid Assessment

methodology prepared by the ILO and UNICEF. The overall objectives of the programme are to:

- produce and make publicly available, quantitative and qualitative information related to the worst forms of child labour in the selected investigations;
- describe the magnitude, character, causes and consequences; and
- validate and further develop the body of methodologies-especially the ILO/UNICEF Rapid Assessment methodology on child labour for investigating the worst forms.

Rapid assessments are uniquely suited to meet these objectives. Balancing statistical precision with qualitative analysis of rapid assessments provides policymakers with insights into the magnitude, character, causes and the consequences of the worst forms of child labour quickly and cheaply. These insights can then be used to determine strategic objectives for the elimination of the worst forms of child labour in each country or region, to design and target policy packages and to implement, monitor and evaluate those programmes.

1.5 Conventions Ratified by the Commonwealth of the Bahamas

Bahamas has ratified the following important Conventions:

- ILO Convention No. 138 concerning Minimum Age for Admission to Employment (31/10/2001)
- ILO Convention No. 182 concerning the Worst Forms of Child Labour (14/6/2001)
- ILO Convention No. 29 and No. 105 on the Abolition of Forced Labour (25/05/1976)
- The UN Convention on the Rights of the Child (30/10/1990)
- The UN Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) (November 5, 1994).

1.6 Legal Measures to Protect Against Child Labour

The United Nations defines a child as a person under 18 years.

The country's Status Report to the ILO on Convention No. 182 'the Worst Forms of Child Labour' confirmed that '*Legislation to give effect to this Convention and Convention No. 138 are contained in the Employment Protection Act 2001 – Part X specifically.*' It noted that the Constitution also provides protection for children. The country had had no direct involvement in the IPEC programme 'primarily because Child Labour is not pronounced.'

As previously indicated, the Employment Act (2001) is designed to protect against child labour. Chapter 27, Part X, defines a 'child' as 'any person under the age of 14 years of age.' A 'young person' is defined as 'a person who is 14 years and upwards and under the age of 18 years.'

- Section 50 (1) states that 'a child shall not be employed in any undertaking except as expressly provided in the First Schedule.
- Section 51 states that a child or young person shall not be employed in any work to be performed during any hours during which any school at which the person is a pupil is ordinarily in session, or during such other periods as may prejudice his attendance at such school or render him unfit to obtain the full benefit of the education provided for him.

- Section 52 (1) states that ‘If any person employs a child or young person contrary to any of the provisions of this Part, he shall be liable to a fine of one thousand dollars.
- Section 52 (2) states that ‘If any parent or guardian of a child or young person has consented to the commission of the alleged offence by willful default, or by habitually neglecting to exercise due care, he shall be liable to the like fine.’
- Section 53 outlines the liability of the agent or employer.
- Section 54 protects against false certification or representation as to age.
- Section 56 protects children under the age of sixteen years from working on any ship unless it is on a ship on which only members of the same family are employed or a ship that is *within the waters of the Bahamas*.
- Section 57 (1) protects children from night work (those under 14 years).
- Section 57 (2) Allows a young person (14-18) to work under certain conditions:
 - Not more than three hours in a school day. (8:30am - 4:00pm).
 - Not more than twenty-four hours in a school week (implies Monday to Friday).
 - Not more than eight hours in a non-school day, (implies Saturday or Sunday).
 - Not more than forty hours in a non-school week (holidays).

The First Schedule Employment of Children (Section 50), states that for a period of five years from the coming into operation of this Act, a child may be employed in the following undertakings: **grocery packers, gift wrappers, peanut vendors, newspaper vendors.**

The Second Schedule (Section 57) **Employment of Young Persons in Night Work** states that a young person may be employed in the following undertakings: **hotels, restaurants, food stores, general maintenance stores and gas stations.**

The Third Schedule (Section 80) repeals Chapter 291 Employment of Children Prohibition Act and Chapter 292 Employment of Young Persons Act.

‘Night work’ is described in the Act as any time between the hours of eight o’clock in the evening and six o’clock in the morning.

Young people over 14 can therefore legally work after 8 pm for up to three hours on a school day, up to 24 hours in a school week, up to eight hours during a non-school day, and 40 hours during a non-school week.

Employment Protection

In reporting to the ILO on the application of ILO Convention No. 10 Minimum Age (Agriculture) in 2001, the Bahamas noted that the provisions under Article 2 ‘are *not necessary because parents don’t use these children for farm work. They too insist that they attend school. This is not a problem in the Bahamas.*’

Compulsory Education

Legislation provides compulsory education to age 16 years.

Protection from Sexual Exploitation

Laws protecting children from sexual exploitation include:

- The Incest Act

- The Sexual Offences Act which makes it illegal to have sexual intercourse with a girl or boy below the age of 16 years.

1.7 Legal Gaps

The Employment Act provides some protection against Child Labour and the Worst Forms of Child Labour, but appears to have loopholes, which could limit its effectiveness. The Act could be interpreted to mean that:

- a. A child (any person under the age of fourteen years) CAN work as grocery packers etc. A five year old could technically seek employment as a packer in a grocery store and sell newspapers.
- b. Young persons (aged 14 -18 years) CAN work in restaurants etc between eight o'clock in the evening and six o'clock in the morning, as long as they work no longer than three hours on a school night or nine hours between Saturday and Sunday. The Act would therefore be seen to sanction a 14 year old girl or boy, leaving home to start work at 8:00pm and leaving work after 10:00pm to return home. As many children get home on their own, either getting a ride or walking home at night and this exposes them to risks.
- c. The Third Schedule could contradict Section 51 which is aimed at the prohibition of employment during school hours. Working late could "prejudice his (or her) attendance" or "render him (or her) unfit to obtain the full benefit of the education provided for him (her)."
- d. Section 56 (a) suggests that parents who have a boat, can take their 16 year old to fish at night between 8:00pm and 6:00am as long as it is for no more than three hours.
- e. Section 56 (b) suggests that a young person from age 16 years can work on any ship as long as it is within the waters of the Bahamas. This is a wide loophole and could include a go-fast boat with drugs! Clearly that was not the intention.
- f. Most importantly, the Act does not specifically define 'child labour,' the 'worst forms of child labour' or 'hazardous work.' This leaves children exposed to 'slavery', prostitution, illicit activities and hazardous work. Legislation should be considered to bring existing laws in line with the ILO's definitions.

1.8 Institutional Measures to Protect Against Child Labour

There are many institutions that provide for education, health, social services, security and justice, youth development and poverty alleviation. These are examined in more details in the next chapter. Community Policing is a preventive strategy which also helps to ensure that police officers are active in schools, youth clubs, and communities to liaise with residents including youth.

1.9 Institutional Gaps

- Inadequate centralization of statistics across related sectors such as education, health, social services, probation, the police and justice system, limits the country's ability to identify and monitor children at risk of child labour and the worst forms of child labour.
- Lack of a specific public education programme on ILO Convention No. 182 limits the ability of institutions and communities to identify and effectively monitor child labour as well as change attitudes and behaviour.

2. Economic and Social Overview of the Bahamas¹

2.1 Geographic Profile

The Commonwealth of the Bahamas is an archipelago of 700 islands located 55 miles southeast of Florida on the southeastern coast of the United States. The country occupies a total land mass of 5,382 sq. miles scattered across 80,000 sq. miles of the Atlantic Ocean. The 2000 Census reported a total population of 303,611 in the Bahamas. Over 95% of the population lives on seven islands. The two major population centres are Nassau, the capital which is located in New Providence and Freeport, located on Grand Bahama. New Providence is the most densely populated island with 2655.4 persons per square mile. The population of these two islands constituted 69.7% and 15.4% of the total population of the Bahamas. The other populated islands and cays are called Family Islands. The proportion of the total population living on the Family Islands declined from 24.56% in 1970 to 16.5% in 1990 and then to 14.9% in 2000.

According to the 2000 census, 86,648 persons are between 5-19 years, representing 28.5% of the population. Of these, 19.8% are between 5 and 14 years. Females constituted 51.3% of the general population.

Climate: The climate is tropical marine moderated by warm waters of the Gulf Stream. Temperatures seldom fall below 60 F (14C) or exceed 90F (29C). This makes the Bahamas extremely attractive to visitors from cold climates and tourism is a year round industry. The islands are prone to hurricanes and tropical storms that cause flooding and wind damage.

Communications: The islands have good sea, air and ground transportation links. There are three sea ports in Nassau, Freeport and Matthew Town (Great Inagua); 60 airports, commercial transport in major centres, and 2,400km of highways of which 1,400 km are paved.

Regular and cellular telecommunications services are provided by Batelco, a government-owned company and there were over 120,000 hard line telephone subscribers at the end of 2001 and 64,000 cellular subscribers at the end of 2001. Major centres also have Internet connectivity.

There is universal access to radio through three AM and six FM broadcast stations. National television coverage is restricted and does not cover all the Family islands but Cable Bahamas- a privately owned TV company and privately-owned satellite dishes provide access to US cable channels in all the islands. There are also four privately-owned newspapers with nationwide circulation.

Governance: The Bahamas gained independence from the United Kingdom on July 10 1973 and the country is governed by a parliamentary democracy based on the Westminster Whitehall model with a Governor General who represents the Queen, a bicameral legislature including an elected House of Representatives and an independent Judiciary. The Government is headed by a Prime Minister who is also a member of the legislature. The last elections were

¹ Source: Annual Report of the Chief Medical Officer 2000: Draft Report, MOH (2002).

held in May 2002. A local government system operates in the Family Islands with locally elected district councils and a central council. The local government system facilitates community participation in governance.

2.2 Socio-Economic Profile

The Bahamas is ranked as a high human development country by the UNDP, placed at #33 in the Human Development Index in 2000. Tourism and offshore banking are the most important economic sectors. The other industries are cement, oil refining and transshipment, salt production rum, aragonite, pharmaceuticals and spiral welded steel pipe. Industry accounts for 5% of GDP and agriculture accounts for 3%-4% of GDP. Agriculture is dominated by small-scale producers whose main products are vegetables, poultry and citrus. In 1997, 92% of GDP was derived from services.

Tourism: Tourism and tourism-related commerce account for 50% of GDP (directly and indirectly) and 60% of employment. Tourism has grown from a seasonal industry in the 1930s to a vibrant business on a year round basis. The industry has expanded rapidly since the 1960s following the termination of diplomatic relations between the USA and Cuba as American visitors came to the Bahamas instead. A Development Board was established in the 1950s and the industry has grown considerably since then. 'The Bahamas in Statistics 2001', notes that over 4.2 million people visited the Bahamas in 2000, representing growth on previous years. Of these, 1.4 million arrived by air and 2.2 arrived by sea. Total stopover visitors in the same year were 1.4 million (preliminary estimates) and 1.7 million cruise visitors. The main market continues to be the United States, but visitors come from many other countries in a steady flow throughout the year. Total visitor expenditure was approximately B\$1.2 billion. Hotel Atlantis is reportedly the second largest employer of labour after the government and employs 6,000 persons, of which 99% are Bahamian.² In addition the hotel creates several backward linkages to the economy, which provide employment for a range of nationals through subcontracting supplies and services.

There are seven (7) commercial banks, 235 Public Banks and Trust Companies, and 119 Restricted Banks and Trust Companies.

Consumption Per Capita

The Bahamian dollar is on par with the US dollar and the country has the highest per capita income in the English-speaking Caribbean, which was US\$12,000 in 1998 and US\$16,131 in 2000. In 2000, average household income was B\$38,995 for all of the Bahamas, B\$38,215 in New Providence and B\$38 492 in Grand Bahama.

Employment and Labour Force

The labour force also provides valuable information on the likelihood of child labour as it gives estimates of the number of persons working. The assumption is that high employment should reduce the risk of child labour.

Service industries including the public sector, tourism banking and insurance, fishing and agriculture employ approximately 80% of the labour force.

² Interview with Mr Ed Fields, VP for Public Relations, Sol Kernel International.

According to the Labour Force and Household Income Report 1999:

- The *working age population* was 205,260 (68.8%).
- The *labour force* (economically active population) was 157,640 (76.8%) and 145,350 (92.2%) of these were employed. Some 12,290 (7.8%) were unemployed which is a starting base for estimating families at risk of child labour.
- The *Economically inactive* population (not in labour force) was 47,620 (23.2%). Of these 16,235 (34.1%) were students; 11,265 (23.7%) were housekeepers, 11,555 (24.3%) were retired and 5,145 (10.8%) were discouraged. There were 3,385 others (7.2%).
- *Labour force participation rate* of males was 83.1% and 70.9% for females. This shows a significant gender gap in labour force participation, which has negative implications for child labour as it raises the risk factor for children in single female-headed households.
- The *total labour force* in New Providence (NP) was 113,240 of which 57,920 were males and 55,320 were females
- The **All Bahamas Unemployment rate was 7.8%** (6% males and 9.7% females) In NP it was also 7.8%, consistent with the national average, but unemployment among men was 6.5% and among women was 9.1%, suggesting higher risks for women and children.
- In *Grand Bahama* the unemployment rate was higher at 9.5% with 4.8% males and 14.5% females. This could reflect the situation of groups of poor immigrants.
- The *employed labour force in NP* was 104,440 of which 54,155 were males and 50,285 were females.
- In *GB* the *employed labour force* was 21,625 of which 11,690 were males and 9,935 were females.
- *Unemployed labour force in NP* was 8,800 (3,765 males and 5,035 females). In *GB* unemployment was 2,275, of which 590 were males and 1,685 were females.

Children of unemployed, single female heads of households are at greater risk of child labour linked to poverty. These numbers are however small in relation to the overall population.

The impact of having fewer women active in the labour force increases the risk of child labour if the majority are young single female-headed households. These tend to be poorer and experience higher levels of unemployment.

Poverty

There was limited information available on poverty. A major development was the first Bahamas Living Conditions Survey slated for completion in December 2002. This will provide valuable information on vulnerable groups within the Bahamas; establish a poverty line and the proportion of persons living below the poverty line.

The Department of Statistics indicates that in 1997, 7.2% of the country's 72,330 households stated that they earned less than B\$5,000; 16.6% earned less than B\$10,000 and nearly three-quarters earned less than B\$40,000. Children in households earning below B\$5,000 are likely to be at a high risk for child labour.

Education Profile

According to the Annual Report of the Chief Medical Officer 2000 (Draft), (2002), the Bahamas enjoys universal access to all essential services including health, education and

housing. Approximately 35% of the national recurrent budget is allocated to the social sectors. Education is compulsory to age 14 years and was scheduled for revision to age 16 years in 2002. The combined primary, secondary and tertiary **gross enrolment ratio was estimated at 74% in 1999** according to a PAHO report. In the 1999/2000 academic year there were 201 schools and total enrolment in all schools was 66,310. Some 74% were in the public schools where the pupil teacher ratio was 1:17. In the 1997/98 academic year the total enrolment in primary and secondary schools was 55,252, of which 49.3% were females. Tertiary education is provided by the College of the Bahamas which is government-owned as well as a number of private institutions which offer associate and bachelor degrees. Selected masters degrees are available through affiliation with some universities in the USA. In 1999, the adult literacy rate was 96.7%.

In 2001, enrollment in education institutions was as follows:

| | |
|-------------------|--------|
| • Primary/All Age | 42,839 |
| • Secondary | 23,401 |
| • Total | 66,240 |

Enrolment and attendance data for each level of education would be needed to determine the percentage of children at risk of child labour and these were not available at the time of writing.

2.3 Social and Health Indicators ³

- Life expectancy is 70.7 years for males and 77.3 years for females (2000 census).
- Percent of population under 15 years was 29.4% (Census 2000.)
- Percent of population 15-64 years was 64.9%.
- Percent of population 65 years and over was 5.2%.
- Annual population growth was 1.8% (Projected mid-year population in 2001)
- Live births per 1,000 was 17.4 (2000 Census).
- Deaths per 1,000 population was 5.3 (2000 Census)
- The Infant Mortality Rate per 1,000 was 14.8 (2000 census).
- Physicians per 1,000 1.6
- Dentists per 1,000 0.3
- Registered Nurses per 1,000 2.3
- Trained Clinical Nurses per 1,000 1.6
- Hospital per 1,000 3.6

There is a National Health Policy and a Health Services Strategic Plan which has 13 strategic goals. Health delivery is through 117 government facilities: 3 hospitals, 55 polyclinics and 59 satellite clinics.

School and Adolescent Health, Tourist Health and HIV/AIDS are among the 18 priorities of the health programmes. Among the country's major achievements has been decreasing the HIV/AIDS mortality rate from 97.2% per 1,000 in 1996 to 80.4% per 1,000 in 2000. Total

³ Source: Bahamas in Figures 2001

expenditure on health as a percentage of GDP was 2.9% in 1999. Per capita public expenditure on health was US\$434.60. (Annual Health Report 2000, p.68).

2.4 HIV/AIDS

According to data from the Health Information and Research Unit, as of 1995, about 88.4% of HIV is spread through heterosexual contact, 2.5% through bisexual contact, 1.1% through homosexual contact and 8% through vertical transmissions. From 1986-2000 a cumulative total of 4,537 persons tested positive for HIV without symptoms of AIDS. The female to male ratio is 1:1 *but in the 10-19 year age groups, two to four times as many females as males have been infected*. In older groups twice as many males as females have been infected. The age group 15-49 years constitutes 82.7% of all infected persons. The report notes that:

- a) the younger age of females may be due to early sexual maturity and activity, higher male to female transmission efficiency or preference of older men for younger women.
- b) About 6.3% of reported HIV infected and 6.0% of AIDS persons are aged less than 15 years.

From 1985 to the end of 2000 a cumulative total of 3,810 cases were reported. Cumulatively 71% of all reported AIDS cases had died at the end of December 2000. Unlike HIV, affected AIDS patients comprised 39.4% females and 60.6% males. Nearly 81% of total AIDS patients have been Bahamians. However, twice as many female adolescents as male adolescents have been affected. Most of the patients who died from AIDS resided in New Providence (86.4%) and 6.1% in Grand Bahama, 2.3% in Eleuthra (including Harbour Island and Spanish Wells), 2.1% in Abaco and the remaining 3.1% in other Family Islands.

The data have been included to highlight the risks associated with the commercial sexual exploitation of children, which is one of the worst forms of child labour.

The Ministry of Health, the AIDS Secretariat and the Bahamas Family Planning Programme provide a wide range of innovative programmes aimed at educating the population on healthy lifestyles.

2.5 Child Abuse

Table 2: Cases of Child Abuse by type, age group and sex in New Providence 1997-2000

| | Age | Age | Age | Sex | Sex | |
|----------------|------|------|-------|------|--------|------------------|
| Types of Abuse | 0-5 | 6-11 | 12-18 | Male | Female | Total # Involved |
| Physical abuse | 26.4 | 35.3 | 32.4 | 41.8 | 58.1 | 877 |
| Sexual abuse | 20.4 | 34.1 | 38.7 | 17.4 | 83.1 | 201 |
| Incest | 28.4 | 30.9 | 37.4 | 15.8 | 84.1 | 362 |
| Verbal Abuse | 21.0 | 25.0 | 38.0 | 33.0 | 67.0 | 24 |
| Abandonment | 62.1 | 17.3 | 10.5 | 59.3 | 40.3 | 127 |
| Neglect | 41.5 | 31.4 | 9.7 | 45.5 | 54.2 | 2112 |

Source: Department of Social Services

Approximately 26.5% of total reported cases of incest and sexual abuse during 1997-2000 were in the age group 0-5 years. The data confirmed that with the exception of abandonment, girls were more likely than boys to be victims of all other forms of abuse. They were most at

risk of sexual abuse and incest and these two forms of abuse increase with age. (See Draft Annual Report 2000, MOH, p.56). A Suspected Child Abuse and Neglect (SCAN) Programme was started at the Princess Margaret Hospital in July 1999 to provide coordinated comprehensive and multidisciplinary approaches to the management of suspected child abuse and neglect. According to the MOH report, a core team comprised of a nurse coordinator, hospital social workers, child protection services officers, a Criminal Investigations Department (CID) Officer and some physicians as well as a SCAN Advisory Committee are based at the Hospital. The team has developed and been evaluating a protocol for the management of alleged sexual and physical abuse cases of children under 12 years.

A National Youth Health Survey (1997) in New Providence revealed that in the preceding year:

- 11.6% of students has attempted suicide
- 32.3% (24.9% females and 39.6% male) had drunk alcohol
- 8.0% had smoked marijuana
- 22.2% had been physically abused
- 12.9% had been sexually abused
- 12.7% had carried a weapon to school
- 13.6% had gang experience
- For male adolescents, alcohol drinking increased from 9.2% of those aged 10-12 years to 57% in those aged 16-19 years. The prevalence of alcohol drinking also increased with previous and current membership in gangs.
- Female adolescents were particularly vulnerable to sexual abuse, incest and verbal abuse
- 39% of sexually abused children in New Providence between 1997-2000 were aged 12-18 years.

2.6 Conclusions

The presentation in this section of the report shows that the Bahamas has excellent economic indicators but there are pockets of poverty, and there are several areas in which adolescents are at risk through education, health, abuse and family environment. Children in single female-headed households were particularly at risk.

The country's heavy dependence on tourism also makes it very vulnerable to global shocks such as '911' in 2001 demonstrated as well as hurricanes which occur between June and October. These factors could reduce household income and increase the risk of child labour.

3. Research Objectives, Methodology and Data Collection

3.1 Research Objectives

The objectives of the study were to:

- Produce quantitative and particularly qualitative data related to child labour;
- Assess the nature and extent of child labour, including pull and push factors related to the specific occupations that attract the most child labour;
- Characterize the working conditions and related hazards (inclusive of income earned);
- Characterize the child labourers (by age, sex, schooling, and racial background);
- Identify the socio-economic, cultural and family background of child labourers;
- Examine the root causes of the occupations, including historical trends, cultural mechanisms and social dynamics relating to the problem of child labourers;
- Examine the impact and consequences of the occupations on child labourers;
- Identify perceptions and experiences of child labourers;
- Identify and critically assess Government, NGO and international agency interventions aimed at preventing and rehabilitating child labour;
- Assist in improving methods to research, reach and eliminate the problems of child labourers.

3.2 Research Methods

Using the ILO/UNICEF Rapid Assessment Methodology, the research involved:

- a) **A Literature Review:** Published and unpublished reports were examined as well as official documents, national statistics, relevant laws and policy documents. The aim was to conduct a 'risk assessment' of child labour, and determine the level of legal and institutional protection. A list of references is provided at the end of the report.

Primary data collection involved:

- b) **Observations:** Thirty four (34) observation tours were conducted across several communities in Nassau, Paradise Island, and Freeport to establish activities and trends. Some locations were visited more than once.
- c) **Interviews with key informants:** Sixty eight (68) interviews and semi-structured interviews were conducted with key informants.
- d) **Focus group discussions:** Nine (9) focus groups with 60 persons were held. Five were held with children (four in Nassau and one in Freeport) and 31 children (50%) were consulted. Two stakeholder meetings were held: one in Nassau with 21 persons and the other in Freeport with eight (8) persons.
- e) Consultations were held with a range of institutions, whose work impinged on the study. These included officials in government, non-governmental organizations and international agencies.

A total of 157 persons was consulted.

3.3 Scope and Limitations of the Study

The Rapid Assessment Methodology is a quick and inexpensive method of collecting data. While it can provide an overview of the problem, it does not enable findings to be generalized as they may not be representative of the entire population. The main reason is that a non-probability sampling method (snowballing) is used and the areas to be studied are pre-selected which may introduce bias.

The scope of the study was limited to a few communities and locations, given the short time frame available (one week). This was inadequate to develop rapport with communities and groups in order to gain access to children in very hard to reach situations such as households, locations outside of the public view, or illicit activities considered dangerous such as the sale and distribution of illegal drugs. Several groups are not represented and others are under-represented. For example, the study did not capture children with disabilities.

Timing of the study during summer limited the range of tourism-related activities that were considered. Observations during cultural events such as the 'Goombay Festival' or Spring Break would have provided scope for more in-depth research and analysis on children's work in the sector.

As the study was conducted during school vacation, efforts were made to ascertain from children whether they were working only for the summer or also worked part-time during the school semester/term. Efforts were also made to ascertain the ages of the children and whether the activities in which they were involved fell within or outside the laws of the Bahamas.

Despite these limitations, the RA methodology was able to provide both qualitative and quantitative data. Extracting meaningful quantitative data from what is essentially a qualitative research method was a major challenge.

3.4 Persons Consulted

The 157 persons consulted included: children, a few parents, employers as well as a range of key informants. These were adults in: education, health and family planning, the church (pastors/priests); probation and police officers, labour officers, guidance counselors, vendors, tourism managers, government statisticians, trade unions and government officials. Details of those consulted will be included in the appendix.

3.5 Research Process

The research process involved preparatory work, training the team, data collection, data analysis, drafting the report, then having it reviewed by key stakeholders.

Preparatory work involved establishing rapport with the Ministry of Labour, collection and review of secondary literature from a range of sources, development of instruments, selection and training of the team and organizing the primary data collection.

An Orientation Workshop was held with the research team, at the start of the process and helped to identify specific locations for study within the areas requested. Other locations were

investigated based on the advice of key informants as the research evolved. Teams were assigned to work in designated areas.

A Debriefing Workshop was held at the end of the week with three members of the research team. A separate session was held on the Thursday for the Freeport researcher. Data were presented, analysed, triangulated to validate findings, to provide feedback on the use of the methodology and to make preliminary recommendations for the draft report.

Letters of introduction were prepared by the Ministry of Labour at our request but in most cases, were not needed. In general the field work went quite well. With the cooperation and creativity of the research team, and the support of various agencies and the children, the quality and quantity of the data were adequate to prepare this overview.

3.6 Research Team

The five-person research team included four Bahamian researchers associated with the College of the Bahamas Research Unit and the ILO research consultant. Three researchers were based in Nassau and the fourth covered Freeport. The Research Consultant visited Freeport for one day to participate in the field research, facilitate a stakeholders' meeting and have a debriefing session with the researcher. All of the researchers had or were completing postgraduate degree qualifications.

3.7 Data Collection Instruments

Questionnaires: Three short questionnaires were designed for use with: a) children; b) institutions, individuals and parents, and c) the police. A focus group guide was also prepared for use with the children. Experience in the field showed that it was easier to use them as a guide rather than competing a form for each interview. Consistent with the RA methodology, a simple instrument with guided questions would have sufficed.

Orientation Manual: This manual was prepared and used with the ILO/UNICEF Manual to train the researchers on the RA methodology on child labour. It complemented their knowledge base as all had previous research experience.

3.8 Data Analysis

Data analysis involved coding responses from the main information sources to identify the most common forms of work activity and report common trends. Frequency counts of characteristics reported were calculated and trends were reported, using simple percentages.

Content analysis of interviews, focus groups and observation reports, provided rich qualitative data on activities. Triangulation of the data from different sources was done to improve the validity of the findings.

3.9 Review of the Draft Report

A Review session was held on October 4, 2002 with a team identified at the Stakeholders Workshop held in August. The ILO/IPEC Programme Officer and the research team attended the meeting. Feedback provided by the review team, and additional information provided by

the Ministry of Health helped to revise the draft report for presentation at the ILO's regional meeting on child labour held in Trinidad and Tobago from October 23-26 2002 and the final report.

4. Research Findings

4.1 Characteristics of Locations Studied

Nassau and Paradise Island

Nassau is the commercial, business and financial capital of the Bahamas. It has a population of 210,832 (2001). The population density is 2,635 per square mile making Nassau, the most populated area of the Bahamas. Most government departments and commercial businesses, have their main offices in Nassau with links to other islands. The city is well served by physical amenities, telecommunications, air and sea transport. A state-of-the-art bridge facilitates vehicular and pedestrian access between Nassau and Paradise Island and the two islands are closely linked because of tourism. Paradise Island has several hotels and attractions, but the Atlantis Hotel dominates in physical size and its economic impact. It was described as a 'Centre of Commerce' rather than a hotel, because of the various commercial entities that operate within its precinct and the business linkages to the rest of the economy.

The economy of Nassau centres not only on hotels, but a thriving cruise ship industry supported by piers, harbours and shopping facilities. The city of Nassau is divided into two main areas. On one side there is the main commercial and tourist section of the city with several five star hotels, linked to international chains. This section of the city is residential for very affluent citizens. In sharp contrast, 'Over the Hill' is a gateway to poorer Bahamian communities. Among the poorer areas are communities like Bain Town and Grants Town, whose residents tend to have lower than average incomes, experience several social problems, have a lower standard of living and housing and experience higher than average levels of unemployment and poverty.

Freeport/Grand Bahama

Freeport is the second largest city in the Bahamas and the third largest island covering 530 square miles. According to the 2000 Census, Freeport has a population of 46,994 and the population density is 89 per square mile.

The economy is based on tourism and industries, as a result of foreign investment in the 1950s. Developers were granted special privileges and duty free exemptions under the Hawksbill Creek Act of 1955. This enabled Freeport to develop as a tourism resort with an industrial complex hosting a wide range of industries. Today, several major hotel chains are among the many hotels in Grand Bahama. Lucayan is a large complex for cruise and stop over visitors. There is a container port, managed by the Port Authority, a cement company, and an oil refinery, each representing major foreign investments.

At extreme ends of the island are Pelican Point in the East and the West End in the west. The population of Grand Bahama is culturally diverse and is comprised of many migrant groups including Bahamians, Turks and Caicos Islanders, Jamaicans and Haitians. Income levels also vary in keeping with the dominant occupations of these national groupings. Eight Mile Rock and surrounding communities is one of the very poor areas visited as part of this study.

Nassau/Paradise Island

Locations visited included: Bain Town, Grants Town, Bay Street, Town Centre Mall, Mall at Marathon, Bay Street, the Straw Market, Arawak Cay, Woodes Rogers Walk, Cable Beach and environs, West Bay Shopping Centre, Paradise Island and environs, Cabbage Beach, Atlantis, Marriott Hotel, Windsor Lane in Grants Town, Coconut Grove, Quackoo Street.

Freeport

Locations visited included: wholesale shopping club, major intersections, and downtown restaurants, Pinders Point, Lucayan Harbour, Eight Mile Rock, Industrial area and West End.

4.2 Magnitude

Of the **157** persons consulted, the RA received **189** reported cases of children working under conditions suggestive of child labour. However, follow-up research is needed to determine the magnitude of child labour in the Bahamas. 109 of the 189 cases (57.6%) related to various forms of work, twenty eight (14.8%) were tourism-related; and fifty two (27.5%) were associated with the WFCL. Table 2 provides details on children's work in services, vending, trades and family businesses. Table 3 presents activities suggestive of the WFCL and Table 4 presents tourism-related activities.

These numbers were developed from a frequency count of cases reported and do not necessarily reflect a major child labour problem in the Bahamas but raise concerns for further research and action.

The worst forms of child labour as previously noted, include slavery and bondage, prostitution/pornography, illicit activities and hazardous activities. Table 3 summarizes the reports received.

Table 3: Children's Economic Activities

| Children's Economic Activities | Age | Males | Females | Frequency |
|---|---------------------|--------------|----------------|------------------|
| Vending: (16) (15%) | | | | |
| Potato cake, beanie cakes, sweets, (food), bottled water, assisting a mother selling frying fish, | From years | X | X | 3 |
| Newspapers: part-time | 7-8 years | X | x | 2 |
| Craft | 11-17 | X (2) | X (9) | 11 |
| | | | | |
| Services: (79) (72.5%) | | | | |
| Gardening (Part-time) | 12 | X | | 2 |
| Restaurants: Water boys, dishwashers | 12/13-17 | X | x | 4 |
| Horse and Carriage Operator | 7-14 years | X | | 6 |
| Distributing flyers for restaurants, advertising stalls/craft goods | 9-12 | | x | 2 |
| Ferry Boat Assistant | 16 | X | | 1 |
| Gas station Attendant | | X | | 1 |
| Supermarket assistants: parking trolleys, packing shelves (mostly boys) | From age 9/10 years | X | X | 58 |
| Bus Driver's assistant collecting fares, doing errands | | X | | 1 |
| Clothing store Assistant | 16 | | x | 1 |
| Car washing | From age 11 years | X | | 3 |
| | | | | |
| Trades: (5) (4.6%) | | | | |
| Tyre repairs | 14-17 | X | | 3 |
| Roof repair assistant | 14 | X | | 1 |
| | | | | |
| Construction- (part time holiday jobs) | 13 | X | | 1 |
| | | | | |
| Assistance in Family Businesses: (9) (8.2%) | | | | |
| Crawfishing | 14/15 | X | | 1 |
| Assisting mother with frying fish business | | | | 1 |
| Cleaning selling conch | | | | 1 |
| Cleaning fish | 12, 14 | X | | 2 |
| Crabbing | | X | x | 2 |
| Cutting and selling sea sponges | | X | | 2 |
| Total | | | | 109 |

Table 4: Worst Forms of Child Labour

| Activity | Age | Frequency |
|---|-----------------------------|---|
| ‘Slavery’, ‘bondage’ Incest (4) (8%) | n.a | 4 cases reported. |
| Prostitution/Pornography: (35) (67%) | Minimum age was 12 years | 35 cases reported |
| Illicit activities- (9) (17%) Drugs: -7 Theft/House Breaking -2 -Drug peddling in schools, on streets. -Drug look outs-to warn when police coming; -Theft | Boys 13-17 years. | 9 cases reported. |
| Hazardous activities: (4) (8%) - Children under 16 years employed in: Restaurants/hotels working after school until midnight/1:00 am. -Craw fishing in Spanish Welles and Long Island -Boys 14-15 missing school because of craw fishing. -Crabbing- when long hours at night are spent catching crabs. - Report of weapons in crab bags in Freeport and Andros - Boys diving for money off piers in Nassau | | Four (4) types of activities were reported linked to truancy, irregular and late attendance and children dropping out of school to work. |
| Total for WFCL | | 52 (100%) |

Details of each of these activities are discussed in the section below.

4.3 Worst Forms of Child Labour

The Rapid Assessment received **52 reports of children involved with locals** in activities suggestive of the worst forms of child labour. These are examined below.

4.3.1. “Slavery” and “Bondage”

There were four (4) reports of sexual exploitation of children through incestuous relationships. Most of these reports were from police officers and pastors. Concerns about incest were also raised in relation to two of the Family islands and were not necessarily linked to poverty.

This writer argues that incestuous relationships should be classified as a form of ‘modern day slavery or bondage’ because the child (usually a girl) is economically and sexually exploited.¹ Reports suggest that in Family Island, strong social norms pressure girls to accept in-breeding. This we argue is a form of modern day ‘bondage’ as these girls are sexually exploited to maintain the wealth and racial purity of their community. Physical isolation of some islands makes external monitoring difficult. The interventions of the Ministry of Health outlined in Part 2 of this report are very encouraging. They represent a holistic and institutional response to a serious problem and presents a model for other countries to share. They also provide hope for change to protect children’s rights. Further research is however needed on the economic dimensions of incest in the Bahamas.

4.3.2 Prostitution and Pornography

Of the 52 activities associated with the worst forms of child labour with locals, the majority, 35 (67%) involved exploitation through prostitution and pornography. “Sweethearting” between school girls and older men was commonly reported. This issue was the focus of an article in the ‘Bahamian Woman’ section of The Tribune newspaper (See “Sweetheart Trap” Bahamian Woman Wednesday August 14, 2002), which examined relationships between married men and their outside ‘sweethearts. The Annual Health Report 2000 also pointed to the patterns of relationships between older men and teenage girls in the context of HIV/AIDS statistics.

The Rapid Assessment received reports of schoolgirls under 16 years (age of consent) involved in:

- a) Prostitution rings in high schools with names like the “Power Puff Girls” and the “Peanut Butter Crew”;
- b) Girls as young as 12 years old involved in prostitution.
- c) School girls posing for nude photographs in exchange for money or food;
- d) Girls aged 13-14 years upwards, performing oral sex on the beach and in school bathrooms for money;
- e) Teen girls becoming pregnant for older men. One key informant suggested that some girls were using pregnancy as a business to get money from several men and there were reports of teenage mothers with three different men.
- f) School girls involved in mobile exotic dancing/strip dancing ‘clubs’;
- g) Pictures and telephone numbers of school girls posted on the Internet.
- h) Grade 10 girls who slept out of their house overnight with older men.
- i) Grade 11 girls who live with their boyfriends, in place of a parent or guardian.
- j) Grade 10 girls whose male partners are out of school.

A few cases of boys and young men and girls in homosexual relationships for income were also reported. In one case a girl whose mother was reportedly a lesbian and sent her daughter to live with and be cared for another woman who was reportedly a lesbian. Details of the child’s situation emerged when she got into trouble at school and her ‘mother’ was called in. A few cases of young boys in relationships with older women also emerged.

¹ A definition of slavery is contained in the UN Slavery Convention of 1926. The definition was expanded in the Supplementary Convention (1956) on the Abolition of Slavery, the Slave Trade and Institutions and Practices similar to Slavery. The Working Group on Contemporary Forms of Slavery of the United Nations studies slavery in all its aspects.

The National Adolescent Survey discussed in Part 2 provides an excellent database on issues affecting young people. There was consistency between the data provided in that study and the RA, which underscores the need for follow-up research and action to establish the magnitude of the problem of sexual exploitation of school girls and school boys through prostitution and pornography.

Interviews with two managers of the Atlantis Hotel on Paradise Island, revealed that the hotel was making every effort not only to provide opportunities for young people to work in tourism, but also to protect local and overseas clients. One manager cited a change of policy when it was discovered that parents were purchasing day passes for their children to stay at the hotel and participate in an entertainment package for teenagers, as without supervision, some teenage girls were abusing the privilege and were using the hotel as a rendezvous for their boyfriends and engaging in sexual activities on the property.

4.3.3 Illicit Activities

Nine (9) of the 52 reports (17%) were received of children being involved in illicit activities. One activity was selling drugs and there were more reports in Freeport than in Nassau. Reports were that boys aged 13-17 were receiving money as 'lookouts' to alert drug dealers when the police were coming. One quote was \$100 for such a job. Cash as well as contributions of brand name shoes and clothing, or financial support to the child's family were also reported as compensation. Reports also suggested that children usually start 'working' as 'lookouts,' then graduated to 'holding drugs' for a dealer, to 'dropping off drugs,' and may end up trafficking or using drugs. Another report indicated that a 10th Grade high school drop out (approx age 15-16 years) could earn \$100,000 for one trip on a go-fast drug boat.

Older relatives (usually males) who were themselves involved in the drug business, were decisive in getting the younger boys involved, teaching them how to beat the system so they would not get caught. One former teacher told of a boy swallowing a small quantity of marijuana before the police arrived so there was no evidence, only his teacher's word against his.

The persons consulted said that some of these young males were selling drugs at school or on the street to support their family. For others it was to maintain a lifestyle they thought was attractive. 'Having a nice ride' (quality car/vehicle) for example was reportedly important to young men in the Bahamas and was a motivation to work from early.

The other illicit activities reported including petty theft, breaking and entering houses through windows.

4.3.4 Hazardous Activities

Four (4) of the 52 economic activities reported (8%), were considered hazardous. They were considered hazardous because they involved children working until very late (up to 1:00am) in restaurants as dishwashers and having to clean up after the business had closed. Boys tended to hitchhike and girls to hitch a ride thereby leaving them exposed to sexual abuse, robbery etc.

While children over 14 years can work legally between 8:00pm and 10pm, they were working beyond 10 pm and longer than the three hours allowed on school nights.

Long working hours also made children tired for school the next day or unable to complete their homework and this impacted negatively on their grades at school. A high school teacher in Eight Mile Rock (a poor community in Freeport) reported that children tended to work between Grades 8-12 (age 12-17 years) and inevitably their Grade Point Average (GPA) dropped. There were cases of children's GPA dropping from 2.95 to 1.7 after they started to work.

The team received several reports of children from Grades 8-12 working in hotels and restaurants and Grade 7 students working in supermarkets from 4:00-9:00pm on Mondays to Fridays as well as on Saturdays and Sundays. In one high school class of 25 students in Eight Mile Rock, nine (9) boys (36%) worked.

In one school in Freeport, it was reported that gambling among students was also well established, with reports of them going to 'Las Vegas' –a location in the bush near to the school. The teacher noted that there were 11year olds (Grade 7-8) with a gambling problem. They would bet on the shooting of basketball hoops, throwing dice, playing card games and buying numbers... This was also independently confirmed by another source.

Small boys or girls selling newspapers or vending food in traffic and at busy intersections was also hazardous work. Some were occasionally robbed by older boys and men and they faced risks of being hit and injured in traffic. They also posed a safety risk to other road users who tried to avoid them.

The RA also received reports which suggested that craw fishing in Family Islands like Spanish Welles and Long Island were hazardous as boys aged 14-15 years would sometimes miss school because of craw fishing which is a very lucrative industry. Boys this age could reportedly earn \$5,000 for a catch, which they could do legally on family boats. Earning such large quantities gave little motivation to continue their education as they could earn enough to 'retire' in their 20s.

Crabbing also represented a potential hazard as it was an activity that involved children and sometimes children and adults would spend long hours at night catching crabs for sale. Boys diving for money off piers in Nassau to earn money from tourists also emerged as hazardous work as they could harm themselves. Finally, reports also suggested that weapons were sometimes transported in crab bags in Freeport and Andros.

In addition to these hazards, the RA also identified special groups of children who may be at risk. These included those in:

- Haitian families headed by a single female who is poor.
- Dysfunctional families with members involved in drugs, violence, gangs.
- Families with parents who are HIV positive or have AIDS.
- Families where moral values are poor and parenting skills are limited.
- Families where incest and other forms of abuse are evident.
- Poor Bahamian families that earn less than B\$5,000.

4.4 Economic Activities Related to Tourism

A clear distinction has been made between legitimate employment in the formal tourism sector obtained by school leavers or children above 16 years working in the tourism industry and those engaged in economic activities that affect their education and morals.

The RA received twenty seven (28) reports of activities that linked children and young people under 18 years to tourism. These numbers are not significant and cannot be used to indicate the magnitude of such activities within the tourism sector. However, the qualitative information they provide gives some insight into children’s exploitation in this sector. These underscore the need for follow-up research on the impact of tourism employment on children’s education.

Table 5: Children Working in Tourism

| Tourism- Related Economic Activities Reported |
|--|
| <p>Prostitution -Girls and boys under 16 years and Beach boys, under 16 years (3) - Jet skiing/water sports- 15 year old males (2)</p> |
| <p>Entertainment: - Divers: Boys aged 11-12 years (6) - Tours : Girl aged 16+years (1)</p> |
| <p>Services: Waitresses (1); Security (1); Maids (1); Dishwashers (2); Car parking (male) (summer job)</p> |
| <p>Vending: Craft advertising Girls (2) Craft: Girls and a few boys Flute Sellers Boys and girls aged 8-13 years (8) Other: Begging – Small young boy (1)</p> |

The data in this table show that most children working in tourism-related activities were not involved in the WFCL. Most were using the opportunity presented by tourism to sell craft items, flutes; others were diving from the pier for money; and others were working in water sports activities such as jet skiing. The greatest concerns were reports of children involved in sex tourism and those working in restaurants or hotels for long hours. The activities associated with sex tourism were consistent with the patterns outlined in the studies reported at the beginning of this RA. The situation of those working long hours was discussed under hazardous activities.

4.5 Characteristics of Working Children

Age: The RA identified children aged 7-17 working Children were legally involved in economic activities from an early age, as there is no minimum age below which they should

NOT work although age 14 is the legal age for certain kinds of jobs. For example, there was a 7 year-old boy driving a horse and carriage for tourists to tour the city of Nassau, and girls and boys selling flutes to tourists in Nassau. These children were not being supervised by an adult. Children working in established jobs from Grade 7 but reports suggest even children in primary school said they were 'looking for something to do.'

Gender influenced the type of work done by boys and girls and was consistent with occupational stereotypes. Boys worked in 'public' spaces' and were involved in 'male' activities such as tyre repairs, car washing, gardening, in gas stations as attendants, or as assistants in trades such as roof repairs and construction. A few worked part-time as drivers for tourist horse and carriages, assistants to bus drivers and one boy worked as a ferry captain. Boys were also involved in outdoor economic activities related to the sea such as cutting and selling sea sponges, cleaning and selling conch, craw fishing and crabbing. Crab is part of the national dish and children's work involved feeding, caring, cleaning and selling crabs year round.

Boys and girls both worked as grocery packers and trolley drivers at supermarkets, dishwashers and water boys in restaurants and as newspaper vendors. Many girls worked as assistants in straw markets, clothing stores, or in food vending businesses of family members.

Agriculture-related activities with a very high value and income capacity such as craw fishing, was exclusively male. Selling in the straw market was predominantly a female activity. Children most likely to be sexually exploited were girls and this finding was consistent with the data from the Ministry of Labour on child abuse. For drug-related activities, boys dominated.

Education: Work adversely affected children's education, school attendance and reduced their readiness for school. Long hours during the week and on weekends made them tired and unable to complete homework assignments and generally distracts them from focusing on school. Reports also suggested that some children leave school early and rush to get to work on time.

Family Background: Many working children lived in single female-headed households. Poverty was particularly associated with children from migrant communities (e.g. Haitians) although there were also poor Bahamian families. Children from poorer families said they worked to support their family. Children of undocumented Haitian (especially women) who do not speak English are particularly at risk. In one case, a Haitian common-law widow and children were at risk because, with limited English, she was unable to find employment. She also faced deportation and her son was the main source of communication and income.

In some Bahamian families, parents work two and three jobs to maintain a desired lifestyle to the neglect of their children, who were left unsupervised for long periods. Parents also sought jobs for their children, which started them working. Layoffs in the tourism industry after '911' also appeared to have made some families dependent on support from their children to make ends meet.

Children whose families were linked to drug trafficking directly or indirectly also faced extremes of wealth and poverty which could create instability. Children also lose relatives to drug consumption or have family members spending time in jail. Observations of some of the

poor communities in Freeport for example, revealed neighbours with widely disparate income levels: shanties and mansions co-existing. In one community, there were BMWs parked in a family compound with well-appointed buildings, and across the street there were dilapidated shacks (bateyes) with outside pit latrines.

Community Setting: In Nassau, the working children reported that they lived: ‘Over the Hill’; Bain Town, Grants Town; Wulf Road area, Carmichael Road, Rodney Street, Bain Town, Nassau Village, Soldier Road, Wilson Track, Union Village, Pinewood Gardens and Newbold Street.

In Freeport children reported that they came from Eight Mile Rock and Pinders Point, (a low-income area outside of Freeport, that is populated mainly by Haitian Immigrants or their descendants).

Working Conditions: Long hours, non-payment, irregular payments, low remuneration, boredom, and security risks, characterized some children’s working conditions. Limited information was available on activities linked to the worst forms of child labour. Some children had to get up very early or worked very late (after midnight). For example an 11 year old girl selling newspapers rose at 4:00 am. Most children appeared to work because it gave them independence and the power over decision-making.

Income: The data collection methods did not facilitate the extraction of earning from all the economic activities reported but generally showed that Bahamian children did earn good money that enabled them to maintain a desired lifestyle. Earnings from drug-related activities were presented earlier.

Earnings were related to the type of activity and work associated with the worst forms of child labour paid more than regular work activities. For example, supermarket packers could earn approximately \$40 in an evening for approximate 5-6 hours work. Girls working in the straw market earned a minimum of \$15 weekly, while the 7 year old buggy driver earned \$20 day. Boys could earn from \$100 as lookouts, to \$100,000 for a job on a go fast boat.

Aspirations: Limited information was collected on children’s aspirations, but, in general, Bahamian children wanted to be affluent and worked to acquire things that they valued highly. Poor children who were working because of need, generally aspired for basic needs.

Attitudes to Work: In general, children had a positive attitude to work as it gave them freedom over decision making and access to things they considered important.

Rights: In general, working children were unaware of their rights neither did they indicate awareness of laws to protect them.

4.6 Causes

Some of the causes for child labour and the worst forms of child labour are examined in this section.

4.6.1 Social Values

- Materialistic values and the desire for a ‘designer lifestyle,’ emerged as important push factors for children to work in the Bahamas.

- Tourism, fishing and various informal sector activities (broadly defined), present several options for employment and access to income. Some of these options promote a ‘get rich quick’ value system that corrupts children’s values and there is less incentive to complete their education to advance economically.

4.6.2 Public Perceptions and Attitudes

- A strong tradition of work and wealth creation appears to accommodate a high tolerance of children’s involvement in economic activity-even from an early age.
- There is also the perception that there is no child labour in the Bahamas as the definition is not clear in legal terms.
- Attitudes to children and lack of knowledge/awareness of and respect for children’s rights also create a social climate in which children’s rights can be abused because of ignorance.

4.6.3 Inadequate Legal and Institutional Monitoring Mechanisms

- The gap in legislation to define child labour and the worst forms of child labour and the absence of a public education campaign together facilitate subjective interpretation and exploitation of children. Inadequate application of laws facilitates sexual and economic exploitation of children.
- Inadequate sharing of information across agencies such as health, education, probation, the police and childcare, can allow genuine cases of children at risk to fall through the cracks.
- Limited capacity to monitor school attendance and labour practices in the informal sector contributes to children’s exploitation in the labour market.
- While there was evidence that Truant Officers were active, there were too few to effectively monitor children’s school attendance.
- People may be aware of the law but violate it nevertheless. There are children working in the informal economy especially in micro and small businesses. The findings suggest that there may be greater tolerance at this level. For example, the owner of a tyre repair shop employing three boys stated that they did not work there, but only received tips. He was very reluctant to have the researcher talk to them and insisted that she do so in front of him ‘so that she don’t put words into you all mouth.’

4.6.4 Economic Issues

- Poverty and economic survival represent push factors for only some of the families whose children work. Children of illegal Haitian immigrants merged as a particularly vulnerable group.
- Opportunities to make fortunes from craw fishing in a few years, also encouraged young men to abandon their studies, ‘go fishing’, make a fortune and retire early.
- Easy access to employment in the tourism sector also emerged as a push factor.
- As in many societies, illegal drug trafficking is present. This provides opportunities for children to earn money directly or indirectly. Income from some of these activities is much higher than earnings in the more traditional jobs. This acts as a disincentive for children to study as they place less value on education for economic advancement, in comparison to children and young people in other parts of the region.

4.6.5 Education Issues

- Children who work are at a higher risk of poor achievement, underachievement and may drop out of school before completing their education at age 16 years.
- Work is a major distraction for many children when they begin to work. Their loyalties are divided and some leave school to rush to work, or are tired the next day because of long hours. Others are unable to complete homework assignments or study because they work and study.

4.6.6 Family and Parenting Issues

- Parents who are absent because of long work hours and poor parenting skills, also emerged as push factors for child labour and the worst forms of child labour. Parents may not even be aware of the impact of their work on children.
- Reports of a few parents encouraging their children's involvement in some of the WFCL emerged.
- Family crises (including abuse and violence) also emerged as a factor contributing to the problem of child labour.

4.7 Consequences

The consequences of activities suggestive of child labour and the worst forms of child labour impact at the personal, family, community and national level and some of these are discussed below.

- Poor academic performance because work sometimes leads to children dropping out of school.
- High levels of poverty among some groups (e.g. Haitians, poor Bahamians) and in poor communities (Bain Town/Grants Town; Pinders Point and Eight Mile Rock) could pose a threat to child labour and development.

4.7.1 'Bondage', Prostitution and Pornography

- Incest, sexual exploitation and other forms of 'bondage' in the manner described earlier, can undermine children's self-confidence, self esteem, ability to trust others and therefore their whole self-development. Incest and sexual exploitation at an early age also increase the likelihood of children becoming involved in prostitution. Children born of incest unions are at higher risk of congenital birth defects.
- Prostitution and other forms of sexual exploitation increase the risk of teenage pregnancy, Sexually Transmitted Infections (STIs) and HIV/AIDS. These illnesses limit life expectancy, the quality of life and increase health costs.
- Prostitution and pornography corrupt children's moral values.
- Violence often associated with sexual exploitation of children can be life threatening.

4.7.2 Illicit Activities

Children's involvement in illicit activities such as drug trafficking and other forms of crime, pose a threat to security, safety and well-being. It also increases the risk of juvenile delinquency and incarceration.

4.7.3 Hazardous Activities

- Some activities such as newspaper selling are not in themselves hazardous but could be if the working conditions expose young children to risks in traffic, or theft from older children.
- Economic activities that require children to work until late at night and long hours on weekends can interfere with their education and social development.
- Economic activities that expose very young children to physical risks (e.g. diving for money) could cause physical danger.

5. Conclusions and Recommendations

5.1 Conclusions

The 157 consultations conducted in New Providence and Grand Bahama and the examination of findings presented in Part 4 of the report, led to the following conclusions:

5.2 Tourism and Child Labour

Tourism provides positive opportunities for the development of the country as well as skills training for young people who enter the industry at entry-level positions. Some gain entry into the sector through employment as dishwashers, water boys, maids, or other low-skilled jobs. Employment may be directly in hotels or restaurants, but also indirectly through related industries and activities. **While some of these jobs offer excellent learning opportunities that can lead to careers in the industry, they could also trap young people and limit their aspirations for professional training and development, because they offer quick cash returns that enable them to acquire and maintain materialistic values that exist in the society.**

Materialistic values, and access to a ‘designer lifestyle which employment provides, can demotivate children to attend school regularly, maintain high grades, complete their education and study for a career. Easy access to jobs afforded by a tourism-dominated economy, is encouraging children at an increasingly younger age (primary level) to work.

Access to employment without adequate labour protection increases children’s risk of being exploited. Low wages, long working hours and night work suggest that some of this already occurs.

Opportunities to earn work and study in high school appear to increase children’s economic independence, socializes them into adult behaviour before they may be adequately equipped to handle the associated responsibilities. This may place some of them at high risk when they are exploited through prostitution, illicit activities and hazardous activities.

The RA also had confirmation of the issues raised in the early discussion on tourism and child labour. Reports confirmed that some children (mostly females) are engaged in sex tourism with reports of sex work with tourists, including during the Spring Break. Reports of boys dropping out of school to become beach boys also emerged. Young children diving for coins also emerged as a hazardous activity associated with tourism- albeit an initiative that children seized to earn some money from visitors.

Tourism is good for the economy but care must be taken to ensure that children’s direct or indirect interface with the industry does not allow them to be exploited or limit their development.

5.3 Other Conclusions

The Rapid Assessment also led to the following conclusions.

1. Further research is needed to determine whether these are isolated cases or reflect a more common problem in the Bahamas.
2. Legal and international mechanisms do exist to protect the rights of children, but here are loopholes in the legislation, which contribute to abuse. Absence of a law, which specifically defines child labour, the worst forms of child labour and hazardous work, leaves children open to exploitation - so this needs to be addressed.
3. Limited capacity to monitor effectively and lack of adequate collaboration between various agencies mean that valuable statistical data is underutilized. This denies the country an excellent opportunity to more accurately assess the scope, magnitude, and characteristics of the situation of working children that this Rapid Assessment begins to explore.
4. The common practice of children working at an early age appears to have created a new fad as even elementary school children are reportedly 'looking for something to do'.
5. Inadequate public awareness about children's rights as well as knowledge of ILO's child labour conventions, limit the capacity of ordinary citizens and government agency personnel to identify, monitor and eliminate child labour and the worst forms of child labour. Children's lack of awareness about their human rights and relevant laws to protect them limits their capacity to protect themselves from economic and sexual exploitation.
6. Lack of a legal definition on the worst forms of child labour and hazardous work and relevant training for staff of key monitoring agencies, limits their capacity to monitor the problem in a comprehensive way.
7. Children's economic activities in the informal tourism sector mirrored those described in the literature review. There were the 'faces' of the male high school dropout who tried to earn an income as a 'beach boy,' offering sex, and other entertainment to tourists. There was also prostitution by school girls.
8. Education therefore emerges as a very important preventive factor to eliminate child labour, suggesting that programmes to support children remaining in school should be considered.

5.4 Recommendations

The following recommendations could be considered as part of a National Plan of Action on Child Labour.

5.4.1 Follow-up Research

Organize follow-up research, possibly in collaboration with The College of the Bahamas, the Statistics Department, the Tourism Ministry, social sector agencies and civil society groups, to provide a more detailed analysis of the magnitude, scope and characteristics of the emerging activities associated with child labour and the worst forms of child labour in the Bahamas.

5.4.2 Legal and Policy Reform

- Revise legislation to clarify the minimum age below which children under 14 years should not work as well as define activities associated with child labour, the worst forms of child labour and hazardous work.
- Review and strengthen policies to prevent child labour and rehabilitate working children.
- Improve enforcement of laws by reviewing impediments to reporting and action on cases of incest.
- Review the immigration status of Haitian common law wives whose husbands were legal immigrants and are now deceased, to ensure the protection of their children born in the Bahamas. These children are at risk of child labour for economic survival.

5.4.3 Monitoring and Coordination

- Improve the collection and analysis of statistics from health, education, child care, the police and probation department and use this to guide policies and programmes.
- Provide training for trade unions and employers to improve monitoring of child labour in the work environment.

5.4.4 Public Education and Training

- Organize information, education and communication programmes (workshops, seminars and discussions, media sensitization) to share the findings of the Rapid Assessment with stakeholder groups.
- Organize sensitization programmes to build public awareness on ILO Conventions No. 138 and No. 182 and the worst forms of child labour as well as strengthen public education on the CRC and CEDAW.
- Organize training workshops for justice administrators to ensure stricter enforcement of legal provisions to protect children.

5.4.5 Programmes For Children

- *Organize special meetings with working children and young people at risk to share the Rapid Assessment findings and get their input in priority areas for follow-up research and action.*
- Expand mentoring programmes for working children in school to encourage and support them in completing their education.
- Organize programmes to build self-esteem of young girls.
- Develop programmes for special-risk groups of working children such as the children in single female-headed households who are Haitian or descendants of Haitians.

5.4.6 Programmes for Parents

- Expand parenting education programmes to discuss values, family communication, parenting skills and to create awareness of the causes and consequences of child labour.

- Provide employment opportunities as well as skill and language training for poor parents of children at risk.

5.4.7 Collaboration and Networking

- Collaborate with other Caribbean countries and international agencies to share information, resources and strategies to eliminate child labour.

5.5. Recommendations to Improve the Rapid Assessment Methodology

Consistent with the Terms of Reference, the following recommendations are made to strengthen the RA methodology.

- Simplify data gathering instruments.
- Provide more guidance for the tabulation of qualitative data.
- Review expectations on the ability of the Rapid Assessment to provide meaningful and quantitative data, as it is primarily a qualitative data collection method.
- Revise the use of the term ‘child labour’ when conducting field work as this often creates a communication barrier when trying to identify economic activities consistent with the ILO’s definitions of child labour and the worst forms of child labour. Perhaps use ‘working children’ - with an explanation.
- Consider a longer time frame for data collection and analysis.
- Use stakeholder workshops and local researchers as these have proven very effective in enriching the data collection process as well as the quality of data collected.
- Use orientation and debriefing workshops as these have proven effective for training, data collection and data analysis.
- Request that partner institutions for Rapid Assessments assume a coordinating role for the collection of secondary data and statistics from key agencies. This would strengthen the process of information sharing and help to establish a database on child labour statistics.
- Provide more guidance on the preparation of the reports, and develop a standard format.
- Modify expectations on length of reports and the level of detail required, as qualitative research tends to require longer reports.

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Appendix I

LIST OF PERSONS CONSULTED/LOCATIONS/METHODS

DATA COLLECTION SUMMARY

| Activities | Number | Data Collection Method |
|--|----------|-----------------------------------|
| Freeport | | |
| Three major intersections: boys 10-13 selling papers from 6:30am weekdays. Eight Mile Rock and adjoining communities, Pinder's Point, Pier, Low-income communities, Lucayan Harbour and Resort areas, Industrial zone | | Observations |
| Whole sale Shopping Club 15 boys, aged 10-15 years (packers/trolleyboys)-work - 8pm, seen hitchhiking at 10pm. | | Observation |
| Packing boys at local food stores- leave at 9 when store closes then go home. | | Observations |
| Restaurant in downtown Freeport-opens until 4am: Six (6) school age children working as Bus boys, water boys, dishwashers, waiters waitresses | | Observation (twice) |
| Freeport Youth Group: 15 of 18 girls were 12-17 years & three were over 18 | 18 girls | Focus group |
| Pinder's Point: Mother of a Haitian boy washing cars for last 7 years. | 1 | Interview |
| EMR – Interview with Guidance Counsellor | 1 | |
| Mrs. Ettamae Jones, School Attendance Officer for 13 years -excellent case studies | 1 | Interview |
| Mrs. Cecile Bodie, Educator/Guidance Counsellor for 20 years | | |
| High school teacher from Eight Mile Rock | 1 | Interview |
| 'Adam Nivul' -16 year old Haitian boy | 1 | Interview |
| Stakeholders Meeting Mrs. Sylvia Darling-Provost COB Inspector Robert Higgs-Comm. Policing Chef Devain Maycock –Instructor, COB, Veteran Chef Mr. Marvin Rolle – Veteran Educator, Former High School Administrator Mr. Clarence Reilly- Probation officer, Member of Juvenile Panel; Mr. Nelson Vilburn, Banker, Initiator, Place of Grace Ministry (Academic/Domestic support to Haitians and their descendants-Haitian-Bahamian Mrs. Karen Thurston L Dunn (Facilitator) | 8 | Stakeholders Meeting/focus group. |
| Nassau | | |
| Permanent Secretary & Senior Labour Officers | 5 | Focus group |
| Ms D Godet –Chief Labour Officer | 1 | Interview |
| Mr. Stewart- Director of Statistics | 1 | Interview |

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| Ms Carmen Gomez- Deputy Dir of Statistics | 1 | Interview |
| Ms Christine Campbell- Aids Sect. | 1 | Interview |
| Fr Kelly, Rector, Out Lady's Parish Church | 1 | Interview |
| Ms Miller, Secretary, Our Lady's Parish Young Street, Bain/Grant's Town | 1 | Interview |
| Government Housing Complex Windsor Lane (Bain/Grant's Town) | | Observation |
| Montague Foreshore -12 year old boy cleaning fish | 1 | Interview |
| Type repair Shop, Lincoln Boulevard -3 boys 14, 16, 17 years repairing tyres | 3 | Interviews |
| Mrs. Cheryl Samuels. Asst Principal, CR Walker Secondary School | 1 | Interview |
| Mr. Ed Fields, VP for Public Relations, Sol Kerzner International, Paradise Island/Atlantis | 1 | Interview |
| Police Officers: 1 f, 3 males | 4 | Interviews |
| Marathon Mall, , Coconut Grove, Grants Town, Young Street, Police Station on Quackoo Street; Robinson Road, Arawak Cay | | Observations |
| Bay Street (Downtown) and environs: | | Observations, interviews, |
| Claudette -17 years- straw market assistant | 1 | Interview |
| Rosemary – 13 years, straw market assistant | 1 | Interview |
| Cindy – 16 years, straw market assistant | 1 | Interview |
| Deandra -11 yrs. straw market assistant | 1 | “ |
| Tiro – 13 –straw market assistant | 1 | “ |
| Francine 13- straw market assistant | 1 | “ |
| Zena & Shinki -straw market assistants | 2 | “ |
| Lucy – 11 straw market assistant | 1 | “ |
| Horse and Carriage: 'AJ' - 7 year old boy drives horses for tourists (5 other boys aged 7-12 observed in the same area, appeared to be doing the same work) | 1 | Interview Observations |
| Horse and carriage stand - 14 year old boy with horse- | 1 | Interview |
| Stacey – 16 years –Assistant in clothing store | 1 | Interview |
| | | |
| Devin -13 years-Packing/Trolley boy at CR Grocery | 1 | Interview |
| Cashier –CR Grocery : +50 boys work as packing boys in summer. After summer only 14 y. olds will be employed. | 1 | Interview |
| Mall at Marathon : Lisa 21 years working at JB since high school- started gift wrapping, now full time | 1 | Interview |
| Mall at Marathon | | Observations |
| Potters Cay Docks: 4 boys dock fishing ages 11, 11, 8, 9 years. One scotches conch, fries fries and does odd jobs; 2 help their mother | 4 | Focus group |

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| with money. | | |
| East Street: SV Food Store, Rosland- 10 years, Grocery Packer/Haitian | 1 | Interview |
| Bay Street and Environs: | | |
| Cruise ships, St George's Dock | | Observations: tourists, taxis, hair braiders, horse-drawn carriages |
| North end of Fredrick Street near Woodes Rodgers Walk – 16 year old boy, male crew member works as mechanic, collector & pilot | 1 | Interview |
| Woodes Rodgers Walk – Group of 8 year old boy - entertainer/singer | 1 | Interview |
| Male flute sellers aged 10-13 years | 8 | Semi structured interviews |
| Girl 15 years assisting mother selling bottled water and sodas from van back | 1 | Interview |
| Straw Market- Grade 9 girl (13 years) | 1 | Interview |
| Girl calling customers to stalls and services inside craft market(age 16 yrs) | 1 | Interview |
| Driver of No 10 bus between Bay Street and Compass Point along Cable Beach strip -boys help to collect fares and buy food for drivers -bus drivers take advantage of boys and girls in exchange for designer items | 1 | Interview |
| Outside Parliament: Grade 4 girl (9 yrs) selling newspapers-gets up at 4:00 am- sells on Saturdays during school time- helping parents who sell papers | 1 | Interview |
| Hilton staff car park: Five boys diving off wall into sea for money (\$5) -Grade 8 boy (13 yrs) supermarket packer on Fridays, Saturdays, Sundays. | 1 | Observation Interview |
| Arawak Cay | | Observation |
| Six boys , 10 year olds, fishing for fun | 6 | Focus group |
| Conch Salad Restaurant- teen waitress | | Observation |
| Ft. Charlotte Beach- with Grade 6 boy (11yrs) | 1 | Interview |
| Bay Street Café- Waitress (20 years) | 1 | Semi-structured interview |
| Woodes Rodgers Walk where tourists board ferries: 4 Flute sellers (3 boys and one girl) Girl works 8-6/summer – sells after school | 1 | Interview with girl (10 years) |
| Observation Bay Street- 4 unattended children | | Observation |
| Bay Street: 4 boys (12-14 yrs) –one begged a tourist | | Observation |
| Cable Beach and environs Jet ski operator – 18 year old boy – previously worked at his mother's grocery shop. Reported that some tourists ask for locations for sex/drugs. | 1 | Interview |
| Cable Hut Beach and environs 2 Jet ski operators – Boys: 14 (summer job) | 2 | Interviews |

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| and 18 –left school at 16 years. | | |
| Nassau M Hotel (HR) | 1 | Interview |
| Cable Beach Straw Market (East) – Grade 8 boy (13 yrs) works at mother’s stall | 1 | Interview |
| Gardeners cutting lawn along median Boys aged 12 and 14 in gardening crew | 2 | Interview |
| Nassau Beach Hotel: 3 taxi drivers | 3 | Focus group |
| Nassau Beach Hotel Cyber café- 18 year old male | 1 | Interview |
| Car wash, Cable Beach – 19 year old male school drop out. Previous Shelf stacker at s/market when aged 16 yrs. | 1 | Interview |
| Cable Beach, Supermarket Grade 9 boy (14yrs). S/market packer. Considered \$200 cell phone cheap | 1 | Interview |
| West Bay Street Shopping Centre: Five-man roofing crew with 14 year old boy- brother of crew member | 1 | Interview |
| Pizza Rest. Cable Beach 13 y.o boy working part-time. Previous trolley parker at supermarket | 1 | “ |
| Pizza Rest –Manager | 1 | “ |
| Supermarket Cable Beach G 9 boy (14yrs) Parks trolleys 10 boys and one girl-trolley parkers. | 1 | Interview Observation of children |
| Paradise Island: | | Observation |
| Grade 12 boy : Assistant on uncle’s ferry/fishing boat | 1 | Interview |
| Observation in Hurricane Hole area | | Observation |
| Craft Market- | | Observation |
| Craft vendor referred us to Atlantis and PI for younger workers | 1 | Semi-structured interview |
| Cabbage Beach | | ‘Observations at various times |
| Jet ski operator –youth from graduation to 20 in hotels-not on beaches | 1 | “ |
| Female Moped Operator-reports employing young people to wash bikes in summer | 1 | Interview |
| Atlantis coffee lounge- 19 year old female working in customer service, graduated at 16 years; | 1 | Interview |
| Car parkers: -25 year old male worked during summer while in school; -19 year old parking attendant left school at 17 & has his own car. | 2 | |
| Ferry ride from PI to Nassau –observed small flute boys | | Observation |
| Woods Rodgers Walk | | “ |

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| <p>Stakeholder Meeting –Nassau Supt. Juanita Colebrooke - Police Officer NP Elaine Sands - Police Community Relations Valerie Miller - Nursing Sep. PVT Services TV Arnette- Bahamas Employers Confederation Philabursa Carter -Ministry of Health, Assistant Director Armeta Clarke –Ministry of Health Barbara Lloyd – Princess Margaret Hospital Earl Hall - Arawak Cay Association Ernest Burrows- Dept of Labour Dorothy Godet- Dept of Labour Hudley. Moss - Trades Union Congress Carmen Dawkins- Dept of Statistics Cyprienne Winter- Dept of Statistics Kelsey Dorsette - Dept of Statistics Agnes McKen - Social Services Marvin Hepburn - Aids Sect Brendalee Adderly- Dept of Statistics Sherly Carrol -William Pratt Frank Carter - National Congress of Trade Unions Total: 19 (13 females and 6 males) Research Team (2) Denise Samuel- College of the Bahamas Leith Dunn - ILO Consultant</p> | <p>19</p> | <p>Stakeholders Meeting</p> |
| | | |

The Review Team included: Ms Marva Minns; Asst. Supt. Elaine Sands; MOL Rep; Agnes McKenzie; Philbertha Carter; Kelsie Dorsette, Carla Sabola.