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CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENTS (CGAs)
SYNTHESIS REPORT**

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JANUARY 2016



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PRESENTED TO
CARIBBEAN DEVELOPMENT BANK
WILDEY, ST. MICHAEL, BARBADOS

ACKNOWLEDGEMENTS

The *Country Gender Assessments (CGAs)* of Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines were commissioned by the Caribbean Development Bank (CDB) in 2013-2015, as part of the implementation of its *Gender Equality Policy and Operational Strategy (GEPOS)*. The CGAs will not only inform Bank's mainstreaming of gender equality in its loan and grant operations within the specific borrowing member countries (BMCs), but also contribute to advancing gender equality in the Caribbean region.

Dr. Warren William Smith, President of CDB, made the timely reaffirmation on 8 March 2015, International Women's Day that "CDB sees gender equality as a strong driver for growth and an important ingredient for prosperity". CDB representatives, speaking at the second Validation Workshop held on 7 December 2015, indicated that the work of the Bank is guided by its Strategic Plan (2015-2019) in which gender equality is a cross-cutting theme, that the Bank has begun to demonstrate a strong commitment to gender equality as defined in its Gender Equality Policy and Operational Strategy (GEPOS), and moreover that gender equality is being actively integrated into all the Bank's initiatives.

The CGA expert team comprises Dr. Rawwida Baksh – Project Leader, Dr. Caroline Allen, Ms. Tamara Huggins, Ms. Lebrechtta Nana Oye Hesse-Bayne, Ms. Aleah Ranjitsingh and Ms. Linnette Vassell. The team conceptualised and designed the research project, conducted quantitative and qualitative research, analysed the data and drafted the CGAs, presented the research findings and recommendations at stakeholder workshops held in the BMCs and two regional validation workshops held by CDB in March 2014 and December 2015, and finalised the CGAs for publication based on feedback from CDB and other stakeholders.

We offer special thanks to the CDB team – Dr. Carolina Ferracini (who departed CDB in 2014), Mr. Elbert Ellis, Ms. Denise Noel-Debique, and Dr. Maria Ziegler (who joined CDB in 2015), for their tremendous leadership, support and critical feedback.

We extend our appreciation to the Governments of Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines for supporting the development of the CGAs. We offer our sincere gratitude to the hundreds of women and men from the public sector, a broad cross-section of civil society, and the private sector in the ten countries, whose contributions have been invaluable.

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ACRONYMS AND ABBREVIATIONS

BGA	Bureau of Gender Affairs (Barbados, Dominica)
BNTF	Basic Needs Trust Fund
CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CGA	Country Gender Assessment
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CIWIL	Caribbean Institute for Women in Leadership
CPA	Country Poverty Assessment
DFID	Department for International Development, United Kingdom
DGA	Department of Gender Affairs (St. Kitts & Nevis)
DoGA	Directorate of Gender Affairs (Antigua & Barbuda)
GAD	Gender Affairs Division (St. Vincent & the Grenadines)
GAU	Gender Affairs Unit (Anguilla)
GDP	Gross Domestic Product
GE	Gender Equality
GEPAP	Gender Equality Policy and Action Plan, Government of Grenada
GEPOS	Gender Equality Policy and Operational Strategy, Caribbean Development Bank
GFP	Gender Focal Point
GIC	Gender Integration Unit (Belize)
GNOW	Grenada National Organisation of Women
GNP	Gross National Product
GoA	Government of Anguilla
GoAB	Government of Antigua and Barbuda
GoGR	Government of Grenada
GoSKN	Government of St. Kitts and Nevis
GoSL	Government of St. Lucia
GoCD	Government of the Commonwealth of Dominica
GPRS	Growth and Poverty Reduction Strategy 2012-2016, Government of Grenada
IADB	Inter-American Development Bank
IICA	Inter-American Institute for Cooperation on Agriculture
ILO	International Labour Organisation
IMF	International Monetary Fund
LGBTQI	Lesbian, gay, bisexual, transgender, queer and intersex
MDGs	Millennium Development Goals
MoE	Ministry of Education and Human Resource Development, Government of Grenada
NGO	Non-Governmental Organisation

NESDP	National Economic and Social Development Plan 2013-2025 (SVG)
NIS	National Insurance Scheme
NPRS	National Poverty Reduction Strategy
NWC	National Women's Commission
OAS/CIM	Inter-American Commission on Women, Organisation of American States
OECS	Organisation of Eastern Caribbean States
SIB	Statistical Institute of Belize
SKN	St. Kitts & Nevis
SLU	St. Lucia
STDP	Sustainable Tourism Development Plan (Antigua & Barbuda)
SVG	St. Vincent & the Grenadines
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
UWI	University of the West Indies
WB	World Bank
WHO	World Health Organisation

PART I

EXECUTIVE SUMMARY

1. The Caribbean Development Bank (CDB), through its *Gender Equality Policy and Operational Strategy (GEPOS)* and implementation framework, aims to mainstream gender equality in its work with Borrowing Member Countries (BMCs), clients and stakeholders. The Bank's Strategic Plan (2015-2019) also recognises gender equality as a major cross-cutting theme, and in mainstreaming gender equality across all its strategic objectives, CDB is committed to allocating resources to analyzing and addressing gender inequalities in its operations and within its BMCs.
2. Guided by the *GEPOS* and Strategic Plan, CDB commissioned the development of *Country Gender Assessments (CGAs)* for 10 BMCs in the period 2012-2015. Three *CGAs* for Anguilla, Belize and St. Lucia were conducted in 2011, which were revised and updated in 2015. *CGAs* for Antigua & Barbuda, Dominica, Grenada, and St. Kitts & Nevis were completed in 2014, and those for Barbados, Montserrat, and St. Vincent & the Grenadines in 2015. The key findings and recommendations of these 10 *Country Gender Assessments* are presented in this Synthesis Report.
3. The *CGAs* provide a gender analysis of the economic, social and governance sectors in the 10 BMCs. Each *CGA* gathers and systematises general statistics, sector data, and qualitative information on gender equality in Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines; analyses the current legal, political and institutional frameworks for gender equality in each country; assesses the BMC's national capacity for mainstreaming gender equality across key sectors; and identifies the opportunities, constraints and risks for CDB in promoting gender equality in its economic growth and poverty reduction development programmes in the BMC.
4. The *CGAs* have been developed in partnership with Governments including relevant Ministries, Departments and Agencies (MDAs), the private sector, and a wide cross-section of civil society organisations including faith-based organisations. In making multi-level linkages across this breadth of stakeholders, the *CGAs* aim to promote mutual responsibility and accountability in advancing gender equality. In so doing, they also seek to assist the public and private sectors with strategies to improve the life chances of women/girls and men/boys, promote gender justice, and contribute to gender-responsive governance in the specific countries and across the Caribbean region.
5. The *CGAs* recognise that gender-responsive policy-making, planning and service delivery are necessary to realise national goals of economic growth, poverty reduction and sustainable development; and equal focus needs to be placed on social development to truly complement economic growth and achieve overall development. The *CGAs* therefore urge Governments to adhere to their national and international obligations to respect, protect and promote human rights.
6. The *CGAs* aim to support three strategic gender objectives articulated in CDB's *Gender Equality Policy and Operational Strategy (GEPOS)*, which is based on the framework of the *World Development Report 2012*:
 - i. **Economic empowerment:** Expand women's and men's equitable access to decent work, economic opportunities, productive resources and markets;

- ii. **Human capital endowments:** Strengthen women’s and men’s capabilities, knowledge and skills to foster peaceful and prosperous societies; and
- iii. **Governance and accountability:** Strengthen good governance of central government functions that promote inclusive growth and development; and support processes in which women and men have equal access to leadership and decision-making in the public and private sectors and civil society.

7. **Economic Empowerment:**

In general, the BMCs have been hurt by the 2008 global economic crisis, and the loss of preferential markets for primary exports, e.g., bananas. They have seen declines in FDI, tourism, agriculture and construction. Countries have been facing mounting debt crises, on top of which they are vulnerable to natural disasters (e.g., Hurricanes Ivan in 2004, Emily in 2005, Tomas in 2010, and Tropical Storm Erika in 2015; volcanic eruptions in Montserrat in 1995 and 1997; floods in SVG in 2013; etc.). Fiscal adjustment strategies of the IMF, Structural Adjustment-type have been put in place in response to the crisis and declining GDPs, including VAT increases on basic food items; wage freezes in the public sector; cuts to health and education programmes, and social safety nets. Such economic strategies have greater negative impacts on women-headed households, poor women and men, and unemployed youths. In addition, while both male and female small and medium entrepreneurs are constrained in their efforts to expand by the risk-averse banking sector, women, despite having a stronger track record of loan repayment internationally, tend to receive lower numbers of business loans and loans of lower cash value than men. This is one of the factors which results in women having less productive resources than men across the countries.

- 8. The agriculture and tourism sectors are vital to economic growth in the BMCs. Given the challenges of the loss of European Union (EU) preferential markets for agricultural exports (especially bananas), coupled with a heavy reliance on food imports and the volatility of food supplies due to climate change,¹ Caribbean economies have become increasingly service-driven.
- 9. **The agriculture sector** is male-dominated and labour force statistics point to the highly unequal participation of men and women. For example, in Antigua & Barbuda, males represent 71.4% of workers in the Agriculture, Hunting and Forestry sector compared to 28.6% of females. In Belize, 2005 figures place males at 94% of those employed in the agricultural sector, and females at a mere 6%. In Dominica, males comprise 85% of those employed in the sector as compared to 15% of females. In Montserrat, agriculture, which is dominated by men, is the highest growth sector, although there has been a decrease of 12.96% from 36.9% in 2012 to 23.94% in 2013. It needs to be noted, however, that labour force statistics are focused on formal waged labour, and thus women’s largely unpaid work in subsistence agriculture is neither quantified nor validated in these accounts.
- 10. Men’s and women’s unequal participation in agriculture is linked to gender-based inequalities in their access to land, credit and other means of production. These are hurdles which make women and their families more vulnerable to poverty. In Barbados, ownership of registered farms is predominantly male (80%), with most of the larger farms being owned by males. In St. Kitts & Nevis, there is a 70:30 ratio of males to females involved in agricultural production, while 80% of males own or occupy farm holdings compared to 20% of females.
- 11. In St. Vincent & the Grenadines, tourism has replaced agriculture, specifically banana production, as the main driver of the economy. In Barbados, tourism is also one of the main contributors of

¹ Caribbean Development Bank (CDB). *The Current State and Future of Caribbean Agriculture*. Accessed at: www.caribank.org/uploads/publications-reports/staff-papers/agripaper8-1.pdf

GDP, while in Montserrat it has been earmarked as the second economic driver in the territory's Sustainable Development Plan 2008-2020. Men outnumber women as business owners within the sector, while women account for the majority of employees at the senior administrative levels.

12. **Tourism and eco-tourism** present significant opportunities for economic growth and poverty reduction at the national and community levels, the sector exhibits gendered occupational segregation as women tend to predominate in the lower-waged occupations. For example, tourism is Grenada's main foreign exchange earning sector. Men predominate as owners and managers of hotels, guest houses and restaurants, while women predominate as administrative, housekeeping and hospitality staff and comprise an estimated 70% of market vendors. Further, men and women have differential access to opportunities arising from tourism development. The *CGA* thus recommends that women should be offered equal access to capacity building and employment in male-dominated areas of the sector that are targeted for growth. Anguilla, for example, maintains a narrow sectoral focus on tourism, and the *CGA* recommends that women should be trained to enter positions that are better paid, as the tourist economy recovers.
13. **Poverty:** There are important gender disparities with regard to poverty in the BMCs. The *CGAs* show that female-headed households are more likely to be poor than male-headed households. In the case of Barbados, for example, poverty is concentrated among households headed by women, which account for 47.5% of all households. The poverty rate in female-headed households is 19.4%, compared with 11.5% in male-headed households. Poor female-headed households also have the highest dependency ratio, with 74.8% of non-earners per household, as compared with 68.6% in poor male-headed households and 49.9% in the total population. However, in St. Lucia, the prevalence of poverty among female-headed households (21.2%) is almost the same as among male-headed households (22 %).²
14. According to the CDB's 2005/2006 *CPA* for Antigua & Barbuda, 18.3% of the total population live below the poverty line, comprised of 10% of females compared to 8.3% of males. In Montserrat, 36% of the population and 25% of households live in poverty, and 20% of the population and 19% of households are vulnerable to poverty.
15. The 2007/2009 *CPA* for Anguilla placed 5.2% of all males and 3.6% of all females in poverty, comprising a total of 8.8% of the population living in poverty. However, following the 2008 global economic crisis, the poverty rate rose to an estimated 17.7%, adversely affecting both women and men.
16. In Dominica, while there was a reduction in the population living below the poverty line from 39.9% in 2002 to 28.8% in 2009, poverty persists, especially among the Carib population and the banana producing communities in the eastern and western parts of the country (CDB, 2010: ii), affecting both men and women in these communities.
17. While St. Kitts & Nevis registered a comparatively high per capita income among the BMCs, of some US\$13,330 in 2013, the 2009 data showed that females in St. Kitts were more likely than males to be indigent. In Nevis, however, men were more likely than females to be among the non-indigent poor and vulnerable.
18. In recognising women's overall higher rates of poverty within the BMCs, it is important to note that women also perform the majority of housework, child and elderly care. Thus, in developing programmes that seek to advance women's economic empowerment, it is also critical to reduce

² Loraine Blank (2009). *Saint Lucia Social Safety Net Assessment prepared for the GoSL*. Executive Summary.

women's burden of care, put in place systems for the care of children and seniors, and establish gender-responsive social security, social protection and safety nets in all the BMCs.

19. The *CGAs* recommend that: Governments should consider the differential impacts of national economic strategies on women and men; take into account women's and men's different/specific economic needs; and integrate gender analysis and objectives into medium-term national development plans and annual national budgets, based on women's and men's location in the economy. Throughout the BMCs, there is thus an urgent need for programmes and initiatives that aim to increase women's access to opportunities for employment, entrepreneurship and ownership, and thus empower them economically in key sectors such as agriculture and tourism. Further, private sector development in the agriculture/agri-business and tourism/eco-tourism sectors should seek to drive enterprise development, economic growth and poverty reduction. This requires economic planning that is focused on inclusive growth and gender-responsive poverty reduction strategies. National development banks, commercial banks, credit unions, and other relevant agencies should put in place gender-sensitive risk assessment procedures to facilitate and ensure women's equal access to credit, based on project review, experience and motivation of applicants, rather than solely on ownership of land and other forms of collateral.
20. **Human Capital Endowments:**
Education and training are critical for the development of human capital, economic and social life, political and governance systems, and peace and security. Education is not universally accessible at the Early Childhood education and tertiary levels. The evidence in the *CGAs* is mixed with regard to male-female participation, dropouts and performance in education. There is a prevailing belief that greater numbers of boys drop out and under-perform than girls across the BMCs. This takes highly visible forms of male unemployment, 'liming on the block', violence and crime. However, significant numbers of girls drop out of education due to teenage pregnancy, poverty, and the need to earn a living. But it tends to be less visible, while feeding into the high incidence of poor female-headed households, and violence and crime.
21. Education and training are key enabling factors for employment in the public/private/civil society sectors and for generating entrepreneurship. Gender segregation in boys' and girls' subject 'choices' in secondary, technical/vocational, and tertiary education plays itself out in the labour market. Despite their much-touted higher educational performance, women are under-represented in targeted growth areas, better-paid jobs, large-scale enterprises, and leadership and decision-making. Further, gender segregation in the subjects 'chosen' by males and females for study and specialisation, particularly at the secondary, technical/vocational levels and tertiary levels reinforce sex-stereotyping and occupational segregation in the labour force. For example, at the Montserrat Community College in 2010 to 2013, only females chose to study the nursing assistant courses and only males opted to study building construction. Thus, in order to achieve gender parity in traditional male- and female-dominated subjects, teacher training programmes, educational curricula and textbooks need to be reviewed and gender equality concepts and approaches incorporated. Education and training also need to be aligned with market assessments to ensure that males and females have equitable access to existing and emerging employment and entrepreneurship opportunities.
22. The *CGAs* recommend: Each county should review its gender gaps at all levels of education, and take specific measures. Countries should put in place early warning systems in schools to identify and support at-risk boys and girls. A Caribbean-wide partnership among key stakeholders should be established to dismantle and transform gender segregation in education, including public awareness, curriculum review, teacher training, student debates and setting targets.

23. **Employment and labour** are directly linked to educational and other factors; critical to an individual's sense of self-worth and well-being; and contribute to a country's economic/social/political advancement and success. With the exception of Antigua & Barbuda, labour and employment are marked by women's lower participation in the formal labour force and higher unemployment rates.
24. Sex-stereotyping and occupational segregation characterise the labour markets of the 10 BMCs, with women occupying the lower paying sectors of the economies. Women are more likely to be unemployed and defined as "economically inactive". And as indicated across the CGAs, women's unpaid reproductive work in the home (or 'care economy'), and their work in the informal economy and subsistence agriculture are not quantified or taken into account in economic and social policy-making. Women's unpaid care work undermines their economic opportunities and life chances, is a direct root cause of the 'female face' of poverty.
25. Men predominate in the labour force, with the exception of Antigua & Barbuda where the total labour force is 39,943, with females comprising 21,341 and males 18,602 (Kairi, 2005-2006). However, according to the Government of Antigua & Barbuda's 2001 Census, women's earnings are on average lower than men's within occupational classes where both women and men were employed (FOCAL, 2006). Further, the unemployment rate is higher for women than men, and women tend to remain unemployed for longer periods than men. "Economically inactive" women are often excluded from strategies that seek to promote economic growth and development.
26. Montserrat provides a unique case study, as the volcanic eruption of 1995 made three quarters of the island uninhabitable, and as a result of migration, the labour force contracted. However, with the exception of Health and Social Work, men still dominate all the sectors in Montserrat, especially the construction sector as Montserrat rebuilds its infrastructure.
27. The CGAs recommend the need for a Caribbean-wide public-private partnership to transform gender segregation and inequality in the labour market; establish day care and after school centres; increase women's access to employment and higher-paid jobs; put in place flexible working arrangements for women and men, and paternity leave to encourage men to share the burden of care. Government, banks, credit unions, Chambers of Commerce should target female entrepreneurs with regard to access to credit, training, marketing and other resources.
28. **Violence and crime** data indicate the prevalence of male perpetrators of gender-based violence (GBV) and other forms of violence. This data is however limited to cases that are reported to the police. Thus, unreported cases, which are thought to represent a significant incidence of GBV, are not represented in official data and statistics. Further, violence against men, particularly domestic violence, is likely to be under-reported because of norms related to manhood and masculinity and the lack of supportive institutions including the police and shelters for male victims/survivors of GBV.
29. With regard to national responses to gender-based violence, the national gender machineries of Antigua & Barbuda, Barbados and Grenada have made major strides in the development of legislation and institutional responses to GBV. However, in Dominica, there is no Government-supported facility that offers refuge/shelter, counselling/therapy and training/capacity building for victims/survivors of domestic violence. Anguilla also does not have a centralized body that coordinates the response, treatment and care of victims/survivors of GBV, apart from the Police Force. And despite the absence of a system for reporting and monitoring cases, domestic violence and child abuse are acknowledged to be significant national issues. In Montserrat, of all the crimes

documented by the Royal Police Service from 2002 to 2012, domestic violence was the most reported crime.

30. Disparities also exist within the BMCs, as in the case of St. Kitts & Nevis, where measures are being taken to develop and implement protocols to make the Police and other stakeholders more responsive to gender-based violence. However, in Nevis, reporting of domestic violence is said to be almost non-existent due to the lack of capacity for confidential reporting, and further, the lack of shelters for victims/survivors of violence in either St. Kitts or Nevis.
31. Institutional frameworks for addressing gender-based violence across and within the BMCs need to be put in place or strengthened. Where programmes and services are being implemented, there is need for increased support to national gender machineries through budgetary allocations, human resources and relevant training, and so to continue and expand current programming.
32. Critical to addressing GBV in the BMCs is the link between notions of masculinity and male engagement in violence and crime. The patriarchal gender system shapes traditional beliefs on the construction of masculinity, and gender relations between males and females. Cultural beliefs and socialization processes both perpetuate and challenge traditional gender roles and stereotypes, which are critical to economic and social development in the society.
33. **Governance and Accountability:**
Leadership and decision-making is a deeply gendered issue globally. The evidence in the *CGAs* indicates a female gender gap in high-level decision-making across the Caribbean (Cabinet, Parliament, Boards, etc.), despite incremental increases in individual countries. Despite higher female than male educational attainment across the BMCs, the national Parliaments, the highest level of decision-making in the countries, are male-dominated and women comprise the minority of the political institutions that shape legislation and policy. Gender bias thus underpins economic and social decision-making, which affects communities, families and households, and individual women's lives. As signatories to the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW, 1979); the Sustainable Development Goals (2015); the Commonwealth Plan of Action for Gender Equality (2005-2015); and the OAS/CIM Strategic Plan of Action (2011-2016), it is critical that women's political participation should be increased in conformity with these international agreements.
34. There is evidence of incremental increases in women's representation in Parliament in a number of the BMCs. In Anguilla, the 2015 election resulted in 43% of seats in the House of Assembly being held by women, including one independent female member. In Antigua & Barbuda, in the 2014 election, women achieved 41.2% of appointed seats in the Upper House i.e., close to gender parity (or 50-50 representation). In Grenada, in the 2013 general election, women were elected to 33.3% of seats (5 out of 15 seats) in the Lower House of Parliament, thus achieving a critical mass.³ In St. Lucia, as a result of the 2011 general election, men dominate the Lower and Upper Houses of Parliament, with women comprising 16.7% and 27.3% of MPs, respectively. However, simultaneously, the country achieved its first woman Governor General and Leader of the Opposition.
35. In Belize, the representation of women in Parliament has been historically low. There are currently only two women elected representatives in Parliament, out of a total of 32 seats (i.e., 16%). Among

³ UN/DAW (2005), *Equal participation of women and men in decision-making processes, with particular emphasis on political participation and leadership*. "The figure of 30 percent forms the so-called "critical mass", believed to be necessary for women to make a visible impact on the style and content of political decision-making." Accessed at: <http://www.un.org/womenwatch/daw/egm/eql-men/>

- the 10 BMCs, Belize and Montserrat have the lowest number of women in Parliament. However, in Belize, in local/municipal government, women show a significantly higher representation. The 2015 municipal elections resulted in 19 out of 45 female candidates winning seats, and the appointment of a woman mayor of Belize City. The National Women's Commission of Belize, and regional and international organisations such as the Caribbean Institute for Women in Leadership (CIWIL), UN Women and the Commonwealth Secretariat, have made significant efforts towards increasing the representation of women in politics, leadership and decision-making in the country.
36. In Dominica, the first English-speaking Caribbean country to have had a female Prime Minister (Head of Government), there continues to be a low representation of women in Parliament. The 2014 election resulted in seven women (21.9%) compared to 32 men (78.1%) in Parliament. Barbados also exhibits a low representation of women in the Parliament, as women comprise 16.7% of elected members in the Lower House and 23.8% of appointed members in the Senate or Upper House.
 37. In St. Kitts & Nevis, in the February 2015 general election, one woman was elected to the Lower House, representing the Opposition party. No female was elected from the ruling party that won the elections. However, the new Government nominated one female Senator and appointed her as a Minister of State to the nine-member Cabinet.
 38. In St. Vincent & the Grenadines, no females contested seats for either of the two main political parties in the December 2015 elections. A new third party, led by a female, presented two women candidates, but neither was elected. The 11-member Cabinet of the new Government comprises two females, one appointed as a Senator and Parliamentary Secretary, and the other the Attorney General. The situation in St. Vincent & the Grenadines has deteriorated with regard to elected positions held by women.
 39. The CGAs recommend that Governments, political parties and civil society should:
 - Increase women's representation in Cabinet, Parliament and local government to a 'critical mass' of 30%, and where this has been achieved they should strive for 50% or gender parity;
 - Set a target of at least 40% of either sex on the list of candidates for parliamentary and local government elections, and senatorial appointments;
 - Provide gender-sensitive leadership training for men, women and young people preparing for and in decision-making in the public/private/civil society sectors;
 - Target and remove gender-biased criteria/processes of decision-making bodies;
 - Target and remove political party structures and procedures that discriminate (directly and indirectly) against women's leadership and decision-making;
 - Strengthen mechanisms to increase women's and youth participation in leadership and decision-making.
 40. **The constitutional, legislative and policy frameworks for promoting gender equality** are examined in CGAs. There are persistent areas of gender discrimination in the law which need to be addressed, in order to provide equal opportunities to all men/boys and women/girls and thus enable them to contribute equitably to national development.
 41. The CGAs' assessment of the institutional framework for promoting gender equality in the 10 BMCs indicates that overall, there is limited capacity to address this task. Belize was one of the first countries to develop a national gender policy in 2002, which was reviewed by the National Women's Commission in 2009 so as to "advance the achievement of *de jure* and *de facto* gender

equality and equity in Belize.” Most recently, Barbados, under the leadership of the BGA, completed its national gender policy in January 2015, but it has not yet been adopted by Cabinet.

42. There are lessons to be learned from Dominica where, while its first national gender policy was adopted in 2006, gender mainstreaming structures and mechanisms still need to be strengthened to promote gender-responsive planning and budgeting and effectively mainstream gender in all development policy-making and service delivery at the national and sectoral levels. Similarly, Grenada’s *Gender Equality Policy and Action Plan (GEPAP)*, which was adopted in 2014, seeks to mainstream gender in national development. However, much needs to be done, for example, the appointment of Gender Focal Points (GFPs) in Ministries and Statutory Bodies, to ensure the effective coordination and implementation of *GEPAP*.
43. There are no national gender policies in seven of the 10 BMCs: Anguilla, Antigua & Barbuda, Barbados, Montserrat, St. Lucia, St. Kitts & Nevis, and St. Vincent & the Grenadines. However, the Government of Antigua & Barbuda has announced its intention to develop a national gender policy in order to mainstream gender equality in its development approach. The St. Kitts & Nevis CGA recommends the strengthening of the National Gender Machinery to support the development of a national gender policy, which is needed across the BMCs and especially those without gender policies. In order to play a leadership and coordinating role in the development and implementation of gender policies, national gender machineries and development planning agencies need to be strengthened with adequate budgetary allocations; human resources and staffing; gender-responsive training and capacity building; the appointment of GFPs in all Ministries, Departments, Agencies and Statutory Bodies; and the support of an active civil society in its widest sense. This holistic approach is recommended across the *CGAs*.
44. Finally, as signatory to key international and regional treaties on gender equality (see Section 6.1), the Governments of Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines need to be committed to complying with, implementing and reporting on regional and international agreements on gender equality, including the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), Convention on the Rights of the Child (CRC), Beijing Platform for Action (BPFA), Commonwealth Plan of Action for Gender Equality (2005-2015), and Belem do Para, among others.
45. Stakeholders attending the 2nd CGA Validation Workshop hosted by CDB on 7 December 2015 prioritized six strategic areas for regional action, as follows:
 - i. **Tackle the institutional framework:** Medium-term development plans; National annual budgets; Fiscal reforms; National Gender Machineries; National Gender Policies; etc.
 - ii. **Target economic empowerment:** Livelihoods/employment in agriculture, tourism, infrastructure. Governments/ banks/ training institutions need to support women, men and youths to grow the economy. Reduce poverty.
 - iii. **Dismantle gender segregation in education and the labour market** at all levels.
 - iv. **Transform gender norms/relations between women and men** through public-private-civil society partnerships to raise public awareness, address gender stereotypes, and share the burden of care work.
 - v. **Address violence and peace building:** GBV and beyond; Violence in the society in general; Child abuse; Hyper-masculinity; Gangs, guns and drugs.
 - vi. **Support/rebuild civil society’s catalytic/collaborative role.**
46. Additional issues emerging at the forum were as follows:

- i. The need to communicate that gender equality is about the fulfillment of the equal rights of women, men, girls and boys but also that gender equality is about sustainable development. Thus, sex-disaggregated data needs to be collected and analyzed to show the costs and benefits of pursuing gender equality.
- ii. In response to concerns of the lack of capacity and resources among national gender machineries to respond to gender gaps and take initiatives and action to address gender equality, there was strong sentiment that while national gender machineries need to be better resourced, they should not be expected to deliver all the gender equality work. Instead gender equality, as the business of the State, should be pursued as a whole-of-system (or gender mainstreaming) approach. As such, efforts should not be undertaken in silo, but need to be pursued through holistic policy coordination and alignment.

2.0 INTRODUCTION

47. The Caribbean Development Bank's *Gender Equality Policy and Operational Strategy (GEPOS)* aims to embed gender equality into the DNA of the organisation's work and culture. *GEPOS* is based on the premise that "measures which support increased gender equality lead to economic growth and poverty reduction," and position the Bank "to be a leading catalyst promoting gender equality in the Region ... in order to reduce poverty and vulnerability and to assist all women and men to achieve their full potential" (CDB, 2008b).
48. CDB recognises that considerable effort is required to ensure that gender equality is integrated into all policy design, project planning and implementation across its borrowing member countries. It is particularly cognizant of the challenges involved in ensuring that gender mainstreaming is a guiding principle in its strategic objectives of supporting inclusive and sustainable growth and social development; promoting good governance; and enhancing organisational efficiency and effectiveness.
49. CDB has undertaken the initiative to develop *Country Gender Assessments (CGAs)*, in partnership with the Governments of Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia and St. Vincent & the Grenadines. It needs to be noted that the *CGAs* conducted for these 10 of the Bank's 18 BMCs includes some of the smallest countries and territories in the English-speaking Caribbean for which there is often a paucity of gender-based data collection, research and analysis at the national and regional levels.
50. The *CGAs* have been conducted in the 2011-2015 period, following the 2008 global economic crisis, which has affected the tourism-based economies of many of the BMCs. When combined with other Caribbean vulnerabilities including the collapse of European preferential trade agreements on the sugar and banana industries, and the devastation caused by hurricanes to infrastructure, property and crops, the BMCs are facing increasing national debt burdens, poverty, violence and crime. At the same time, the Caribbean, currently categorized as a middle income region, has seen a marked decrease in foreign development aid for issues including gender equality.
51. CDB's leadership and commitment, as a regional institution, to supporting the advancement of gender equality among its borrowing member countries, is thus particularly important for the Caribbean region in this period. The *CGAs* have the potential to act as a catalyst to stimulate a new phase of development research, analysis and social change focused on gender equality.
52. The *CGAs* aim to provide a situational analysis of gender equality in the BMCs to inform national budgetary, planning and programming, as well as the Bank's programme of loans, grants and technical assistance, particularly in the areas of economic growth, poverty reduction and sustainable development. The following recurring themes selected for focus in the *CGAs* are 'drivers' or 'disablers' of economic growth, poverty reduction and sustainable development in the BMCs:
 - i. Gender, agriculture, rural development and agri-business;
 - ii. Gender, tourism and eco-tourism;
 - iii. Gender, education/training and labour/employment;
 - iv. Gender, unemployment, poverty and social safety nets; and
 - v. Gender, violence, crime and security.
53. Specifically, the *CGAs* aim to:

- i. Uncover the links between gender equality and the different socio-economic life chances of men and women, to enable CDB to provide support for a more gender-responsive programme on poverty reduction, economic growth and sustainable development;
 - ii. Critically analyze the national capacity for and constraints to gender mainstreaming in the BMCs, in Government, the private sector and civil society (including legislation, policy, institutional structures and mechanisms, financial and human resources, knowledge and skills, etc.);
 - iii. Provide information on gender equality to inform CDB's operations in the BMCs within the framework of the Bank's strategic priorities (2015-2019);
 - iv. Identify the constraints, risks and opportunities for CDB to promote gender equality in its development programmes in the BMCs.
54. This *CGA Synthesis Report* presents an overview of the *CGAs*, i.e., a summary and comparative analysis of the quantitative and qualitative evidence on gender equality gathered and analyzed in the 10 *CGAs*. It aims to elucidate regional trends, gaps and priorities for further action among the BMCs, to inform and strategically advance the operations of CDB at the national and regional levels. The *CGA Synthesis Report* thus seeks to support the following strategic gender objectives established by the Bank's *Gender Equality Policy and Operational Strategy (GEPOS)*:
- i. **Economic empowerment:** Expand equitable access for women and men to decent work, economic opportunities, productive resources and markets;
 - ii. **Human capital endowments:** Strengthen capabilities, knowledge and skills of all women and men, girls and boys to foster peaceful and prosperous societies;
 - iii. **Governance and accountability:** Strengthen good governance of central government functions that support inclusive growth and development; and Support processes in which women and men have equal access to leadership and decision-making in the public and private sector and civil society organisations.
55. The *CGA Synthesis Report* is comprised of five main parts, as follows:
- Part I** Executive Summary, Introduction, and Analytical and Methodological Framework
- Part II** Comparative Statistical Gender Profiles of the BMCs
- Part III** Data and context analysis which provides a gender-based statistical profile and situational analysis of the BMCs in the following areas:
- i. Economic Growth
 - ii. Agriculture and Agri-Business
 - iii. Tourism and Eco-Tourism
 - iv. Poverty Reduction
 - v. Economic Infrastructure
 - vi. Education and Labour
 - vii. Violence and Crime
 - viii. Decision-making
 - ix. Culture and Socialization
- Part IV** The legal and institutional framework, which undertakes a comparative assessment of the constitutional and legislative frameworks for promoting gender equality, as well as institutional frameworks and capacity for gender mainstreaming.
- Part V** Strategic Entry Points for the CDB.

3.0 ANALYTICAL AND METHODOLOGICAL FRAMEWORK

3.1 ANALYTICAL FRAMEWORK

56. The *CGAs* examine gender relations at the individual, household and national levels and identify a range of institutions and thematic areas that advance gender equality in the society. Therefore, the *CGAs* are underpinned by the need for gender justice and rights-based development approaches and frameworks which seek to deepen understandings of gender equality and poverty reduction in the BMCs. The *CGA* also uses two guiding frameworks — the **Economic Systems Framework** and **Assets Model** (see definitions and figures of the two frameworks below).

WHY THE NEED FOR GENDER JUSTICE?

57. The pursuit of gender justice is anchored in international and regional commitments and instruments such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW, 1979), the Convention on the Rights of the Child (CRC, 1989), the Beijing Platform for Action (BPfA, 1995), the Millennium Development Goals (MDGs, 2000), the Inter-American Convention on Human Rights (1969), and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Convention of Belém do Pará, 1994).
58. At the national level, gender equality commitments are embedded in the Constitution, legislation, national development plan, national gender policy (where it exists), and other relevant policies, strategies and action plans.
59. The ‘gender agenda’ promotes the view that equality between men/boys and women/girls has positive long-term socio-economic and developmental consequences, and is essential in the fight against poverty, and the achievement of economic growth and sustainable development. Another approach is to examine the cost to a society’s economic, social and governance development of *not* promoting gender equality. Ensuring that gender equality issues are fully considered in development policy-making, planning and programming thus requires a clear understanding of why they are important and how women/girls and men/boys, by virtue of their gender-based social roles and responsibilities, participate in and experience society differently. The focus on gender equality must therefore address the different ways in which political, economic and social issues affect men and women, and ensure that the situations and needs of both are considered and addressed.

GENDER INEQUALITY AND POVERTY

60. Amartya Sen’s *entitlements and capabilities’ approaches* have been instrumental in broadening and deepening mainstream economic understandings of poverty and inequality. Sen (1993; 1999) contends that poverty reflects deprivation not only in income and consumption, but importantly also in entitlements and capabilities such as health, education and civil liberties. These and other entitlements/capabilities allow individuals to convert their incomes into well-being, i.e., to establish personal goals and have realistic means of attaining them.
61. The *social exclusion approach* analyses how and why particular groups are systematically denied rights, livelihoods, and sources of well-being which they should properly enjoy. This approach also includes considerations of exclusion from security, justice, representation and citizenship. Poverty

is thus regarded as multidimensional – incorporating political and social realities. Importantly, social exclusion is concerned with agency and thus goes beyond entitlement analysis by looking more deeply at the processes behind entitlement failure.

62. **Rights-based approaches** contend that certain aspects of deprivation result from the lack of rights and/or the failure or inability to claim rights, rooted in unequal power relations. The core principles underlying the human rights framework are universality and indivisibility, equality and non-discrimination, participation and inclusion, and accountability and the rule of law. They recognise that power relations are key to securing rights and that access to and participation in the political process are prerequisites for making claims and ensuring that these are heard and understood.
63. Recent rights-based development approaches and frameworks (e.g. Human Rights, Social Exclusion and Capabilities) all justify and support the imperative to promote equality between men and women at all levels in the society, underpinned by the international, regional and national commitments that Caribbean governments have made to reduce poverty, and achieve economic growth and sustainable development.

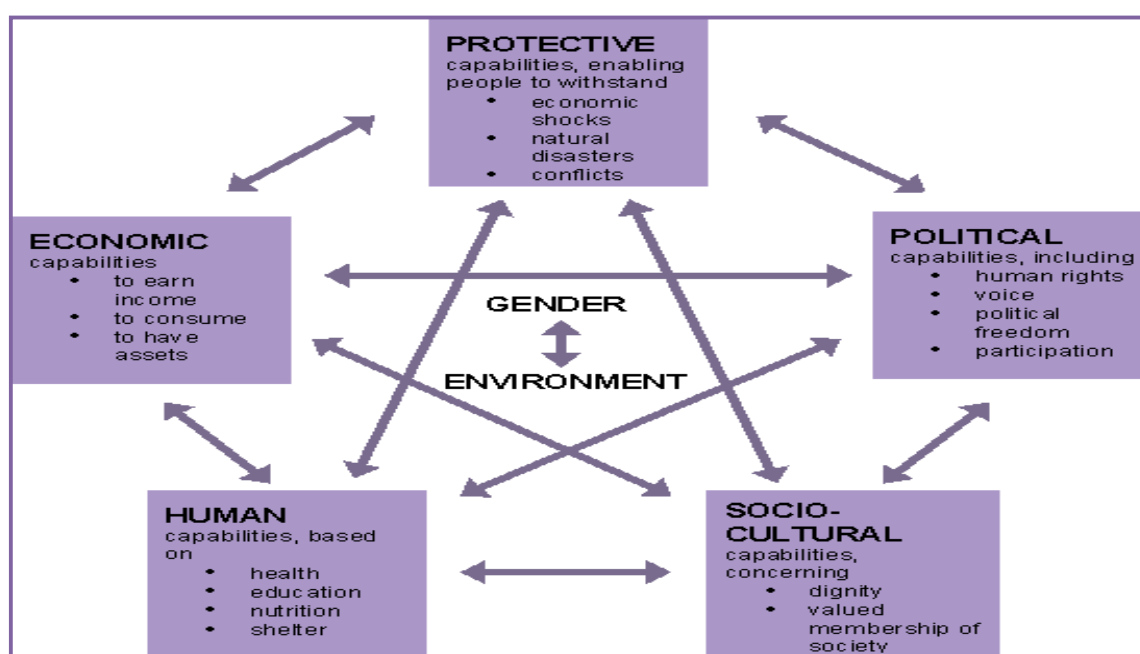
GENDER EQUALITY AND POVERTY REDUCTION, SUSTAINABLE LIVELIHOODS AND ECONOMIC GROWTH

64. The four main dimensions of poverty encapsulated by the World Bank (2001) – **opportunities**, **capabilities**, **security** and **empowerment** – provide a useful framework for this study, as they incorporate the ‘entitlements/capabilities’, ‘social exclusion’, and ‘rights-based’ approaches discussed above (See Figure 1 below). The *CGAs* adds to these the understanding that, in the Caribbean, males and females are not homogeneous groups, and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, (dis)ability, etc. deeply affect gendered experiences and outcomes.
65. **Opportunities:** To what extent do women and men have access to labour markets, employment opportunities and productive resources, and with what consequences for gender equality, poverty reduction, sustainable livelihoods and economic growth? What are the constraints for women and men due to the fragility of the labour market in the context of the collapse of the sugar and banana industries, the impact on tourism resulting from the 2008 global economic crisis, and the uncertainties of the CARICOM Single Market and Economy (CSME) regional economic cooperation mechanism and the external Economic Partnership Agreement (EPA)? And what are the opportunities for women and men in the emerging niche markets such as eco-tourism and other economic diversification initiatives, and their impact on sustainable livelihoods and economic growth?
66. **Capabilities:** To what extent do women and men have access to core functional entitlements/capabilities such as health, education and training, basic amenities and services (such as water and sanitation), and civil liberties, and are able to convert their entitlements/capabilities into sustainable livelihoods? In the current Caribbean and global context, this includes girls/women and boys/men’s access to ICTs including mobile phone technology, and its potential for social well-being as well as economic activity (e.g., setting up of internet-based businesses, linking of innovative Caribbean products to global value chains, etc.).
67. **Security:** What differential risks (to economic downturns, domestic and civil violence, natural disasters and climate change) do women/girls and men/boys encounter? This moves the discussion beyond the focus on state security to include the impact of high male dropout rates and under-performance at all levels of the education system (*Caribbean Human Development Report*, 2012),

and human security, including the increasing incidence of gender-based violence as well as gang violence and criminal activity related to trafficking in drugs, arms, humans, etc.

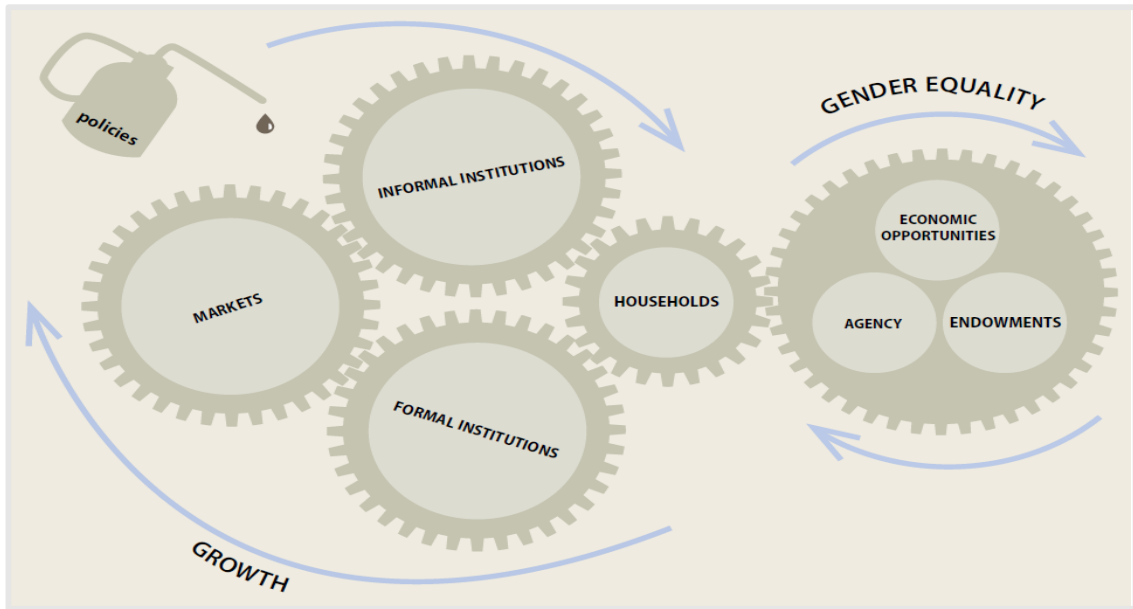
68. **Empowerment:** To what extent and through what processes do women/girls and men/boys have a voice in decision-making at the household, community and national levels? How do power relations (*overt, covert* and *ingrained* – see above) influence their participation in decision-making? To what extent are women and men able to access quality services and hold service providers accountable? To what extent do girls and boys subscribe to traditional or changing gendered identities in their relationships (e.g., at school, in organisations, etc.)?

F1: OPPORTUNITIES, CAPABILITIES, SECURITY AND EMPOWERMENT FRAMEWORK



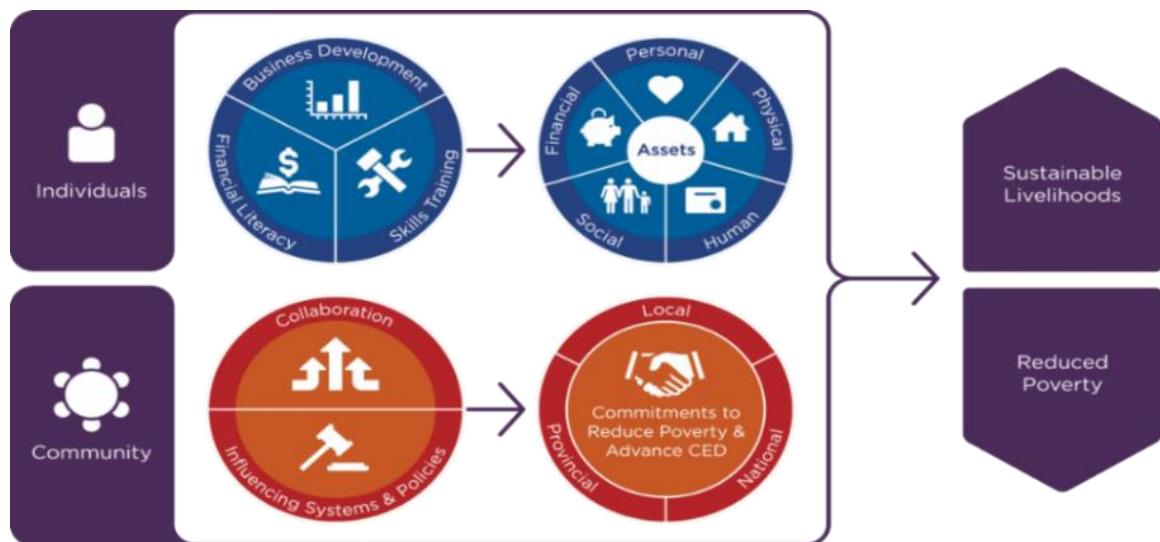
69. The **Economic Systems Framework** (see Figure 2 below) analyses the interplay between economic development and gender equality at the levels of households (including intra-household decision-making, and access to resources), formal institutions (e.g., legal, education, banking/credit systems and informal institutions (which include gendered belief systems, values and attitudes), and markets.

F2: ECONOMIC SYSTEMS FRAMEWORK



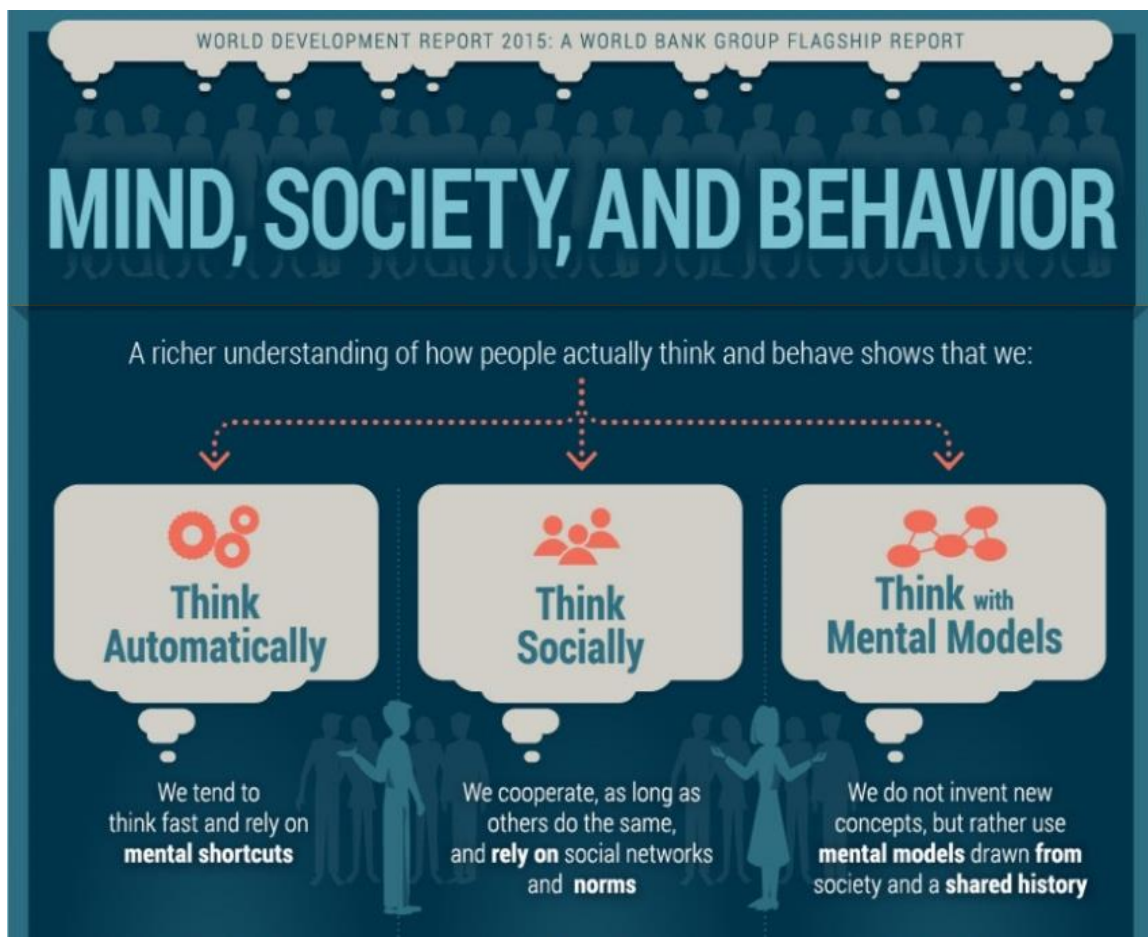
70. The CGAs also apply an **Assets Model** (see Figure 3 below) which looks at five categories of ‘assets’ which an individual man or woman requires in order to be a fulfilled, productive and self-supporting member of society: personal, social, physical, financial and human assets, and which further understand that building individual capacity requires particular inputs and changes in policy that in turn supports one’s participation and contribution to overall (community) economic development (CED).

F3: ASSETS MODEL



71. The World Bank's 2015 *World Development Report* provides new insights on the important interplay between individual thoughts, social influences, and mental and social history on decision-making, and the importance of recognising these dynamics in efforts to transform individual capacities and formulate development policies. This newly emerging Mind, Society, Behaviour Framework (see Figure 4 below) is explored in the *CGA*, particularly engaging with how psychological and social influences impact on the transformation of the personal, household, community and nation.

F4: MIND, SOCIETY, BEHAVIOUR FRAMEWORK



72. Utilizing this analytical framework allows for a larger understanding of inequality and poverty in the Caribbean, and supports the formulation and promotion of key recommendations to address such.

3.2 METHODOLOGICAL FRAMEWORK

73. This *CGA Synthesis Report* presents a summary and comparative analysis of the gender-based evidence gathered and analyzed in the 10 *CGAs* conducted in Anguilla, Antigua & Barbuda, Barbados, Belize, Dominica, Grenada, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines.
74. The research methods used to conduct the 10 *CGAs* included:
- i. Interviews with CDB staff;
 - ii. A review of relevant CDB documents including its *Gender Equality Policy and Operational Strategy (GEPOS)*, sector policies, as well as the *Country Strategy Papers (CSPs)* and *Country Poverty Assessments (CPAs)* developed for the individual BMCs;
 - iii. An extensive survey of sex-disaggregated statistics and indicators, sourced from national, regional and international databases, in areas including population, income, poverty, social development, sexual and reproductive health, leadership and decision-making, and gender-based violence;
 - iv. An extensive review of documents from the individual BMCs, including national development plans, policy documents, policy briefs, national and sectoral reports, public awareness brochures related to economic planning and growth, poverty reduction, and gender equality issues conducted by the Governments of the BMCs and other institutions;
 - v. Expert missions to each of the 10 BMCs to facilitate consultations, focus group discussions and semi-structured interviews with key stakeholders with representatives of the Government, private sector, civil society, and practitioners (e.g., farmers, entrepreneurs, etc.);
 - vi. A national Stakeholder Workshop was convened in the majority of BMCs by CDB in partnership with the Government, to bring together a cross-section of stakeholders (Government, private sector, civil society, practitioners and development agencies), to review the *CGA* research findings and recommendations, and to identify and prioritize strategies for implementation.
75. **Limitations:** It needs to be noted that sex-disaggregated statistical data are often not collected regularly, analyzed or disseminated by the Government ministries, departments and agencies of the BMCs; as well as private sector institutions such as national development banks, commercial banks and credit unions; or by the wide cross-section of civil society organisations. The multi-pronged research methods used in developing the *CGAs* (discussed in the paragraph above), thus served to generate quantitative and qualitative data not easily accessible for the majority of the 10 BMCs. However, as is evident from Table 1 below, there are gaps for individual countries with regard to the comparative sex-disaggregated statistics and gender-based indicators gathered for issues including population, male-female household headship, life expectancy, maternal mortality, educational enrolment (at the primary, secondary and tertiary levels), labour force participation, unemployment, representation in Parliament, and gender-based violence.

PART II

4.0 COMPARATIVE STATISTICAL GENDER PROFILES

76. The comparative statistical gender profile for the 10 BMCs (see Table 1 below), sets out core sex-disaggregated statistics and indicators in areas including population, male-female household headship, life expectancy, maternal mortality, educational enrolment (at the primary, secondary and tertiary levels), labour force participation, unemployment, representation in Parliament, and gender-based violence, as assessed in the individual *CGAs*.
77. The key gender statistics and indicators presented in Table 1 are analyzed in the Executive Summary and Section 5.

T1: COMPARATIVE SUMMARY OF KEY GENDER EQUALITY INDICATORS

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/ females in Parliament	Gender-based Violence (GBV)
ANGUILLA	M-6,469 (49.6%) F-6,568 (50.4%) T-13,037 (100%) (Statistics Dept. 2011)	M-1,605 (50.4%) F-1,578 (49.6%) T-3,183 (100%) (Statistics Dept. 2011)	M-932 (50.8%) F-901 (49.2%) T-1,833 (100%) (Statistics Dept. 2011)	M-483 (47.2%) F-540 (52.8%) T-1,023 (100%) (Statistics Dept. 2011)	M-76.52 years F-81.11 years T-78.88 years (Statistics Dept. 2002)	F-39.6 (CPA 2007/2009)	0 (PAHO 2013)	M-81.2% F-65.8% T-73% (CPA 2007/2009)	17.7% (estimate CPA 2007/2009)			M-96.3% F-93.5% T-94.9% (OECS Education Digest 2011)	M-85.4% F-79.2% T-82.2% (OECS Education Digest 2011)	-
ANTIGUA & BARBUDA	M-40,007 (48%) F-43,271 (52%) T-83,278 (100%) (GOAB, Census, 20011)	M-11,333 (51%) F-10,979 (49%) T-22,312 or 24% of total population (CIA, 2013)	M-7,465 (49.5%) F-7,622 (50.5%) T-15,087 or 16.7% of total population (CIA, 2013)	M-2,771 (43%) F-3,659 (57%) T-6,430 or 7.1% of total population (CIA, 2013)	M-73.9 years F-78.1 years T-75.9 years	M-51.6% (RIO +20, 2012) 56.5% (GOAB Census, 2001) F-48.4% (RIO +20, 2012) 43.5% (GOAB Census, 2001) T-100% (RIO +20, 2012) 100% (GOAB Census, 2001)	0.81 (CARI-COM, 2010)	M-18,602 (47%) F-21,341 (53%) T-39,943 (Kairi, CPA 2005/2006)	-	M-100% F-88.1% T-94.0% (GOAB, Ministry of Education, 2009-2010)	M-78.9% F-82.1% T-80.5% (CEPAL, 2011)	M-689 (34.8%) F-1291 (65.2%) T-1980 (100%) (OECS, 2010-2011)	<i>H.O.R/ Lower House</i> M-16 (89.9%) F-2 (11.1%) T-18 (100%) <i>Senate/ Upper House</i> M-10 (58.8%) F-7 (41.2%) T-17 (100%) (IPU 2014)	T-216 victims (DOGA, 2011)
BARBADOS	M-133,018 (47.9%) F-144,803 (52.1%) T-277,821 (100%)	M-28,001 (51.1%) (0-15 years old) F-26,756 (48.9%) (0-15 years old) T-54,757	M-18,513 (50.0%) F-18,526 (50.0%) T-37,039 (Barbados Census 2010,	M-14,824 41.2% (CIA, 2013) F-21,145 58.8% (CIA, 2013)	M-72.5 years F-77.1 years T-74.8 years 74.8	M-41335 (52.5%) F-37330 (47.5%) T-78665 (100%)	-	M-73.1% F-62.1% T-67.3% (Continuous Household Labour Force Survey July-	M-12.2% (Continuous House-hold Labour Force Survey, 2013)	(See Barbados CGA for Participa-tion at Public Secondary	-	<i>H.O.R/ Lower House</i> M- 25 (83.3%) F-5 (16.7%)	Prevalence of domestic violence- 27% (Bureau of Gender Affairs)	

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/ females in Parliament	Gender-based Violence (GBV)
	(Census 2010, Barbados Statistical Service)	(0-15 years old) (Barbados Census 2010, Barbados Statistical Service)	Barbados Statistical Service)	T-35,969, 12.9% (CIA, 2013)	years (Barbados Economic & Social Report 2012)	(Gov't of Barbados 2010 Population and Housing Census)		September 2013)	10.9% (Barbados Economic and Social Report 2012) F-11.1% (Continuous Household Labour Force Survey, 2013) 12.3% (Barbados Economic and Social Report 2012) T-11.7% (Continuous House-hold Labour Force Survey, 2013) 11.6% (Barbados Economic and Social Report 2012)		Schools by Sex)		T-35 (100%) <i>Senate/ Upper House</i> M-16 (76.2%) F-5 (23.8%) T-21 (100%) (IPU 2013)	CADRES Survey, 2009)
BELIZE	M-179,451 (50%) F-179,448 (50%) T-358,899 (100%) (estimate SIB 2014)	M-16,118 F-15,817 T-31,934 (estimate SIB 2014)	M-17,996 (49.6%) F-18,286 (50.4%) T-36,282 (100%) (estimate SIB 2014)	M-1,939 (51.3%) F-1,842 (48.7%) T-3,781 (estimate SIB 2014, 65 and over)	M-71.1 years F-76.6 years T-73.7 years (2012 World Bank)	M-57,533 (72.4%) F-21,939 (27.6%) 60% -with no men of working age in household.	45 deaths / 100,00 live births (World Bank 2013)	M-84,511 (63.7%) F-48,869 (36.3%) T-134,521 (100%) (SIB 2014)	T-18,479 (Total no. of persons)	M-34,092 (Net ratio of 92.5) F-32,955 (Net ratio of 92.4) T-67,047 (SIB, 2010)	M-8,895 (47.3%) F-9,904 (52.7%) T-18,799 (100%) (SIB, 2010)	M-3,186 (39.3%) F-4,924 (60.7%) T-8,110 (100%) (SIB, 2010)	H.O.R/ Lower House M- 31 (96.9%) F-1 (3.1%) T-32	M- Child Protect. Services Referral: 43% F- Child Protect. Services

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/females in Parliament	Gender-based Violence (GBV)
						T-79,492 (Census, 2010) (CPA, 2010)							(100%) <i>Senate/ Upper House</i> M-8 (61.5%) F-5 (38.5%) T-13 (100%) (IPU 2012)	Referral: 58% TOTAL REPORTED CASES OF RAPE: Rape: Rape: 38
DOMINICA	M-34,973 (51%) (2011) F-33,940 (49%) (2011) T-68,913 (100%) (2011) (GOCD, 2014)	M-8,787 (51%) (2011) F-8,511 (49%) (2011) T-17,298 or 25.1% of total population (2011) (GOCD, 2014)	M-5,928 (51%) (2011) F-5,627 (49%) (2011) T-11,555 or 16.8% of total population (2011) (GOCD, 2014)	M-4,755 (2011) F-5,444 (2011) T-10,199 or 14.8% of total population (2011) (GOCD, 2014)	M-73.4 years F-79.5 years T-76.4 years (CIA, 2013)	M-2011: 60.8%; 2001: 63.2% F-2011: 39.2%; 2001: 36.8% T-2011: 25,073 or 100%; 2001: 22,733 or 100%; An increase of 10.3% of households (GOCD, 2014)	2010: 222.3; (CIA, 2010; CARICO M2010)	M-17,646 (58.4%) F-12,558 (41.6%) T-2011: 30,204; (GOCD, 2014)	M-2011: 2,164 (12.3%); 2001: 12.2% F-2011: 1,238 (9.9%); 2001: 10.7% T-2011: 3,402 (11.3%); 2001: 11.0% (GOCD, 2014)		M-50.7% F-49.3% T-100% (MoE, Gov't of Dominica, 2011/12)	M-868 (37.5%) F-1,449 (62.5%) T-2,317 (100%) (MoE, Gov't of Dominica 2011/12)	M-25 (78.1%) F-7 (21.9%) T-32 (100%) (IPU, 2014)	T- Reported cases- 391 (National GBV Registry, BGA, 2011-2013)
GRENADA	M-2011: 53,008 (50.23%) 2001: 51,381 (49.82%) F-2011: 52, 531 (49.77%) 2001: 51,753 (50.18%)	M-13,962 (52%) F-13,101 (48%) T-27,063 or 24.7% of total population (CIA, 2013)	M-9,310 (49.5%) F-9,474 (50.5%) T-18,784 17.1% of total population (CIA, 2013)	M-4,601 (45%) F-5,520 (55%) T-10,121 or 9.2% of total population (CIA, 2013)	M-71.0 years F-76.35 years T-73.68 years (Health Sector Situational Analysis (2013),	-	0.4 (Health Sector Situationa l Analysis (2013), Ministry of Health, GOGGR)	M-2011: 67.4%; 2001: 72.0% F-2011: 53.5%; 2001: 48.5% T-2011: 60.5%; 2001: 60.3% (CSO, Government	M-17.9% of the labour force F-31.8% of the labour force T-24.9% of the labour force (CDB (2008c)		T- 10,375 (MoE, 2012)	-	H.O.R/ Lower House M- 10 (66.7%) F-5 (33.3%) T-15 (100%) <i>Senate/</i>	M- Reported Cases- 4 victims (10.8%) F- Reported Cases- 33 victims (89.2%) T- Reported Cases- 37 victims

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/ females in Parliament	Gender-based Violence (GBV)
	T-2011: 105,539 (100%) 2001: 103,134 (100%) (CSO, GOGGR, 2001 and 2011 Population and Housing Censuses)				Ministry of Health, GOGGR			of Grenada, 2001 and 2011 Population and Housing Censuses)					Upper House M-11 (84.6%) F-2 (15.4%) T-13 (100%) (IPU 2013)	(100%) (Community Relations, Royal Grenada Police Force, 25 Feb – 30 Jun 2013)
MONTserrat	M-2,498 F-2,345 T-4,843 (Stats. Dep't, 2014)	M-489 F-475 T-964 (Stats. Dep't, 2014)	M-327 F-253 T-580 (Stats. Dep't, 2014)	M-313 F-305 T-618 (Stats. Dep't, 2014)	M-75.31 years F-71.91 years T-73.65 years (CIA, 2013)	M-1,481 F-904 T-2,385 (Stat. Dep't, 2014)	0.0 (2005, PAHO) /WHO)	M-1,485 F-1,233 T-2,718 (Stats Dep't, 2012; Census 2011)	6.5 % (estimate) (Stats. Dep't, 2011)	-	-	M-27 F-22 T-49 (Pursuing CAPE Montserrat Comm. College, 2013–2014 data)	M-8 F-1 T-9 (2014)	
ST. KITTS & NEVIS	M-22,846 (49.2%) F-23,552 (50.8%) T-46,398 (100%) (Prelim. Report Population and Housing 2011 Census, Statistics Dep't, Ministry of Sustainable Dev.,	M-5,520 (50%) F-5,518 (50%) T-11,038 or 21.4% of total population (CIA, 2014)	M-3,904 (49%) F-4,028 (51%) T-7932 or 15.4% of total population	M-1,834 (45%) (65 years and over) F-2,234 (55%) (65 years and over) T-4,068 or 7.8% of total population 65 years and over. (CIA, 2014)	M-72 Years F-76.8 years T-74.4 years (Health in the Americas, 2012 Edition)	M-9,003 (57.4%) F-6,677 (42.6%) T-15,680 (100%) (GOSKN, 2011 Census	3.14 (GOSKN, Statistical Dep't. 2013)	M-St. Kitts-78% Nevis-76.2% (Labour Force Assessment, 2009) F-St. Kitts-70.3% Nevis-66.3% (Labour Force Assessment, 2009)	M- St. Kitts-5.3% Nevis- 8.1% F- St. Kitts-6.6% Nevis- 8.3% T- St. Kitts-6.5% Nevis-NA (Labour Force Assessment, 2009)	-	-	-	M- St. Kitts-14 (93.3%) Nevis Assembly-4 (80%) F- St. Kitts-1 (6.7%) Nevis Assembly-1 (20%) T- St. Kitts-15 (100%)	F- Reported Cases-46 per 10,000 women (PAHO, 2008)

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/ females in Parliament	Gender-based Violence (GBV)
	February 2012.)												<i>Nevis Assembly -5 (100%) (Gender Affairs Bureau, GOSKN, 2013)</i>	
ST. LUCIA	M-82,227 (49.7%) F-83,368 (50.3%) T-165,595 (100%) GOSL, Census, 2010	M-17,814 F-16,809 T-21.2% of total population (CIA, 2014)	M-13,701 F-13,368 T-16.6% of total population (CIA, 2014)	M- 65 + over (2014) 7,760 F- 65 + over (2014) 9,396 T- 65 + over (2014) 10.2% of total population (CIA, 2014)	M-74.69 years F-80.28 years T-77.41 years (CIA, 2014)	M-56.4% F-43.6% T-100% (Kairi, CPA 2005/06)	35 deaths/ 100,000 live births (CIA, 2014)	M-76% F-65% T-70% (67238) (CDB PSA 2013)	M-19% F-22% T-20.6% (GOSL Census, 2010)	M-8640 (51.6%) F-8124 (48.4%) T-16,764 (100%) 2012/2013 (GOSL, Ministry of Education 2015/16)	T-13796 (100%) - 2012/2013 (GOSL, Ministry of Education 2015/16)	-	<i>H.O.R/ Lower House M- 15 (83.3%) F-3 (16.7%) T-18 (100%)</i> (IPU 2011) <i>Senate/ Upper House M-8 (72.7%) F-3 (27.3%) T-11 (100%)</i> (IPU 2012)	-
ST. VINCENT & THE GRENADINES	M-56,419 (51.2%) F-53,572 (48.8%) T-109,991 (100%) (SVG Census, 2012)	M-11,858 F-11,661 T-23,519 (22.9%) (CIA, 2014)	-	M-65 +over (2014) 4,083 F-65 +over (2014) 4,748 T-65 +over (2014) 8,831 (8.6%)	M-69.2 years F-73.7 years T-71.3 (2012 actual SO/DP)	M- 52% F- 48% (CPA, 2007/08)	1.1 (SVG National Economic and Social Development Plan 2013-2025)	M-29,383 (56%) F-22,631 (44%) T-52, 014 (2012 Census)	M-19.4% F-24.3% T-21.5% (CPA 2007/2008)	M-7058 (52%) F-6551 (48%) T-13,609 (100%) (SVG Education-al	M-5375 (51.7%) F-5019 (48.3%) T-10,394 (SVG Education-al Statistical	M-Comm. College 588 (2011/2012) UWI 167 2011/2012	<i>House of Assembly- M- 18 F-3 T- 21 Cabinet M-10 F-2 T-12</i>	M- Number of sexual offenses reported by victims (2012- June 2014) 0

COUNTRIES	Total population	Population 0-14 years old	Population 15-24 years old	Population 64 years and over	Life Expectancy at Birth	%/Number of male or female-headed households	Maternal Mortality Rate	Labour Force Participation	Un-employment Rate	Enrolment in Primary Schools	Enrolment in Secondary Schools	Enrolment in Tertiary Education	No. of males/females in Parliament	Gender-based Violence (GBV)
				(CIA, 2014)						Statistical Digest (2013)	Digest (2013)	(SVG Education Statistical Digest (2013) F- Comm. College 1079 (2011/2012) UWI 355 (2011/2012) (SVG Education Statistical Digest (2013) T- Comm. College 1667 (2011/2012) UWI 502 (2011/2012) (SVG Education Statistical Digest (2013)	<i>Senate</i> M-5 F-1 T-6	(Royal SVG Police Stats) F- Number of sexual offenses reported by victims (2012- June 2014) 54 (Royal SVG Police Stats) T- Number of sexual offenses reported by victims (2012- June 2014) 54 (Royal SVG Police Stats)

PART III

5.0 COMPARATIVE COUNTRY GENDER ANALYSIS

5.1 GENDER AND ECONOMIC GROWTH

78. Caribbean economies have been impacted greatly by the 2008 global recession. While CDB's borrowing member countries regained some economic momentum in 2011, with 11 out of 12 BMCs recording a growth in real output (CDB, 2011), recovery continues to be weak amid IMF and other national fiscal programming. As small-island developing states (SIDS), these Caribbean economies are also vulnerable to natural disasters, climate change and other environmental risks which undermine key economic sectors. When coupled with increased debt burdens and primary expenditure decline, the situation necessitates economic restructuring and diversification. Women, children and the elderly are especially vulnerable to such economic shocks. Economic policies thus need to pay attention to the differential roles of men and women in the economy, as well as transform traditional male-female gender biases in education/training, employment and entrepreneurship, so as to promote economic development and growth. Gender-responsive social policies are needed to address particular male-female vulnerabilities and gender gaps in areas such as health, education, employment, poverty, the care economy, social protection, and violence and crime.
79. In Anguilla, the decline in tourism following the global economic crisis adversely affected the economy as a whole, which experienced declines from 2008 to 2013 in: construction, transportation, storage and communications, financial intermediation (including banks, insurance and auxiliary activities), and public administration. The estimated 2007 poverty rate of 5.8% rose significantly to 17.7% following the crisis. The country's economy has yet to regain productivity to pre-2008 outputs. Anguilla's deficit grew to EC\$204M at its peak in 2008, however, fell off to a still sizable \$145M in 2009. The Ministry of Finance placed the recurrent deficit in 2013 at US\$70M amid a GDP of US\$12,200.⁴ The subsequent economic restructuring strategies have included significant expenditure cuts and taxation increases. The *Anguilla CGA* recommends that the Government give careful consideration to the long-term impacts of wage cuts and freezes, and revisit the decision to maintain reduced wages in the public sector in order to achieve fiscal balance. The recommendations emphasize the need for evaluating the impact of new taxation and levy structures, including tax relief for foreign direct investments, and advancing gender-responsive institutional strengthening and capacity building among the productive sectors.
80. Antigua & Barbuda, with a GDP of US\$22,600 in 2013,⁵ is suffering a decline in primary expenditure. The Government's economic recovery strategy is focused on the expansion of non-traditional export markets (CARICOM-Canada), and its fiscal restructuring plan includes the enforcement of a wage freeze in the public sector, the removal of subsidies on food (zero goods basket) and petrol, and the introduction of value-added taxes. The new taxation structure has reduced the number of approved goods in the basic food basket and increased import duties, adopting measures considered to be a better prioritization of capital expenditure, and reformation of the social security scheme (Valdes, 2010). The *Antigua & Barbuda CGA* makes the point that

⁴ *CIA World Factbook*. Accessed at: <https://www.cia.gov/library/publications/resources/the-world-factbook/geos/do.html>

⁵ *Ibid.*

the wage freeze in the public sector will have a greater negative impact on women than men, while further failing to take into account the rising cost of living due to increased taxation on food and the reduction of social security expenditure, costs which would particularly affect women heads of households in the lower income groups, the poor and unemployed. Technical Assistance to review fiscal-restructuring strategies would be useful in analyzing the mid- to long-term gender and development impacts of transaction-based taxes, to enable the Government to reconsider whether its current macro-economic strategy promotes growth that is pro-poor and gender-equitable.

81. Barbados experienced zero real GDP growth in 2012, due to poor performance in the key tourism and construction sectors following the 2008 global economic crisis. In addition, since 2004, Barbados has experienced a negative balance of trade on every category of goods, except beverages and tobacco.⁶ As a result, the total debt as a percentage of GDP was 112.7%, and the unemployment rate stood at 11.6%. In 2014, the per capita GDP of Barbados was US\$16,200.⁷ Similarly to that of Antigua & Barbuda, the *Barbados CGA* indicates that cuts in Government expenditure in Barbados are likely to affect women and men differently, especially as employees of Government services. Cuts to health and education services will affect females more severely than males, as women comprise the majority of employees in these sectors. As such, the *Barbados CGA* recommends that gendered patterns of employment should be considered during the Government's current period of economic restructuring. It further recommends that the Government adopts a gender-responsive development strategy, which is important in stimulating growth in sectors that contribute to increased employment.
82. In Dominica, with a GDP of US\$10,700,⁸ the economic strategies being applied include debt restructuring, downsizing of Government, increased privatization, and declining Government expenditure on job creation and social programmes. The *Dominica CGA* states that while Dominica has responded to the economic crisis through seeking to diversify its production of goods and services, and to tightening spending in the public sectors, economic planning needs to include gender equality and social justice to ensure the more equitable inclusion of men and women in national development.
83. In 2008, Grenada had a per capita GDP of US\$5,941.5. However, real economic growth shrank by 2% every year since 2001 while the GDP increased by only 1.1% in 2011 and 1.5% in 2012.⁹ This has been further exacerbated by the 2008 global recession, in addition to the devastation wrought by Hurricanes Ivan in 2004 and Emily in 2005. Moreover, Grenada's debt ceiling rose from 102% of GDP in 2002 to 108% of GDP in 2012,¹⁰ making it the most indebted country in the Caribbean.¹¹ This has resulted in the slowing down of macro-economic growth and foreign direct investment (FDI), especially in the tourism sector. By 2014 however, Grenada's GDP had risen to

⁶ The only exception is beverages and tobacco which had a positive trade balance of 1.3% of trade in 2010 and 17.0% in 2012.

⁷ *CIA World Factbook*. Accessed at: <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2004rank.html>

⁸ *Ibid.*

⁹ This analysis draws on presentations made on the economy at the "Grenada Debt Relief Consultation", convened by the Council of Churches in St. George's, Grenada, in September 2013, and recorded by Dr. Hyacinth Skervin, Research Assistant for the *Grenada CGA*.

¹⁰ UNDP paper/presentation, "Grenada Debt Relief Consultation", St. George's, Grenada, September 2013, p. 2.

¹¹ Presentation by Jubilee Germany, "Grenada Debt Relief Consultation", St. George's, Grenada, September 2013.

US\$11,800¹². The *Grenada CGA* recommends that the Government needs to revisit its economic policy goals to include gender equality and social justice, and promote the equitable and sustainable economic and social development of men, women and youth. Further, it recommends that the Government promote gender-responsive, long-term economic growth and poverty reduction strategies that are based on the natural and human resources of Grenada; examine the potential impacts of trade arrangements on men's and women's capacity to access the benefits of regional and international trade; introduce gender-responsive budgeting to ensure that all Government sectors are promoting gender equity; and ensure that sex-disaggregated statistics are included in national data collection systems related to the economy.

84. The *Montserrat Sustainable Development Plan 2008–2020* is critical as the country rebuilds and economic activity increases. However, the development plan needs to include gender-based analysis that includes where men and women are positioned in the formal and informal economy, the gender segregation of occupations, and the recognition of the economic value of unpaid reproductive work.
85. In St. Kitts & Nevis, the Government's 2011 Standby Agreement with the International Monetary Fund (IMF) necessitated debt restructuring. The following macro-economic measures were taken: a 17% increase in value added tax (VAT); increase in electricity rates; reduction in subsidies; and a freeze on borrowing and on wages of civil servants. The 2005 closure of the sugar industry, which had adversely affected some 12% of the labour force, especially women, and the destruction caused by Hurricane Omar in 2008, added to the economic fallout. By 2014, however, the GDP of St. Kitts & Nevis – standing at US\$20,300¹³ – was higher than that of Grenada, St. Vincent & the Grenadines and Dominica. The *St. Kitts & Nevis CGA* cites the CDB's *Country Strategy Paper (CSP) 2013-2016* as an important reference point for promoting growth through collaboration between the CDB and the GoSKN. The *CSP* identifies the following priority areas: strengthening of public sector management, tourism development and competitiveness; agricultural development linked to private sector development; social safety net reform; education and training linked to labour market demands; and water and sanitation infrastructure. The *St. Kitts & Nevis CGA* recommends that the *CSP* should be aligned to specific priority development areas cited in the *Adaptation Strategy*, and gender equality objectives should be included in all areas of the *Strategy*.
86. In St. Lucia, a national budget deficit (the country's 2014-2015 budget estimates total revenue and grants at EC\$960,137,390 compared to a total expenditure of EC\$1,173,635,453), has informed cuts in social spending. In addition, amid a GDP of US\$11,100 in 2014,¹⁴ the Government has put in place mechanisms to counteract this deficit, such as the removal of the subsidy on brown sugar, an adjustment to the Value Added Tax (VAT) Exempt List, and a proposed 5% salary cut and wage freeze for public servants. VAT has gender implications due to the different consumption patterns of women.¹⁵ Women, especially as heads of households, are more likely to be the ones to purchase goods and service for their families. Thus, poor women and women heads of households bear a larger VAT burden. Further, within the GoSL's development goals for the 2014/2015 fiscal year, the economic growth agenda lacks a gender analysis. The *St. Lucia CGA* recommends that the differential impacts on women and men, of debt restructuring strategies such as VAT and other forms of taxation, and the proposed 5% wage freeze for public servants needs to be examined. And

¹² *CIA World Factbook*. Accessed at: <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2004rank.html>

¹³ *Ibid.*

¹⁴ *Ibid.*

¹⁵ OECD. *Gender and Taxation*. Governance and Democracy Division. Accessed at: <http://www.oecd.org/social/gender-development/44896295.pdf>

further, that gender-responsive economic strategies should be integrated into economic policy and implementation, debt restructuring, trade negotiations, and poverty reduction strategies and programmes.

87. In St. Vincent & the Grenadines, Hurricane Tomas in 2010 caused damage to infrastructure, agriculture, utilities and housing, totalling some EC\$251.9 million (US\$93.3 million) or 13% of GDP. This was followed by floods in 2013 which caused a similar scale of damage, with deep consequences for the overall performance of the economy and reconstruction. As of 2014, the country's GDP stood at US\$10,900.¹⁶ According to the *St. Vincent and the Grenadines CGA*, the objectives and anticipated outcomes of the *St. Vincent & the Grenadines' National Economic and Social Development Plan 2013-2025 (NESDP)* should include the enhanced capacity to promote gender equality and gender mainstreaming across all sectors.
88. Thus the *CGAs* across the BMCs make the point that in the wake of the 2008 global economic downturn, accompanied by poor economic growth in the individual countries, the economic strategies being put in place under regimes of fiscal restructuring need to include a gender analysis of the differential impacts on men and women, for example, wage freezes in the public sector, VAT increases on basic food items, and cuts to health and education programmes and social safety nets, which tend to have a greater negative impact on women heads of households and their dependants, the poor and unemployed. Further, the *CGAs* recommend that while undertaking fiscal restructuring to promote economic growth and sustainable development, gender equality objectives and anticipated outcomes should be integrated into the countries' national budgets and development plans (gender-responsive budgeting and planning). This will serve to properly consider and situate men and women in the economy; ensure that men's and women's differential economic needs are taken into account (e.g., women's responsibility for the care economy); put resources into stimulating their contribution to the growth of economy, for example with regard to women's, men's and youths' equitable access to entrepreneurship initiatives, agri-business and eco-tourism programmes, etc.; and ensure that gender equality is mainstreamed across all sectors of the BMCs. The capacity for such gender analyses and gender-responsive budgeting strategies is often lacking across the BMCs, which would benefit from technical assistance from the CDB and other regional and international agencies.

5.2 GENDER AND PRODUCTIVE ECONOMIC RESOURCES

5.2.1 GENDER, AGRICULTURE AND AGRI-BUSINESS

89. Agriculture continues to be important to Caribbean economies with regard to contribution to GDP, employment and food security. Caribbean economies have, however, seen major shifts in the sector due to World Trade Organisation (WTO) Agreements which have resulted in the loss of preferential markets and have negatively impacted on the export market for bananas. Global warming has resulted in more frequent and intense hurricanes in the region, as well as flooding and other environmental disasters that have had devastating impacts on agriculture and agri-business in the BMCs. The sector remains highly sex-segregated, with men dominating land ownership, access to credit and other means of production. Sectoral policies also tend to lack a gender analysis, which needs to be included in national policies and plans related to agricultural diversification and expansion, and food security.

¹⁶ CIA World Factbook. Accessed at: <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2004rank.html>

90. In Anguilla, agriculture and fishing are minor economic sectors, together contributing 1.99% of GDP. Despite this, agriculture maintained a steady Gross Value Added (GVA) from 2003 to 2014. The Government indicated a “drastic increase” in the demand for agricultural imports and services, and proposed investment in new and improved methods for livestock and crop production. It also identified fisheries as an area with potential for expansion, given some 200 nautical miles of ocean north of the island exclusive to Anguilla that is currently untapped, which can bring “some semblance of diversification” (away from Tourism) and make a higher contribution to GDP. Men have historically dominated the agriculture and fisheries sectors in Anguilla, and are likely to be the chief beneficiaries of efforts to advance employment and entrepreneurship opportunities. In 2007-2009, 1.0 percent of the total employed male population were engaged as skilled workers in agriculture, forestry and fishery, with the majority found in the third consumption quintile, thus outside of current vulnerabilities to poverty. However, the number of women in agriculture and fisheries was too small to register in the country’s *2007/2009 CPA*.
91. In Antigua & Barbuda, the Ministry of Lands and Agriculture does not collect sex-disaggregated data on land ownership. However, gender segregation in the agricultural labour force is evident in combined CDB and ILO data, which reveal that men represent 71.4% of workers in the agriculture, hunting and forestry sector as compared to 28.6% of women. Further, of the registered farmers with the Central Marketing Cooperation, men comprise 77.5% while women comprise 20% (the sex of two farmers or 2.5% is unknown). The *Antigua & Barbuda CGA* points out that the actual participation of women in agriculture may be under-estimated due to the proximity of one’s farm to the home, and the fact that women tend to engage in subsistence agriculture while maintaining responsibilities within the home. Meeting the country’s household subsistence needs has been challenged by the economic downturn, and the issue of food security has become of utmost importance to the Government. In Antigua, a few small organisations are farming organic vegetables, and innovative technologies such as aquaponics have been introduced. And in Barbuda, a pilot initiative was launched, yielding its first catch of organically fish-farmed tilapia in 2012. There has also been a return to traditional sources of food for household consumption, and fishing and small scale gardening have consequently contributed to a reduced dependence in imported goods, particularly in historical fishing communities. The *Antigua & Barbuda CGA* recommends that support be provided to develop gender-responsive agriculture, food security and environmental policies and programmes, to promote inclusive and sustainable interventions which would benefit both women and men.
92. In Barbados, the agricultural labour force is highly gender segregated. The ownership of farms is predominantly male, with approximately 80% being owned by men. The *Barbados CGA* indicates that men account for 60% of skilled agricultural labourers and 62.9% of employees in agriculture, forestry and fishing.¹⁷ In comparison, many of the smallest farms and subsistence plots are female owned. Women’s low ownership of land and farms constrains their access to credit in the agriculture, as well as other productive sectors.
93. In Belize, the agriculture sector contributed 9.55% to GDP in 2012, decreasing slightly to 9.14% in 2014. It is not clear, however, whether these figures take women’s unpaid labour on family farms into account. Agriculture is recognised as a significant employer of Belizeans as well as a growth sector for the country. Of particular note is the fact that in Belize, its rural population is growing faster than the urban population, unlike the majority of countries globally.

¹⁷ *Barbados Statistical Service Labour Force Survey, 2012.*

94. For Dominica, agriculture contributes 17.38% to GDP, and it is also a major employer accounting for an estimated 30% of total employment. Males comprise 85% of skilled agricultural and fishery workers, compared to 15% of females (GoCD, 2014). However, negative impacts of World Trade Agreements, devastating hurricanes, and increased production costs have resulted in a decline in banana exports from 57,867 tonnes in 1990 to less than 7,000 tonnes in 2009. Youths' lack of interest in agriculture is also an issue of concern for the sustainability of the sector. The *Dominica CGA* reveals that rural women have been particularly affected by the banana crisis, both directly as small banana farmers and as spouses/partners of banana farmers. In response to the crisis, the Dominica Bureau of Gender Affairs (BGA) established a revolving loan fund to assist women's small enterprise development. Women's groups established through financial funding from the BGA and other agencies are producing agro-processed products such as cassava flour and bread, seasonings, and other products for the local market. The *CGA* recommends that these enterprises would benefit from further support from Government, banks and credit agencies, and international agencies to enable them to scale up and contribute to export trade. To ensure agricultural sustainability, the *CGA* recommends that teaching of agriculture be introduced and/or strengthened at the primary, secondary and State College levels, and also that school gardens should be reintroduced with the aim of changing the perception that agriculture is for the illiterate/poor, to one that agriculture and agri-business are attractive and profitable fields of study and endeavour. Further, to increase the contribution of agriculture to economic growth, the *CGA* recommends that men, women and youths need to be encouraged to become agricultural entrepreneurs, and support given to small- and medium-sized agricultural enterprises, paying specific attention to increasing women's land ownership and access to credit.
95. In Grenada, agriculture is the largest productive economic sector,¹⁸ consistently accounting for between 6-15% of the GNP per annum, and employing just over 8% of the labour force in 2011.¹⁹ However, the country experienced a policy shift from an agriculture-based economy due to the decline in the banana export market, and Hurricanes *Ivan* and *Emily* in 2004 and 2005 which devastated the nutmeg industry. But Government investments in 2011 and 2012 in cocoa and nutmeg have increased by over 100% percent. The *Grenada CGA* indicates that the agricultural labour force is highly gender segregated. While men comprise the majority of labourers in Government and privately owned crop farms by as much as 95%, women comprise the majority of workers in the cocoa and nutmeg factory houses where sorting and packing take place. Men also dominate livestock farming and fishing, while increasing numbers of women are entering poultry farming. Such gendered segregation impacts on the earning capacity of men and women in agriculture, as men are positioned in jobs where wages are higher. This translates further into men's and women's unequal access to assets/collateral to engage in agri-business, eco-tourism, etc. However, there is little evidence that Government and other agricultural agencies are aware of the gender dimensions of agriculture. The *Grenada CGA* recommends that gender equality be promoted in agriculture so as to increase men's and women's equitable access to productive resources, and opportunities for entrepreneurship that link agriculture to agri-business and tourism. Further, the teaching of agriculture at the primary, secondary and Grenada National College (TAMCC) levels should be introduced or strengthened, to stimulate youth participation in the sector, promote entrepreneurship in agriculture and agri-business, and contribute to restructuring the agricultural sector.
96. In Montserrat, men also predominate in the agriculture sector. However, agriculture dwindled in economic importance when the most fertile area of the island was declared unsafe and evacuated after the volcanic eruptions of 1995 and 1997. The sector's share of GDP dropped from 5.4% in

¹⁸ 2011 *Economic Analysis*, Central Statistical Office, Ministry of Finance, Government of Grenada.

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

1994 to 1.1% in 1998, which was accompanied by a serious problem of food security due to the heavy dependence on food imports. The *Sustainable Development Plan 2008–2020* has therefore set a target of increasing agricultural output and food security by 100% by 2020. However, in order that the achievement of this target has equitable outcomes for women and men, measures need to be taken to ensure that both females and males are equitably engaged in the agricultural sector.

97. For St. Kitts & Nevis, CDB's *Country Strategy Paper (2013-2015)* has projected an increased output in agriculture on the basis of improved irrigation, mechanization of services, and facilities for product handling and storage. It is estimated that some 80% males and 20% females occupy farm holdings and that there is a 70:30 ratio of males to females in actual production. In addition, with the exception of the all-female Fahies Agriculture Women Cooperative Society, women's membership in cooperatives stands at 24%. While women dominate agro-processing in St. Kitts & Nevis, they face major barriers to expanding their involvement in agriculture, including domestic responsibilities, expertise, marketing, and access to Caribbean and other markets.
98. In St. Lucia, the development of agriculture is guided by the *National Agricultural Policy 2009-2015*. The *CGA* reveals, however, that while the Government is cognizant of the role of women in food production, it does not explicitly discuss their participation in commercial food production or their economic contribution to agriculture. Additionally, while women are least likely to hold land, they dominate agro-processing. However, especially for rural women, expansion of their production and sales is hampered because HACCP²⁰ standards for international and regional export are not being met, as most products are produced in private homes.
99. In St. Vincent & the Grenadines, the agriculture sector, specifically banana production, decreased in the aftermath of Hurricane Tomas in 2010. This, coupled with the loss of preferential markets added to the reduced contribution of agriculture to GDP. Agriculture includes a large informal sub-sector estimated at 5,000 persons; bananas remain an important crop for small farmers and a major source of livelihood for women. Major activities in the industry were undertaken in 2012, including the re-planting of some 1,234 acres. Of the 490 farms in operation registering 474 farmers, there were 300 or 63% male farmers compared to 174 or 37% female farmers.²¹ Women are lagging behind with regard to access to resources, and it is thus important to increase investment among women in areas such as root crop production and agro-processing. Further, initiatives such as the Banana Accompanying Measures and the Farmers' Support Company need to pay attention to mainstreaming gender in their operations and fulfill their gender-specific mandates.
100. Agriculture is important to the BMCs, given their contribution to GDP, employment and food security. It is clear that the loss of preferential markets, particularly for bananas, has had a significantly negative impact on the previously large banana producing countries of Dominica, Grenada, St. Lucia and St. Vincent & the Grenadines, and particularly on the men, women and their families engaged in the industry. Environmental disasters including hurricanes and floods have had devastating impacts on agriculture and agri-business, including the longer-term tree crops of cocoa and nutmeg. Across the BMCs, women own less land, farms and other forms of collateral than men, and have less access to credit and other resources. Women also engage in specific jobs in the industrial production of bananas, cocoa and nutmeg, among others, although they earn less wages

²⁰ Hazard analysis and critical control points "is a risk management system that identifies, evaluates, and controls hazards (biological, chemical and physical) related to food safety throughout the food supply chain." *HACCP Growing Opportunities in Food Processing*. St. Lucia Bureau of Standards (SLBS). Accessed at: http://slbs.org.lc/document_file/HACCP_Brochure_current.pdf

²¹ *Agric Info, the Quarterly Agricultural News Letter of St. Vincent & the Grenadines*. Vol. 1, 2012. Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry. p. 27.

than men. They are involved significantly in agro-processing and small-scale agri-business, through women's cooperatives and as individuals, but they often face barriers in scaling up production and engaging in national, regional and global markets. In the context of the economic downturns in the economies of the BMCs, women's involvement in subsistence agriculture has been an important factor in ensuring food security. Given the importance of agriculture to national development and its potential to contribute to economic growth in the BMCs, the CGAs urge Governments to include a gender analysis of the situation of women, men and youth in national policies, plans and strategies related to agricultural diversification and expansion, and food security. The relevant agencies should address issues of gender pay inequity in the sector, and support women's and men's agri-businesses through access to land, credit, capacity building, marketing, etc. Further, national development banks, commercial banks, credit unions, and other relevant agencies should put in place gender-sensitive risk assessment procedures to facilitate and ensure women's equal access to credit, based on project review, experience and motivation of applicants, rather than solely on ownership of land and other forms of collateral.

5.2.2 TOURISM AND ECO-TOURISM

101. In 2011, the tourism sector largely drove economic recovery in several BMCs (CDB, 2011: 8). However, gendered occupational segregation persists in the sector, with women found predominantly in the lower-waged occupations. Where Governments have put in place national tourism policies and plans to foster employment and economic development, they do not tend to include a gender analysis or strategies for promoting gender equity among women and men in the sector, in areas including addressing occupational segregation, equal pay for work of equal value, support to eco-tourism business enterprise, etc.
102. In Anguilla, the vast majority of employed persons are engaged in the tourism and financial sectors. Some 21.4 % of the total employed population were employed in services and sales in 2007-2009, of whom 38.3% were located in the two lowest consumption quintiles. Another 20.2% of workers were engaged in crafts and related trades, with a significant 66.6% found in the two lowest consumption quintiles. The CGA indicated that following the 2008 global economic crisis and the rapid decline in tourist arrivals and hotel expansion in Anguilla, women were likely to be greatly impacted through their predominance in the services and sales sector,²² and women engaged in the formal and informal economies would also have faced declining incomes. Men are overwhelmingly represented in labour categories immediately impacted by the declining tourism sector. Not only is male labour heavily concentrated in crafts, trades and construction, but males were less likely than females to hold a second job (9% of males to 18.1% of females held additional employment). Thus, the loss of employment in the construction sector adversely impacted on men across all consumption quintiles.
103. Antigua & Barbuda's *Sustainable Tourism Development Plan (STDP) 2013* aims to support the development of long-term sustainable tourism projects. However, while the *STDP* is said to be "gender neutral," the *Antigua & Barbuda CGA* indicates that the plan does not mention gender-responsive strategies for the development of the sector. The *CGA* thus recommends that the

²² Men in Anguilla face a critical social challenge due to limited labour opportunities from the collapse of the construction sector and foreign-direct investment (FDI). The data on employment by category reveal that men at all income levels have been adversely affected by declines in related economic sectors. Women, on the other hand, are largely concentrated in the services and sales sector, accounting for 30.3% of all employment. Similar to the dynamic of men who are employed in crafts, trades and construction, women living in poverty represent 28.5% of all female workers in services and sales, with another 33.9% in the second lowest quintile.

Government should strengthen policy frameworks of the key economic sectors by incorporating gender analysis and gender-responsive strategies.

104. In Barbados, a service-driven economy, tourism is one of the top contributors to GDP. While men comprise the majority of business owners in the sector, women account for the majority of tourism employees including at the most senior levels. Given the decline in tourism, and key employment sectors such as retail and construction, the *Barbados CGA* recommends that economic policy should promote the major sectors of employment for men and women such as construction and retail, taking into account the linkages between tourism and these labour-intensive sectors.
105. Tourism is one of Belize's top economic growth sectors, with its related industries accounting for approximately 25% of GDP. According to the Belize Tourism Board, the tourism industry employs one in seven people, and one in every three households is directly engaged in tourism employment. It is a service-led and female-dominated sector, except in the areas of tour guiding, grounds and building maintenance, and resort ownership and management. Thus, tourism jobs in Belize are gender segregated and follow the traditional male/female division of labour at the household level. The Belize Tourism Board observed further that many women employed in the sector are single mothers, and recommended that the establishment of childcare facilities at tourism sites in both urban and rural areas would make them more women- and family-friendly. The *CGA* notes that commercial sex work is another area of concern in the tourism sector, done by women and managed by men. Consequently, human trafficking, particularly from Central America is a related concern, and the *CGA* recommends further training and support mechanisms to detect, protect and repatriate victims/survivors of human trafficking.
106. For Dominica, while its tourism sector is small compared to its OECS neighbours, the stagnation of the agriculture sector has seen tourism become the country's single largest foreign exchange earner, with receipts averaging US\$68.7M annually in direct visitor expenditure over the past five years (CDB, 2010: 15). Further, Dominica's abundant natural assets of mountains, rivers, geothermal hot springs and beaches, have encouraged continued investment and growth in eco-tourism. The country's *National Tourism Policy 2020* and *Tourism Master Plan 2012-2022*, which have sought to integrate tourism policy and programmes into national economic, social and cultural policy. However, the *Dominica CGA* notes that gender equality was never raised in the stakeholder consultations held in the development of these policy documents. Thus while the "community tourism" approach is generating income earning opportunities for men and women, there is persistent gendered occupational segregation with women comprising the majority in the lower-waged occupations. The *CGA* thus recommends the need for collecting, analyzing and using sex-disaggregated statistics on the tourism sector in implementing the national policy and master plan. Importantly, given men's and women's equal contribution to economic growth in the sector, equal pay for work of equal value in the tourism sector needs to be promoted.
107. Grenada has promoted the diversification of its tourism sector in recent years. Due to the seasonality of winter visitors, cruise ship stops and marine life tours, there has been minimal growth in the total employment in the sector – 0.9% between 2001 and 2011.²³ The *Grenada CGA* indicates that newer trends such as eco-tourism and agro-tourism are not considered sufficiently robust to strongly impact the sector and are thus not disaggregated in official tourism economic data/analysis. The *CGA* research indicates the lack of sex-disaggregated statistics for the tourism and eco-tourism sector. Moreover, gendered occupational segregation persists, with men comprising the majority of

²³ *2011 Population and Housing Census*, Central Statistical Office (CSO), Ministry of Finance, Government of Grenada.

owners and managers of hotels, guest houses and restaurants; taxi and bus drivers, and tour guides; chefs and bartenders; and gardeners and security personnel. Women comprise the majority of owners/managers of small retail shops, and an estimated 70% of market vendors of local food, herbs and spices, crafts, etc. They also predominate in the hotel/guest house industry as administrative and hospitality staff, housekeepers, cooks, etc. Women are thus segregated in the lower income-earning occupations within the sector. In addition, they tend to work very long hours including night work, which raises issues of their safety and security and the impact on family life.

108. In Montserrat, as with the agriculture sector, the volcanic eruptions of 1995 and 1997 caused a decline in the tourism sector. Prior to the eruptions, the sector's contribution to GDP stood at 20-36%. However, by 2012, this had declined to less than 5%. *The Sustainable Development Plan 2008–2020* has earmarked tourism as the second economic driver, after agriculture. Montserrat's Tourism Development Plan is focused on capital intensive projects in the construction sector, and it is notably silent on the gender issues in the industry.
109. The *St. Kitts & Nevis CGA* likewise points to the need for sex-disaggregated data and gender analysis of the country's *Tourism Sector Strategy and Action Plan*, which is critical in order to address the differential access of men and women to opportunities in the sector. Further, the *CGA* indicates the need to examine labour market reform and propose measures to address the concentration of women in the lower skilled, less stable 'domestic' side of the sector.
110. In St. Lucia, tourism and tourism development remain critical to economic growth, as the country's main foreign exchange earner which accounts for 64% of economic output and 27% of employment. Similarly to the Grenada context, the *St. Lucia CGA* indicates that women dominate the accommodation sector as housekeepers, administrative and hospitality staff, and cooks, as well as the market and craft vendors in the informal economy, while men dominate the higher income-earning occupations. The *CGA* recommends that sector strategies need to be informed by gender analysis, and should support women to achieve higher-income positions, for example, as owners and managers of hotels, guest houses and restaurants and as tour guides. Equitable incentives should also be offered to male, female and youth micro-, small- and medium-sized business owners. Further, as recommended in the *Dominica CGA*, there is need for the collection of sex-disaggregated statistics on the sector and its use in creating and enhancing employment and entrepreneurship opportunities for men, women and youth in the sector.
111. In St. Vincent & the Grenadines, it was estimated that 2,500 jobs were generated by the tourism sector in 2013. And March 2015 data on 52 of 65 registered hotels indicate the employment of 1,502 workers, of which females comprised 61% and males 39%. As with the other BMCs, gender occupational segregation persists in the tourism sector. Men predominate in transport as owners and operators of both land and marine tour services and also as taxi operators, while women are found mainly in services related to housekeeping and hospitality. The *St. Vincent & the Grenadines CGA* thus recommends policy and programmatic responses to the social factors that shape and influence the participation of males and females in the tourism sector, as part of addressing the strategic objectives of the *NESPD* related to tourism.
112. The *CGAs* across the BMCs point to similar trends of gender segregation in the tourism sector, and the location of men in higher-paid and women in lower paid occupations. Men also comprise the majority of owners and large investors in the sector, with many of the companies being owned by foreigners. The *CGAs* also indicate that the various national tourism policies and plans developed to 'grow' the sector in the aftermath of the 2008 economic downturn were not informed by sex-disaggregated statistics, gender analysis, or gender-responsive strategies to enhance women's,

men's and youth participation in the sector. The CGAs recommend that, given the aim to promote gender equity, reduce poverty and enhance economic growth, Governments, the private sector and related agencies should target women's full participation in the tourism sector; transform the gender segregation of secondary and tertiary education and training that feeds into the sector; address issues of equal pay for work of equal value; enable women's advancement to higher income-earning positions; and provide support for women entrepreneurs in the sector through training, access to credit and markets.

5.3 GENDER AND POVERTY REDUCTION

113. Poverty reduction remains crucial to sustainable economic growth in the BMCs. The data available indicate that there is a feminization of poverty²⁴ in most of the BMCs, or that poverty is higher among women than men, which is particularly evident among women-headed households. However, in some countries, there is evidence of increasing and/or greater poverty among men. Gender equality and equity thus need to be considered in the development and implementation of *National Poverty Reduction Strategies (NPRS)* in the BMCs. Poverty reduction strategies and programmes should be evidence-based in order to promote gender equity, and respond to the specific needs of poor women, women, youth, the elderly and disabled.
114. In Antigua & Barbuda, given the 'indigence line' of EC\$6.71 per day, 28.3% of the population live in poverty. Of the population in the two poorest quintiles, 18,449 (54.7%) are females compared to 15,278 (45.3%) of males. Male-headed household are however more likely to the poor – 52.2% of poor households are male-headed. The *Antigua & Barbuda CGA* recommends that the Economic Planning Unit and the Social Policy Department (responsible for overseeing social policy frameworks) need to ensure that the *National Poverty Reduction Strategy (NPRS)* and *Mid-term Strategic Development Plan (MTSP)* are gender-responsive, as they are critical to mainstreaming gender equality in the Government's poverty reduction strategies across all sectors.
115. In Barbados, there is a high rate of poverty among female-headed households – 19.4% of female-headed households are poor, compared to 11.5% of male-headed households and 15% of all households.²⁵ It was reported that the majority of the homeless are men and single-occupancy households are headed by men, emphasizing that poverty and social isolation may combine more frequently among men. It was also noted that women who do not own property and cannot afford to pay rent are effectively homeless, but are more likely to find housing with relatives or friends. The Government has put in place specific poverty-alleviation programmes, which aim to build skills and resources in poor communities. For example, the Community Development and Social Empowerment (CODASE) programme is administered by the Advisor on the Alleviation of Poverty and the Millennium Development Goals (MDGs), in the Office of the Prime Minister. To specifically address women's economic empowerment as a strategy to alleviate poverty, the BGA provides technical support to the Women Entrepreneurs of Barbados, a non-governmental organisation of women micro-entrepreneurs, in collaboration with the Office of the Advisor on Poverty Alleviation and the MDGs.

²⁴ The feminization of poverty is defined as women's or female-headed households' disproportionate representation among the world's poor.

²⁵ Based on the 'poverty line' of BDS\$7,860.65 in 2010. See Sir Arthur Lewis Institute of Social and Economic Studies (2012), *Barbados Country Assessment of Living Conditions 2010*, Government of Barbados National Assessment Team (NAT) and Caribbean Development Bank, Bridgetown, Barbados.

116. In Dominica, the ‘indigence line’ is EC \$2,435 per annum or EC \$6.67 per day (2009). Despite a high unemployment rate for women (31.8%), males are more likely to be poor (39.5%) as compared to 36.2% of females. The CDB-supported Basic Needs Trust Fund (BNTF), which is guided by the findings of the *Country Poverty Assessment (CPA)*, targets the poor and vulnerable, specifically the Carib community, persons displaced by the banana crisis, poor parishes/communities identified, and women and youth (CDB, 2010: v). Established in Dominica in 1979, the BNTF (currently in Phase VI), comprises a skills training programme which offers marketable skills and empowers beneficiaries through building self-esteem, management and leadership skills, etc. The *Dominica CGA* indicates, however, that the skills training courses reflect traditional gender roles, and while increasing numbers of women are gravitating towards traditionally male dominant fields, the reverse is not the case. The *CGA* recommends that the issue of gender segregation in the training courses is an area that requires attention. The courses should also include awareness-raising on critical gender issues (e.g., changing male/female gender roles, teenage pregnancy, family planning, parenting, gender-based violence, anger management, gender and the law, etc.).
117. In Grenada, poverty reduction initiatives may be found in major Government ministries and departments including: Finance, Social Development, Housing, Agriculture, Youth, Education and Health. In addition, social programmes are generally directed at issues of early childhood and school-age support, and elderly care; and at vulnerable populations including youth, unemployed and low income groups, and women heads of households. While such programmes are commendable, the *Grenada CGA* draws attention to CDB’s *Country Strategy Paper (CSP) 2009-2011*, which noted that the Government’s provision of social services through various ministries, agencies and NGOs was “at best ... fragmented and in need of integration and regulation through an overarching social policy framework.” As such, CDB aims to support the strengthening the effective and efficient delivery of critical social services (CDB, 2009: 29).
118. The *Montserrat Survey of Living Conditions 2009* (published in 2012), found 25% of households and 36% of the population to be poor, and 19% of households and 20% of the population to be vulnerable to poverty (Government of Montserrat and CDB, 2012: 50, Table 3.3). As Montserrat is presently engaged in rebuilding its infrastructure, with the majority of the territory’s economic activity taking place in the construction sector, the Government and related agencies need to facilitate the inclusion of women, including migrant women, identified as “statistically poor or vulnerable”, in the livelihood opportunities available in this traditionally male-dominated sector.
119. The *St. Kitts & Nevis CGA* refers to 2009 data which indicated that in St. Kitts, females were more likely than males to be among the indigent; but in Nevis, it was men who comprised the majority of the non-indigent poor and the vulnerable. The *National Poverty Reduction Strategy (NPRS)* responds to some of these realities through the Poverty Employment Programme. One of these, the Women in Construction Trades (WICT) project, offers training for females in construction skills such as tiling, plumbing, roofing, carpentry and electrical works, which thus promotes the employment of women in non-traditional trades. However, the *NPRS* is not rooted in an analysis of gender power relations and the systemic nature of gender discrimination. As a result, it tends to stress that there should be greater focus on boys and young men, whose unemployment and engagement in crime and violence, are most visible in the society and has a sharp effect on all social sectors. The *CGA* thus recommends that the *NPRS* needs to be more evidence-based and gender responsive.
120. In St. Lucia, the following groups are most at risk of living in poverty: female-headed households, multi-generational households, unmarried mothers and their children, those living in rural communities, the disabled and the elderly. However, St. Lucia’s *Social Safety Net Assessment* found that “the social safety net does not adequately protect children, single parents (who are

predominantly women), or the working age poor (with or without children), and could do a better job of promoting human capital development. Sound monitoring mechanisms are absent; therefore, it is not possible to accurately assess whether the rights of children, women, and men regarding social protection are being fulfilled.”²⁶ Further, the *St. Lucia CGA* reveals that access to day-care is limited, as services are provided at traditional hours that do not reflect the needs of women who work irregular hours.

121. The face of poverty in St. Vincent & the Grenadines is female, and women who head households are particularly vulnerable. Other factors at work include women’s concentration in lower paying occupations, high unemployment and teenage pregnancy. An impressive number of programmes are being implemented to address poverty, and the Ministry of National Mobilization, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth has been establishing a framework for data collection and improved targeting, monitoring and evaluation of all anti-poverty programmes. The *St. Vincent & the Grenadines CGA* recommends the need to strengthen this approach towards implementation of an integrated holistic gender-responsive programme for employment creation and poverty reduction, which includes a focus on women’s education and training, especially female heads of households; the inclusion of training, for example, in agriculture and construction; and the provision of day care support. In addition, it should aim to address the multiple dimensions of poverty, including transforming traditional gender norms and attitudes.
122. The *CGAs* show that poverty is gendered across the BMCs. While poverty largely has a “female face” or is “feminized”, there is evidence of poverty among males and youths. The *CGAs* recommend that poverty reduction programmes need to be evidence-based, and promote gender equality and equity. Gender sensitization/training should be offered to policy-makers, planners and analysts in the economic and social development sectors, in order to enable them to strengthen the linkages between economic growth and poverty reduction, and better respond to the specific needs of poor women, men, youth, the elderly and the disabled. Further, poverty reduction strategies need to target female-headed households, given their high incidence of poverty. To enable them to engage in income-earning activities, women and teenage mothers need access to facilities or support for the care of their dependents as well as flexible working arrangements. This should be accompanied by paternity leave to encourage men and boys to contribute to reproductive care.

5.4 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE

5.4.1 GENDER AND INFRASTRUCTURE

123. The development and strengthening of infrastructure as a means to promote economic activity, growth, investment and fiscal sustainability is critical in the BMCs. CDB, in recognition of this, provides loans and technical assistance throughout the BMCs in areas of: water and sanitation; solid waste management; construction of roads and port facilities; development of ecotourism sites; and flood mitigation, natural disaster mitigation, and hurricane recovery and reconstruction efforts with a focus on the rehabilitation of roads, health and education, and agriculture. However, the construction sector, in which these economic infrastructural developments tend to be located, is male-dominated due to the traditional and current gendered occupational segregation of the labour market.

²⁶ Lorraine Blank (2009). *Saint Lucia Social Safety Net Assessment*, Government of St. Lucia.

124. In Montserrat, as the country rebuilds its infrastructure, construction has become the second largest industry. The sector is male dominated. In 2011, there were 300 males employed in the industry, as compared to eight women. The *Montserrat CGA* indicates that research on gender and construction shows that most women are engaged in administrative, technical and professional work. It points out, however, that the construction industry can become a site of employment for women, and recommends consultations with stakeholders to develop a policy for the industry that includes an agreed percentage of women construction workers.
125. With regard to other infrastructural projects, in St. Kitts & Nevis, a CDB-funded XCD30 million (US\$11 million) water enhancement project is being implemented by the Nevis Investment Authority.²⁷ The *St. Kitts & Nevis CGA* indicates, however, that women have a limited involvement in the project, as they serve only in storekeeping functions and as four of six meter readers in the Authority. While managers at the Authority see possibilities for greater female involvement, there is a need to ensure women's full participation in such infrastructural projects.
126. In St. Vincent & the Grenadines, there is openness to exploring how negotiations by the parties engaged in infrastructural development – namely the Government, private contractors and the CDB – can lead to the conditions and incentives for the greater recruitment, training, certification and employment of women in all areas of infrastructural development.
127. Women will continue to be excluded from the construction sector, a most lucrative area of the economies of the BMCs, and gender inequality further entrenched, unless proactive gender-responsive strategies, based on evidence-based research and community participation, are integrated into education and labour market policies and programmes. The *Dominica, Grenada and St. Vincent & the Grenadines CGAs* point to a role for CDB in this area, and recommend that all CDB-funded infrastructural projects should include quotas to encourage female participation.

5.4.2 GENDER AND CLIMATE CHANGE

128. Due to their location in the hurricane belt of the Caribbean, the BMCs are exposed to considerable macro-economic vulnerability. For example, Grenada suffered macro-economic devastation after Hurricanes *Ivan* and *Emily* in 2004 and 2005, as did St. Lucia and St. Vincent & the Grenadines after Hurricane *Tomas* in 2010.
129. For Anguilla, a tourism-based economy, environmental issues are critically important to its sustainable development. The *Medium Term Economic Strategy (2010-2014)* noted that Anguilla, having “barely anything to offer other than its natural features,” showed astounding performance as a small island state once tourism was pursued as the principal economic activity. The country has developed a comprehensive framework to address environmental issues, particularly in relation to tourism and community development. However, there is no reference to issues of gender and the environment. Similarly, the Disaster Management Department does not include gender equality language in its policies, although it has operationalized gender considerations in disaster management planning and support. The *Anguilla CGA* points out that vegetation depletion and coral reef erosion are consequences of building large scale hotels on coastal shores, which impact on the men and women who are economically engaged in agriculture and fisheries production. While these economic sectors are largely male dominant, there has been an increasing participation of women in subsistence agriculture following the 2008 global economic downturn.

²⁷ *Caribbean News Now*, “Water Expansion Project Gearing up in Nevis”, 10 September 2013. Accessed at: www.caribank.org/news-page.

130. The Governments of Dominica and Grenada recognise that global warming and climate change have major adverse impacts on macro-economic development. However, evidence from the *CGAs* confirms that women, children and the elderly are the most vulnerable when natural disasters occur due to systemic gender inequality, but this is often not considered in national climate change and disaster mitigation policies.
131. In Barbados, Government documents related to climate change and the environment refer to gender issues (Government of Barbados, 2012; Ministry of the Environment, Water Resources and Drainage, 2010; National Commission on Sustainable Development, 2004). However, they do not put forward strategies for integrating gender equity into environmental action, beyond stating that vulnerable groups including women and young men should be targeted to participate in initiatives to address environmental threats and damage. The Bureau of Gender Affairs has not been systematically involved in environmental bodies such as the National Climate Change Committee. And no evidence was found that NGOs and community groups focused on gender issues have been included in consultations or involved in environmental action.
132. In St. Lucia, with regard to operationalizing gender issues in disaster management, the National Emergency Management Organisation (NEMO) partners with civil society organisations including the National Council of and for Persons with Disabilities, and the National Council of and for Older Persons. In times of disasters, NEMO supports many institutions including halfway houses, homes for the elderly and disabled, and orphanages. The Research Officer in the Division of Gender Relations works with NEMO on the gender issues related to disasters, including the shelter policy and the post-disaster assessment of Hurricane *Tomas*.
133. With regard to renewable energy, the *Antigua & Barbuda CGA* recommends that sources such as solar and wind energy should be promoted and utilized as they could power entire communities and respond to sustainable resource challenges. The *Grenada CGA* also speaks to the use of renewable energy and recommends that, given women's responsibility for household and reproductive work, the country would benefit from the introduction of simple technologies such as solar stoves/ovens, rain water collection systems, simple wind turbines, as well as more complex systems such as solar panels, larger wind turbine systems, sustainable irrigation systems, etc. In addition, communities could be trained in household water collection systems, and encouraged to engage in local and national decision-making on water use. Montserrat has also identified geothermal and wind energy as renewable energy sources of the future, with economic opportunities for export to neighbouring countries. While the sector is in its infancy, the *Montserrat CGA* indicates that the territory's Energy policy does not include gender considerations and there is limited participation of women in the sector.
134. For all BMCs, natural resource management should thus be informed by gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the country's natural resources. The specific needs of different communities, households and persons with special needs, and the differential impacts of natural disasters on men/boys and women/girls need to be considered in policy-making, planning and development programmes in the areas of disaster preparedness and responses.

5.5 GENDER, EDUCATION AND LABOUR

5.5.1 GENDER, EDUCATION AND TRAINING

135. The BMCs have put in place legislation that provides for males and females to have equal access to education. However, there are persistent gender disparities in enrolment, repetition, drop-out rates and performance at all levels of the education system across the BMCs. There is a popularly held misconception that girls/women have greater access and are performing better than boys/men at all levels of the education system across the Caribbean. In fact, the evidence shows a more diverse and nuanced picture, within and across countries. Other gendered social factors affect access to education. In many countries, boys' dropping out of school has been linked to poverty, the need to work, migration, and involvement in criminal activities and gangs. Girls' dropping out of school has been linked to poverty, the need to work, migration and teenage pregnancy. In Belize, for example, boys often drop out of school in order to work to support the family, and girls to help with the care of the family. Moreover, education is not universally accessible at all levels, as in St. Lucia where early childhood education (ECE) is not available to all children. And across the BMCs, males and females have differential access to tertiary and university education. Of critical importance is that gender segregation is evident in students' 'choice' of subjects at the secondary, technical/vocational and tertiary levels across the BMCs, which is then replicated in the labour market.
136. In Anguilla, the ratio of students enrolled in secondary education to those in post-secondary education is very low. Thus few students are continuing on from high school to acquire the advanced skills necessary to enter technical, professional, management and other highly-skilled employment categories. This is more so for males, where for every nine males enrolled in secondary education, one is enrolled at the post-secondary level. Females are performing better, with a ratio of 3.7 to 1. Thus, greater numbers of females than males are enrolled at the tertiary level. Moreover, the numbers of both males and females enrolled in tertiary-level and TVET skills training in-country is significantly lower than the eligible population. The *2011 Population and Housing Census* data puts the total population of males in the 15-19 and 20-24 age categories at 932. When the secondary and post-secondary enrolment are combined, approximately 37.7% of males aged 15-24 are not enrolled in secondary or post-secondary education, recognising that this number may be slightly higher or lower as students enrolled in post-secondary education could be older than 24. Comparatively, some 27.8% of females aged 15-24 are not enrolled in secondary or post-secondary education.
137. In Barbados, because of the slightly higher number of male than female children, there is a slightly higher percentage of male students at the primary level (51%). At the secondary level, there are marginally fewer males as a percentage of total secondary school participants than as a percentage of the secondary school age population. The *Barbados CGA* indicates that more females than males take the Caribbean Advanced Proficiency Examinations (CAPE). Between 2008 and 2012, girls' participation rates in the CAPE examinations ranged from 58.4% to 60.6%. Further, in 2012, girls generally got higher grades than boys. At the tertiary level, since 2008 there have been significantly more female than male students enrolled at two of the three main tertiary educational institutions – the University of the West Indies (UWI) Cave Hill Campus, and the Barbados Community College. However, at the Samuel Jackman Prescod Polytechnic, which specializes in technical/vocational skills, there were more male than female students between 2008 and 2009 (1,320 males to 1,173 females), 2009 and 2010 (1,380 males to 1,270 females), and 2011 and 2012 (1,714 males to 1,098 females). In the 2010-2011 period, it was noteworthy that females outnumbered males (1,419 to 1,327). In the earlier period of 1991-2006, the evidence was that more males than females undertook technical/vocational education. However, the *Barbados CGA* indicates that data on the educational profile of the employed labour force shows that greater numbers of women have University or Technical/Vocational education than men.

138. In Belize, the participation of both males and females in education is recognised as a challenge. Starting roughly at the age of 10, boys drop out at a higher rate than girls, so that primary school completion rates for boys are significantly lower than for girls. There is also a wide discrepancy in primary school completion rates by district.²⁸ The reality is that across the secondary school system in Belize, only 40% of all eligible secondary aged students are in school. In 2010, UNDP reported that approximately 37% of men and women in Belize had received any form of schooling. There is considerable pressure on boys to help support their families from an early age, thus accounting for their early dropout. Girls are often needed to help out at home so their parents can work, or need to work themselves. The *Belize CGA* notes that overall, girls lag behind boys in academic achievement which, together with other social factors such as early marriage among specific ethnic groups, is reflected in their lower participation in the formal labour force, thus limiting their ability to find gainful employment and provide support for their households.
139. In Dominica, the rate of male/female primary enrolment has been mixed. Between 2006/07–2008/09, girls had a slightly higher enrolment than boys (51.29% to 48.51%), while between 2009/10–2011/12 boys showed a higher enrolment rate than girls (51.1% to 48.9%).²⁹ However, a higher number of boys were repeating grades/years at the primary level than girls and, except for 2011/12, more boys dropped out than girls. While 100% of Grade 6 primary school students are placed in secondary schools after the Common Entrance Examination (CEE), the *Dominica CGA* indicates that historically, males exhibit higher repetition rates than females in secondary schools. Additionally, while more boys drop out than girls, this number has been declining. The *CGA* gives the following reasons for secondary school dropout in Dominica: migration (33%), pregnancy (6%), financial difficulty (3%), and other³⁰ (58%). At the tertiary level, females outperform males; according to the *2011 Population Census*, students who attained Associate Degrees were: M: 37.1%; F: 62.9%; Bachelor’s Degrees: M: 44.4%; F: 55.6%; and Master’s or Doctoral Degrees: M: 46.9%; F: 53.1% (GoCD, 2014).
140. In Grenada, at the primary level, there has been a sustained higher male than female participation rate. For the period 2006/07–2011/12, a significantly higher number of boys than girls repeated grades/years, but more boys than girls also dropped out. At the secondary level, in the period 2006/07–2011/12, a higher number of girls were enrolled than boys. However, in 2011/2012, there was at 50:50 enrolment (or gender parity). The repetition rates were higher for males than females, and while the rate of male/female dropouts was mixed for this period, it was not possible to access data on the reasons for dropouts. The *Grenada CGA* recommends that the Ministry of Education should collect, collate and analyse data on the reasons for male/female dropouts at the primary and secondary levels. At the national college, T.A. Marryshow Community College (TAMCC), data from 2009–2012 reveal gender segregation in subject ‘choices’ among males and females. Males show higher participation rates in Applied Arts and Technology compared to females, who consistently dominate in the Arts, Science and Professional Studies. According to the *Grenada CGA*, this reflects male/female performance in the CXC/CSEC examinations where, while girls performed better than boys in the majority of academic subjects, there is evidence of gendered segregation by subjects, with boys predominating in the subject areas that lead to occupations in the fields of construction, agriculture, etc. The *CGA* indicates however that more girls than boys

²⁸ In 2009/2010, in Toledo, the primary school completion rate was 18.9% for boys and 23.1% for girls. In comparison, in Belize City, the primary school completion rate was the highest of all districts at 67.3% for boys and 57.5% for girls. At the secondary level, Corozal had the highest completion rate for both boys and girls, at 70.0% and 82.7% respectively.

²⁹ Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013.

³⁰ Not specified in the statistics collected by Educational Planning Unit, Ministry of Education, Government of Dominica.

were breaking through the traditional gender role stereotypes and studying subjects traditionally defined as ‘male’.

141. In Montserrat, at the primary level, girls outperform boys in all grades with the exception of grades 1 and 4. The *Montserrat CGA*³¹ discusses the high number of female teachers in the education sector, points to socialization practices regarding what constitutes ‘women’s work’ and ‘men’s work’, and indicates that this presents an opportunity for gender-sensitive public awareness raising as well as male engagement in the education sector.
142. In St. Kitts & Nevis, at the primary level, females have a higher completion rate at 32.5%, as compared to males at 24%. At the secondary level also, females have a slightly higher completion rate at 52.5% as compared to males at 51.6%. The *St. Kitts & Nevis CGA* further indicates that in 2012, there were almost two times the number of females than males at the Caribbean Secondary Education Certificate (CSEC) level (807 females or 64%, compared to 455 males or 36%), and almost CAPE three times the number of female than male candidates (418 girls or 71%, compared to 167 boys or 29%). However, at the tertiary level, males have a higher completion rate at 11.6% as compared to females at 5.4%. A Technical and Vocational Education and Training (TVET) Policy was being developed, with a focus on skills training as a catalyst for employment and poverty reduction, and there were indications that it would include a gender analysis and strategies for implementation. Information on the TVET Enhancement Project, due to have been implemented in June 2014, should provide answers on how these commitments are being addressed.
143. In St. Lucia, while access to primary and secondary education is universal, Early Childhood Education (ECE) is not. ECE day care and pre-school centres provide services to children up to the age four, while some centres provide services up to the age five. Primary school education is compulsory, and while the net enrolment has decreased steadily from 1996/1997, the percentage share of girls in total enrolment has remained steady between 47% and 49%. With regard to drop outs, the *St. Lucia CGA* indicates that at the primary and secondary school levels, the total number of male dropouts was higher than that of females. At the Sir Arthur Lewis Community College (SALCC), for the 2012/2013 academic year, total female enrolment outnumbered male enrolment. The *CGA* reveals further that the number of students enrolled in Agriculture remains small, as many students do not see agriculture as economically viable.
144. In St. Vincent & the Grenadines, development gaps in ECE persist. There obtains a lack of a standard curriculum and a high level of untrained teachers. Challenges persist in the primary and secondary school levels given the repetition rates for both boys and girls (boys had a significantly higher rate of repetition at both levels), and the low percentage of students with the required competency to move on from the primary level to the secondary level as well as from the secondary to the tertiary level. The reform of TVET is underway and there is the opportunity to integrate a strong gender analysis into the process so as to ensure that TVET challenges the gender segregation in the educational system as well as in the labour market.³² Strengthening secondary education and supporting TVET reform are therefore critical areas for moving the gender agenda forward in St. Vincent and the Grenadines.

³¹ It needs to be noted that other CGAs, e.g., Dominica and Grenada, also provide evidence on male-female disparities in the teaching profession at the primary and secondary levels.

³² The *CGA* indicates that for Caribbean Examinations Council (CXC) examinations, while males are taking the subjects dominated by female students, for example Food and Nutrition, very few females (5 in 2013) are taking Technical Drawing. The *CGA* posits that this phenomenon could be caused by males recognising the opportunities for further training and employment in the hospitality industry whereas females might not see prospects in the construction trades.

145. The evidence from the *CGAs* indicates that the situation of male-female participation, dropouts, and performance is mixed in the *BMCs*, despite the prevailing belief across the Caribbean that boys are dropping out and underperforming in greater numbers than girls. Each country therefore needs to review its own gender-based data at the primary, secondary and tertiary levels, and take measures to address its specific gender gaps. For example, based on the evidence, many countries may need to address boys' lower rates of educational participation and achievement at the secondary level, while ensuring that girls' educational access and achievement are not undermined or compromised. However, in most *BMCs*, girls are forced to drop out of primary and secondary school as a result of teenage pregnancy, and policies and strategies therefore need to be put in place to enable and support them to return to school after giving birth. In a number of countries, girls'/women's have lower levels of participation at tertiary levels, despite high rates of participation and achievement at the secondary level, which needs to be reviewed and addressed. A gender-responsive approach to education is also required to ensure that the learning environment is free from systemic gender bias and discrimination, and that educational attainment for boys and girls translates into gender equity in the labour market, entrepreneurship and the wider society. For example, the gendered 'choice' of subjects at secondary and tertiary levels manifests itself in male-female occupational segregation and differential incomes in the labour market. This requires a review of education curricula, text books and teaching materials so as to integrate gender modules/courses into teacher training (addressing issues such as gender and education, gender parity in traditional male- and female-dominated subject areas, gender-based occupational segregation, health and family life skills, counselling and mediation, etc.).

5.5.2 GENDER, LABOUR AND EMPLOYMENT

146. Despite the much-touted higher female educational participation and performance rates in the Caribbean, labour and employment within the *BMC*'s are marked by women's lower labour force participation, women's higher unemployment rates with the exception of Antigua & Barbuda, the gender segregation of occupations, and women's predominance in lower-paid occupations. These, combined with other socio-cultural factors, in particular women's unpaid work (the care of children, the sick, elderly and disabled, families, households and communities), have a marked impact on women's economic opportunities and life chances, and are directly related to the 'female face of poverty'. The situation points to the need for gender analysis and gender-responsive strategies in all labour policies and reforms, including the provision of childcare facilities and after-school centres, so as to increase women's economic power through full participation and employment in the most productive and higher-paying sectors of the *BMCs*.
147. The *Antigua & Barbuda CGA* shows that women had a higher unemployment rate than men, and remain unemployed for longer periods. Further, women's unpaid reproductive work is not measured, and thus not incorporated into economic and social policies. Therefore, in line with the agreement made by ECLAC member-states at the 10th Regional Conference on Women in Latin America and the Caribbean, the *CGA* recommends the development of instruments such as time-use surveys to measure unpaid work performed by women and men, in order to make such work visible, recognise its value, incorporate the results into the System of National Accounts, and thus inform the design of economic and social policies.
148. The *Barbados CGA* examines labour force data since 2003 and finds little difference between the percentages of men and women defined as unemployed. However, there are consistently higher percentages of "economically inactive" women than men (39% of women compared to 28% of men in 2012). The "economically inactive" population includes not only homemakers and others who do unpaid work, but also workers in the informal economy. This population is vulnerable in part

because they are often insufficiently covered by national insurance and other pension provision. The CGA recommends the need to conduct time-use surveys and studies of women's unpaid reproductive work and underpaid work in the informal economy, to inform policy-making.

149. In Belize, far more men are employed than women, at a rate of almost 2 to 1. Of a total labour force of 134,521 persons, 84,511 are males. The female unemployment rate far exceeds that of males: 20.4% of females are unemployed, compared to 6.7% of men. Women also comprise a greater share of the poor, and over 50% of single parent households are female-headed. Consequently, women are accorded approximately 55% of all social housing and home improvement grants, and the majority of rental subsidies. Participation in the labour market is also highly gender segregated in Belize, and the capital development areas targeted for the most extensive growth all highly favour male employment, with little entry of women into these sectors. In general, women predominate in the lowest paid occupations; bear the higher burden of social reproduction including the care of children, the sick, elderly and disabled; while facing employment discrimination and unfair dismissals when pregnant.
150. In Dominica, women's reproductive work is also not measured or included in labour force and economic statistics. According to the *2011 Population Census*, the labour force comprises 17,646 (58.4%) males and 12,558 (41.6%) females. Additionally, of the labour force, 15,482 (57.8%) males are employed compared to 11,320 (42.2%) females. Youth unemployment is high, as 39.9% of 15-19 year olds and 22.2% of 20-24 year olds are unemployed. Sex-stereotyping and occupational segregation in the labour market persists, as women comprise the majority in the administrative, technical and professional ranks of the public service and also in the nursing and teaching professions. Women also predominate in the informal economy as street and market vendors, 'hucksters' in the inter-island trade in agricultural produce and other commodities, and vendors at tourism sites, while men predominate as taxi and bus drivers and tour guide operators in the tourism industry. The *Dominica CGA* recommends various interventions to promote the equal participation of men and women in the labour force. Gender-sensitive public awareness raising and through key institutions such as schools is needed to change widely held gender stereotypes that specific professions such as nursing, teaching and hospitality are 'female professions', and construction work and engineering are 'male professions'. Government and private sector employers should provide childcare and nursing facilities for working mothers. In the development of economic growth such as agri-business and eco-tourism, female entrepreneurs need to be targeted for support.
151. The *Grenada CGA* reveals that despite education statistics which show women's higher educational attainment, and the higher number of females in the labour force (males – 23,493; females – 24,088), more males were employed than females (males – 19,295; females – 16,427) and female unemployment was higher than that of males (males – 1,999; females – 2,978).³³
152. Gendered occupational segregation is evident in Anguilla, Montserrat and St. Vincent & the Grenadines. In Anguilla, men are overwhelmingly represented in labour categories impacted by declining outputs, particularly in the construction sector. Thus the loss of employment in construction has adversely men's employment opportunities across all consumption quintiles. Women's employment has also been adversely impacted by the economic decline, resulting in reduced tourist arrivals, closure of resort properties, and the seasonal nature of the tourism sector. In Montserrat's tourism sector, men predominate in transport and excursions while women predominate in retail and the informal economy. And in St. Vincent & the Grenadines, gendered occupational segregation is manifested in women predominating in the lower paying sectors of the economy, which is linked to the gendered segregation of subject choice at the secondary level.

³³ Central Statistical Office, Ministry of Finance, Government of Grenada, July 2013.

153. According to the *St. Kitts & Nevis CGA*, the Government is seeking to address sex stereotyping and occupational segregation in the labour market, with support from the United Nations Educational, Scientific and Cultural Organisation (UNESCO). There are plans to review the Technical and Vocational Education and Training (TVET) policy, to encourage women’s participation in fields considered as “male fields” which are often located in the higher-paying sectors of the economy, and thus address gender equality and transform gender relations.
154. In St. Lucia, the labour force increased from 67,238 persons in 2001 to 85,310 persons in 2010, which comprises a higher percentage of males than females. Women are more likely to be unemployed – of a total unemployment rate of 20.6%, females exhibit an unemployment rate of 22% compared to males at 19%. The *St. Lucia CGA* reveals gendered occupational segregation in the labour force. The 2011 data indicate that there is evidence of both gender role stereotyping and some movement across traditionally ‘male’ and ‘female’ fields. According to the *CGA*, the *St. Lucia Labour Market Needs Assessment (2012)* revealed that 60% of the labour force had not attained secondary school education. The *CGA* thus recommends that as per the *ESDP 2009-2014* and in tandem with the *Labour Market Needs Assessment*, the Ministry of Education and all relevant stakeholders should develop a secondary school curriculum which is oriented towards building workforce capacity in line with market needs and national priorities, and includes an assessment and instructional plan on Agriculture and Tourism.
155. The *CGAs*’ recommendations are thus focused on issues of women’s generally lower participation in the labour force than men, their higher unemployment rates, and the need for policy and programme interventions to focus on their economic empowerment. These should include measures undertaken by Governments, private sector and other stakeholders, to address gender segregation in the labour market through reviewing and transforming secondary school and TVET curricula; provide childcare and after school facilities; increase women’s access to employment and particularly in the higher-paying occupational categories; support female entrepreneurs’ access to credit, training, marketing and other resources; among others. It is also critical for each country to examine their own statistical and other data, and put in place policies, strategies and programmes to address the specificities of their gender inequalities and gaps.

5.6 GENDER, VIOLENCE AND CRIME

156. Gender-based violence (GBV),³⁴ violence and crime are of great concern across the BMCs. Gender-based violence is a complex social problem, which is underpinned by male-female power relations and socially constructed gender roles which position men and women unequally. Further, there are clear linkages between social constructions of manhood and masculinity, and the incidence of crime and violence within the BMCs, since violence is viewed as inherent to ‘asserting one’s manhood and masculinity’. However, while women and girls comprise the vast majority of victims/survivors of gender-based violence, there is increasing statistical and other evidence that men and boys also experience GBV, including incest, bullying in schools, intimate partner violence, etc. Incidents of GBV often go unreported, and institutions such as the police and judiciary are

³⁴ According to UN Women (2013), 35 percent of women across the globe have experienced some kind of physical and/or sexual intimate partner or non-partner violence. UN Women indicates that in some countries, this number is as high as 70 percent. It is also worth noting that because of sampling bias and difficulties in collecting information (e.g., women not feeling safe or comfortable or having the opportunity to disclose, or men and intersexed persons feeling embarrassed and ashamed to discuss their experiences of gender-based violence), these numbers under-represent actual experiences of violence. These numbers also do not account for non-physical forms of violence (e.g., coercion, emotional abuse, financial abuse, isolation, etc.).

often ill-equipped to handle the reporting of such, the protection of victims/survivors, and the prosecution and rehabilitation of perpetrators.

157. In Barbados, a 2009 study showed that 27% of adult women had experienced domestic violence in the past year (Bureau of Gender Affairs, 2009). The Government of Barbados, led by the BGA, has made significant strides in strengthening legislation. The *Sexual Offences Amendment Act, CAP 154 (2002)* has, among other things, expanded the definition of rape beyond vaginal penetration to include insertion of objects, oral sex and anal sex; recognised that boys and men, and not just girls and women, can be sexually violated; and increased penalties for rape and other sexual offences. Domestic Violence and Sexual Harassment Bills have also been prepared. In addition, the National Task Force for the Prevention of Trafficking in Persons is operational.
158. Incidents of GBV continue to be one of the gravest manifestations of gender inequality in Belize. During the six year period from 2003 to 2009, over 1,200 incidents of domestic violence were reported annually, with 1,669 cases reported in 2009 (National Women's Commission, 2010). As the National Women's Commission projects that the majority of cases of domestic violence go unreported, it is expected that numbers are far higher. Reported incidents of rape, indecent assault, unlawful carnal knowledge (under-age sex), commercial sexual exploitation of children and adolescents are also notably high, and crimes of human trafficking and other violence against sex workers are also prevalent in the country. The causal and consequential relationship between GBV and HIV is further noted in Belize, as 2.2 out of 10 HIV-positive women and 3.3 out of 10 women living in situations of domestic violence reported that they required the permission of their partners to seek health treatment (National Women's Commission, 2010). In Belize, the legislative and response framework around GBV fails to adequately protect the lives of women, and/or ensure responsive care, treatment and support services. While in many instances, institutional provisions have been established, such as the formation of a Sexual Offences Unit in the Police Force, and medical professionals responding to related health issues, their hours of work, hesitation to present evidence in Court, and inadequate forensic evidence gathering techniques are examples of significant gaps to effectively meeting the needs of victims and survivors.
159. In Dominica, there is no Government facility that offers refuge/shelter, counselling/therapy and training/capacity building for victims/survivors of domestic violence. However, the Dominica National Council of Women (DNCW) operates a centre which provides limited shelter for women and their children experiencing domestic violence. The *Dominica CGA* research indicates that individuals place high importance on reporting cases of domestic violence to the Dominica Police Force, with 46% of all persons reporting incidents also stating that a prior report had been made to the Police.
160. The *Grenada CGA* indicates that due to women's increased reporting of GBV, the Ministry of Social Development in partnership with the Grenada National Organisation of Women (GNOW) commissioned the development of the *National Domestic Violence and Sexual Abuse Protocol* in 2010. Reports stemming from the *Protocol* indicate that domestic violence, inclusive of intimate partner violence and sexual violence, represents the highest incidence of gender-based violence. In addition, incidences of sexual harassment, incest and rape are high, but often go unreported. In addition to the *Protocol*, the Government and civil society organisations have put in place legislation and mechanisms to address GBV: *The Domestic Violence Act (2010)*; and the *Criminal Code* which addresses issues of femicide, Intimate Partner Violence (IPV), sexual violence, and the trafficking of persons. In 2003, the Ministry of Social Development established a Domestic Violence Unit (DVU), which is responsible for addressing domestic violence at the national level. The DVU established a 24-hour helpline for victims of domestic violence or persons requiring information, and provides support to the Cedars Home for Abused Women and their Children

(GoGR/CEDAW, 2009: 14-15). The Legal Aid and Counselling Clinic (LACC), a non-governmental organisation, provides low cost legal support to victims of GBV (GoGR/CEDAW, 2009: 15).

161. The *Montserrat CGA* indicates that of the crimes documented by the Royal Police Service from 2002 to April 2012, domestic violence was the most reported crime followed by assault. However, of the 495 cases of domestic violence reported in this period, only 45 persons made applications for protection orders. The magistrate noted the court's lack of support services for survivors, which could explain the limited number of applications. Cases before the high court took an exceedingly long time for justice to be delivered. Provisions for redress on violence against women fall under the *Family Protection Against Domestic Violence Act*. However, the law caters only for family members and grants protection orders only to cohabitating couples, resulting in some victims being unprotected and deprived of the right to redress. Persons expressed insecurities with regard to gender-based violence including sexual harassment towards women and verbal abuse of lesbian, gay, bisexual, transgender/transsexual and intersexed (LGBTI) persons. The misuse of alcohol was seen as a catalyst for gender-based violence.
162. In St. Kitts & Nevis, a domestic violence response unit has been set up within the Police Force. However, reporting of domestic violence is said to be almost non-existent in Nevis because there is no opportunity for confidential reporting or the capacity to address this deficiency. Consideration is being given to make the State the victim in cases of domestic violence to ensure that victims/survivors receive full support and do not drop their cases after the initial complaint is made to the Police. There are no shelters for survivors of violence, but the Government has before it a proposal for such a facility
163. In St. Lucia, crimes concerning sexual violence against women are handled by the Vulnerable Persons Unit within the Royal St. Lucia Police Force (RSLPF). The 2010 Census indicated that households reported 120 rapes in the 12-month period prior to the Census,³⁵ which included crimes that had not been reported to the Police. Further, the number of cases of rape, attempted rape and unlawful sexual connection reported to the RSLPF also increased from 2010 to 2011. With regard to domestic violence cases, the Family Court indicated that 5,362 domestic violence cases were brought before the courts between 1997 and 2010. However, even though Domestic Violence Law has been enacted, there exists no distinction in the definitions of violence against women in national law as distinct from intra-family, family or domestic violence.³⁶ To assist victims of GBV, a 24-Hour Crisis Hotline exists in St. Lucia and similarly in Antigua & Barbuda, where the Directorate of Gender Affairs (DoGA) has also provided a Crisis Centre for survivors of gender-based violence.
164. Among the BMCs, St. Vincent & the Grenadines has the highest incidents of female homicides. The *CGA* indicates that between 2000 and 2011, 45 female homicides were recorded and 17 of these classified as domestic violence (DV).³⁷ Further, despite the passing of the *Domestic Violence (Summary Proceedings) Act (1995)*, the provision of shelter or counseling at Marion House, and interventions by the Gender Affairs Division in collaboration with other public, private sector and non-governmental agencies, many incidents of domestic violence go unreported and police officers are often reluctant to follow up on domestic violence incidents and calls. Similarly in Montserrat, the Montserrat Royal Police Service reports that despite the high number of reported cases of domestic violence, very few protection order applications are made at the magistrate courts.

³⁵ *Saint Lucia Housing and Population Census 2010*, p. 60.

³⁶ Organisation of American States (OAS). *St. Lucia Country Report 2012. Mechanism to Follow Up Convention Belem Do Par  (MESECVI)*. Fourth Conference of States Parties.

³⁷ *St. Lucia Star* (2011). "The Time To Act Is Now!"

165. However, the *SVG National Action Plan to End GBV, 2013-2017* represents a significant advance in the country. The draft plan is said to be awaiting review by the Inter-Ministerial Committee and approval at the “highest government level.”³⁸ A system has also been put in place through collaboration between the Police and the Department of Gender Affairs, for the collection of information on incidents of domestic violence. Since January 2012 to June 2014, some 241 cases have been reported. The analysis of these provides concrete information for the implementation of the anti GBV strategy with support of partners such as the CDB. Stakeholders regard this action to address GBV as a matter of high priority.
166. In light of pertinent legislation which seeks to address GBV, the following legislative and institutional challenges related to addressing gender-based violence exist within the BMCs:
- i. Inadequate police response, reporting, investigation and follow-up;
 - ii. Lack of shelters and other victim support services such as counselling and other psychosocial services;
 - iii. Lack of medical professionals who are specifically trained to respond to sexual violence;
 - iv. Lack of rape kits and other forensic tools at the General Hospital and the infrequent use of photographs to document physical injuries;
 - v. Inadequate legal protection for victims of GBV due to no or limited legal aid; and
 - vi. The lack of understanding by women of their legal rights.
167. The CGAs thus recommend that an integrated multi-sectoral approach should be taken to address gender-based and wider forms of violence in the society, including improving implementation of relevant legislation; applying just and effective remedies by the police, judicial system, and social service agencies; and putting systems in place for the healing of victims/survivors and rehabilitation of perpetrators. Additionally, there is a need for increased public education on the nature and impact on GBV, and how persons can access support and redress. Gender sensitization is thus needed in order to support transformational change towards GBV and other forms of violence, and to transform traditional gender stereotypes, attitudes, behaviours and roles.

5.7 GENDER, LEADERSHIP AND DECISION-MAKING

168. The Anglophone Caribbean has produced four female Heads of Governments.³⁹ However, despite this achievement, there still obtains a female gender gap at the highest levels of leadership and decision-making in the region.
169. From their most recent general elections, Anguilla (2015) and Grenada (2013) have the most women in the House of Assembly and Lower House of Parliament, with 3 women out of 7 Members (43%) and 5 women out of 15 (33.3%) Members, respectively. This is followed by Dominica (2014), where women comprise 5 out of 21 Members (21.9%) in the Lower House. In both St. Lucia (2011) and Barbados (2013), women comprise 16.7% of parliamentarians in the Lower House – St. Lucia: 3 women out of 18 Members; and Barbados: 5 women out of 30 Members. St.

³⁸ Gender Affairs Division, Ministry of National Mobilization, Social Development, Family, Gender Affairs, Persons with Disabilities and Youth (2013). *St. Vincent & The Grenadines National Gender-Based Violence Action Plan 2013-2017*, p. 9.

³⁹ These include the late Dame Eugenia Charles, Prime Minister of Dominica (July 1980 – June 1995); Janet Jagan, Prime Minister of Guyana (March 1997 – December 1997), and President of Guyana (December 1997 – August 1999); Portia Simpson-Miller, current Prime Minister of Jamaica, and previously (March 2006 – September 2007); and Kamla Persad Bissessar, Prime Minister of Trinidad & Tobago (April 2010 – September 2015).

Kitts & Nevis (2005) follows with 14.3% or 2 women out of 14 Members; and St. Vincent & the Grenadines (2010) with 13.0% or 3 women out of 23 Members in the Lower House. However, the representation of women in the Lower House is particularly low for Belize (2015), which comprises 6.3% (2 women out of 32 Members).

170. For those Parliaments which include Upper Houses or Senates, Antigua & Barbuda (2014) ranks high as women comprise 41.2% (7 women out of 17 Members) in the Upper House. Belize (2012) follows as women comprise 38.5% (5 women out of 13 Members). For St. Lucia (2012), out of 11 Members in the Upper House, 3 or 27.3% are women. This is followed by Barbados (2013), where out of 21 Members in its Upper House, 5 or 23.8% are women; Grenada (2013) where women comprise 15.4% of the Upper House – 2 women out of 13 Members.
171. In Dominica, out of 32 parliamentarians, 7 or 21.9% are women and 25 or 78.1% are men. The *Dominica CGA* thus observes that while Dominica was the first Anglophone Caribbean country to have a female Head of Government, there remain structural and attitudinal barriers to women achieving senior decision-making positions. Women, however, are increasingly entering local government as local councillors and chairpersons of local councils. Of a total of 345 local councillors, 204 are male (59%) and 141 female (41%), hence achieving a ‘critical mass.’ Further, of 42 chairpersons of local councils, 30 are male (71%) and 12 female (29%). For Dominica and all other BMCs, there has been no research to show whether women are making a difference with regard to gender-responsive decision-making in local government.
172. In Belize, Montserrat, St. Kitts & Nevis, and St. Vincent & the Grenadines, there also exists a low level of participation of women in political leadership. In St. Kitts & Nevis, for example, only three (3) females have been elected to political office since Universal Adult Suffrage was secured in 1955. Presently, based on the February 2015 national elections, of the eleven (11) elected Parliamentarians and three (3) appointed persons making up the 14-member National Assembly, there are two females (14.3%). Men also dominate in other areas of public sector leadership, holding 80% of positions as Permanent Secretaries and 71.4 % of positions as Heads of Departments in Nevis. In St. Kitts, men hold a lower number of positions as Permanent Secretaries (46.7%) compared to women who hold 53.3% of positions, but they dominate as Heads of Department (65.7%) compared to women (34.3%).
173. In Belize, there is a longstanding absence of a critical mass of women in ministerial positions. Belize also exhibits the lowest elected parliamentary representation of women in the Caribbean, at 6.3%. As the Caribbean Institute for Women in Leadership (CIWIL) notes, women in Belize continue to remain marginalized from political participation because of a culture of exclusion, lack of community support, competing family responsibilities, and bias within political structures. In spite of these challenges, both at the national and community level, the National Women’s Commission provides extensive training and support for women pursuing political leadership; the success of their efforts is chiefly found thus far at the municipal level.⁴⁰ Nineteen (19) women out of forty-five (45) contesting in municipal elections were successful in 2015. In 2012, 35 women contested municipal elections at various levels, with 11 taking office, revealing an increase in both female contenders and winners.
174. The unicameral House of Assembly of St. Vincent & the Grenadines comprises 21 members, of whom 15 are elected representatives and 6 appointed Senators – 4 Government Senators and 2

⁴⁰ In 2006, Zenaida Moya became the first female mayor of Belize City, while Fern Gutierrez became the first female mayor of Peini in 2015.

Opposition Senators. Currently, there are three (3) females in the House comprising 13.0% of Members. The 12-person Cabinet comprises 2 women (20%).

175. In Antigua & Barbuda, women were notably absent from Parliament until 2004 where the sole female to serve as a Member of Parliament was elected. As of 2014, of the 18 members of the Lower House of Parliament, 16 (88.9%) are men and 2 (11.1%) are women. In the Senate or Upper House, of 17 appointed members, 10 (58.8%) are men and 7 (41.2%) are women.
176. Low representation of women in Parliament is also evident in Barbados and St. Lucia. In 2013, the Parliament of Barbados comprised of 17% of women as compared to 83% of men. There is an equal number of men and women as Permanent Secretaries (14:14). However, in Public Administration, there are more male than female Senior Public Officers of related Grades (8 males as compared to 4 females), and more male than female Heads of Departments/ Divisions/ Units (62 males as compared to 51 females). However, the *Barbados CGA* indicates that efforts have been made to encourage greater female participation in decision-making positions. These have included events in collaboration with the Caribbean Policy Development Centre (CPDC); between 2003 and 2005, the BGA facilitated the participation of Barbadian women in three training workshops to increase women's capacity for political leadership, and the development of gender-responsive policies for political participation.
177. In St. Lucia, women comprise only 3 out of 18 elected seats (16.7%) in the Lower House, and 2 out of 11 (18.2%) appointed seats in the Upper House. In an absence of gender quotas, the *St. Lucia CGA* recommends an examination of party structures and procedures to ensure that there are no structures which discriminate against women's participation and leadership. Further, political parties should set a target of at least 30% of women on their lists of candidates in national elections so as to increase women's participation in decision making.
178. In Grenada, women have achieved one fifth of elected parliamentary seats since 1995. As of the February 2013 national elections, women comprise 33.3% (5 out of 15 elected seats) of the Lower House of Parliament thus achieving 'critical mass.' In the Senate however, women only comprise 2 out of 13 appointed seats (15.4%). In addition, except for the Child Protection Authority Board, all Boards are male-dominated. Women have achieved an average of 25% representation on public sector boards and an average of 28% representation on private sector boards (including trade unions).
179. In Montserrat, men hold 60% of leadership and decision-making positions in the public sector, while parity has been achieved in the private sector with a slight advantage for women (51% female and 49% male). As of June 2014, when research for the *Montserrat CGA* was conducted, there were 8 male parliamentarians compared to 1 female parliamentarian. Following the September 2014 elections, the territory presently has 4 female parliamentarians.
180. Data on Boards and Commissions is provided for St. Vincent and the Grenadines in the respective CGA. The St. Vincent and the Grenadines CGA shows that in 2014, a total of 88 boards were in place with a total membership of 702 persons comprising 505 males (73%) and 197 females (27%). Women's participation has increased by 8.3% over 20 years from holding 18.7% of seats (46) in 1994 to the current 27% of seats. Of significance to the discussion of gender power and decision-making on Boards, is the fact that it parallels women's marginal presence and influence in the economy. The critical levers of production and resources (land, maritime assets), management of infrastructure and utilities, banking and finance, public sector investments, information and communications technology, and the supervision / oversight to the organs of law and order and

security, continue to be firmly under male control.⁴¹

181. Therefore, given women’s low participation at the highest levels of decision-making in these BMCs, women’s representation in Cabinet, Parliament, local government, and public and private sector boards should be increased. The *Port-of-Spain Consensus on Transformational Leadership for Gender Equality*⁴² recommended that:

Governments should:

- i. Increase women’s representation in Cabinet, Parliament and local government to a minimum of 30%, and where this has already been achieved, strive for parity or 50%;
- ii. Review the criteria and processes for appointments to decision-making bodies in the public and private sectors to facilitate increased women’s representation;
- iii. Offer gender-sensitive leadership training programmes for men and women (including young people), who are preparing to assume or are in decision-making positions in the public and private sectors;
- iv. Promote shared family responsibilities between women and men to increase women's participation in public life;
- v. Ensure that rules governing parliament provide for adequate maternity/paternity leave.

Political parties should:

- i. Set targets of at least 40% of either sex on the lists of candidates for parliamentary and local government elections, and senatorial appointments;
- ii. Review governance processes to identify and address impediments to internal party democracy;
- iii. Develop and implement initiatives that facilitate women’s full participation in all internal policy-making structures, and electoral nominating processes;
- iv. Examine party structures and implement procedures to remove all barriers that directly or indirectly discriminate against women’s participation and leadership; and
- v. Strengthen and support mechanisms to engender women’s and youth participation.

5.8 GENDER, CULTURE AND SOCIALIZATION

182. Traditional cultural beliefs and socialization practices are manifested in the gendered segregation of subject choice in education, and sex stereotyping and occupational segregation in the labour force. These prescribe that men are breadwinners and ‘protectors’ of the nation, family, women and children; and women are homemakers and caregivers who occupy the private sphere of society. While slowly changing, these views are still widely held, and according to the *Montserrat CGA*, have led to systemic occupational segregation which denies women and men opportunities for improved livelihoods.

⁴¹ There is a growing body of literature, also reflected in advocacy and action globally, to increase the membership of women on Boards to increase transparency and financial accountability in corporate entities.

⁴² The “Port-of-Spain Consensus on Transformational Leadership for Gender Equality” was the outcome document of the Caribbean Regional Colloquium on Women Leaders as Agents of Change, hosted by Prime Minister Kamla Persad-Bissessar, then Prime Minister of Trinidad & Tobago, in collaboration with UN Women, Commonwealth Secretariat, and CIWIL at the Hilton Hotel, Port of Spain, Trinidad and Tobago, on 28-30 June 2011.

183. In contrast, the *Grenada CGA* reminds that such a clear delineation of gender roles and stereotypes does not characterise the lived day-to-day practices of any society. In Grenada for example, cultural, social, economic and political changes that have taken place prior to and since the achievement of national independence, have begun to create the space for many men and women to transform traditional gender relations. The *Dominican CGA* supports this view. *CGA* research reveals that the Dominican experience includes men who are unable to find jobs to support their families and households; a high percentage of female-headed households comprised of women who are the main breadwinner; and men and women who have migrated and left behind children in the care of aging parents and other relatives.
184. In Belize and Barbados, there is evidence of a significant impact of traditional value and belief systems. In Belize, for example, the faith-based community has called for the reinforcement of patriarchal-based household organisation, rigid definitions of male and female social roles, limited sexual and reproductive health rights, and the restriction of rights to gendered vulnerable populations, including sex workers and men who have sex with men (MSM). They have also called for the National Gender Policy (2013) to be repealed, and for General Elections to be called, further indicating the severity of their challenge to disrupting gender-responsive policies.
185. In Anguilla, as in Belize, religion and the faith-based communities are fundamental to shaping values and norms, and consequently impact upon the perceived roles and responsibilities of men, women and children in society. Women revealed a desire to see men “step up” and re-assume their roles as leaders in communities and broader social life, since women were seen as “leaders by default” due to a history of cyclical male absence. The discourse of patriarchy thus persists in Anguilla. These sentiments are however, intrinsically related to expressed notions of “women’s fatigue” in handling socio-economic affairs, as a result of the regular absence of male partners. Therefore, while women have successfully led in household and community capacities, there is a broad belief that the sharing of leadership roles and responsibilities is beneficial, and men need to make a greater contribution to home and community life.
186. Religion and the media are thus powerful institutions in shaping and influencing social and cultural attitudes and practices. As such, they also need to contribute to social change, including the ongoing reinterpretation of religious scriptures and practices so as to be more consistent with changing social and gender norms and the promotion of women to leadership positions. The media should also promote gender-responsive recruitment practices so as to counter the lack of women newsmakers, analysts and commentators. In addition, there is need for equitable reporting of men and women in political, economic, social and other spheres, and the gender-sensitive portrayal of women and girls.
187. Public sensitization on issues of gender, culture and socialization – which should be led by national gender machineries with support from relevant Ministries and other stakeholders – are therefore necessary to raise self-awareness and positive social transformation with regard to issues including changing male-female roles, changing patterns of education and occupations, gender-based violence, leadership and decision-making.
188. The *CGAs* of St. Kitts & Nevis, and St. Vincent & the Grenadines indicate that traditional cultural beliefs and socialization practices inform the construction of masculinities, that is, maleness and what it means to be a man, and its pervasive influence in the countries. Based on a patriarchal gender system, it shapes men’s understandings of and approaches to education, labour, and relations between men and women, and can also be linked to the under-participation and under-achievement of some males. This frames the recurrent national and regional debates about boys

and education, which are structured on misconceptions that girls' educational achievements are at the expense of boys'. Further, some men and women's inter-personal relationships are strongly linked to the fact that culture has reinforced the male breadwinner role and this positioning has reinforced the social and political power of males in society. For many men, being seen as the male breadwinner is at the core of the construction of their masculinity. While many men have been at the centre of support of their families, it is also true that a significant number of mothers have not had fathers' economic and social support for their families contributing to the high number of female headed households within the BMCs. There is also the view that having the full responsibility for care restricts the ability of many women to seek opportunities for self-development outside the home, resulting in high levels of poverty among female-headed households. These concerns point to the necessity of engaging actively with civil society organisations in particular to address issues of masculinities and secure active male participation in transforming gender relations.

PART IV

6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY

6.1 INTERNATIONAL AND REGIONAL COMMITMENTS

189. The BMCs have ratified a number of international and regional conventions and agreements that promote gender equality, including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 1979; the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Convention of 'Belem do Para') 1995; and among OECS Member States, the Treaty of Basseterre (1981).
190. However, the *St. Kitts & Nevis CGA* indicates that while the country has ratified the Optional Protocol to CEDAW, it has never been used. Anguilla is not yet party to CEDAW, but is in the process of reviewing constitutional, legislative and policy frameworks to ensure compliance. The request to extend CEDAW to Anguilla was made by the British Government in 2014.
191. Other international and regional instruments upheld by the Governments in the BMCs are: the Nairobi Forward-looking Strategies for the Advancement of Women (1985); the Beijing Declaration and Platform for Action (1995); the Millennium Development Goals (2000); the Commonwealth Plan of Action for Gender Equality (2005-2015); the OAS/CIM Strategic Plan of Action (2011-2016); and the Quito Consensus (2007).

6.2 CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY

192. The Constitution of each BMC guarantees the protection of the human rights and fundamental freedoms of all persons. Chapter 1 of the *Constitution of Grenada* is regarded as Grenada's Human Rights Charter, and Article 13 prohibits discrimination by law and by persons acting as agents of the State. The Constitution of Barbados, Section 11, states that fundamental rights and freedoms of the individual should apply regardless of sex. Chapter 1, Section 13 of the *Constitution of Dominica* prohibits discrimination on the basis of sex, and guarantees equality and equal protection under the law. The Constitutions of Antigua & Barbuda and St. Kitts & Nevis also enshrine the principle of equality of all persons and the protection of human rights.
193. However, not all legislation is gender-sensitive, and challenges persist in enforcing the principles of equality and non-discrimination due to societal traditions and beliefs that are not in accordance with the Constitution (GoGR/CEDAW, 2009: 13). For example, Table 2 below sets out key pieces of legislation in the 10 BMCs which contain gender bias and require legislative reform.

T2: KEY LAWS THAT CONTAIN GENDER BIAS AND REQUIRE REFORM

LEGISLATION	EXPLANATION
ANGUILLA	
Employment of Women Young Persons and Children Act, Revised Statutes of Anguilla, Chapter E55 (2000)	Through this (unenforced) legislation, no woman shall be employed or work during the night in any public or private industrial undertaking.
The Education Act (2011)	While the Act makes specific reference to “the development of an understanding of the principle of gender equality” in respect to the goals and objectives of the Minister, no other section of the Act refers to gender or specifies as to how gender equality issues will be mainstreamed. The language further reveals a preliminary interrogation with gender issues, and the infancy in which the Ministry is exploring gender as a critical issue.
National Health Fund Act (2006)	The Act excludes from eligibility “belongers” ⁴³ of Anguilla who, by working overseas, have not made contributions to the Fund. With the transient nature of male labour, as discussed in the <i>CGA</i> , men are more likely to be negatively impacted by this provision, as they engage in cyclical periods of work in other countries. The Act does however allow for this excluded group to become eligible if they contribute to the Fund at the prevailing rate of contribution five years before retiring.
National Policy for Older Persons (2009)	The Policy stipulates that “gender” (along with other areas) will not serve as grounds for discrimination in the extension of care and support to older persons/the elderly. With women’s life expectancy exceeding men’s, and currently more women than men aged 65 and over living in Anguilla, there are no provisions in the policy to address the differential needs of women and men.
Domestic Violence Act (2011)	This is currently in the form of a Bill, awaiting approval. The Bill importantly accords a series of protections to survivors of domestic violence. The instrument is highly progressive, in making provisions for same sex partners, and for persons who are not legally married under the “cohabitant” definition. “Domestic Violence” is further defined to make no discrimination against gender or sexuality, and covers a number of forms of abuse, economic, harassment, and stalking. The language of the Bill is also gender-sensitive, applying both “him” and “her” to each reference to applicants for protection orders and other provisions. There is extensive social pressure to see the Bill affirmed, and the GoA has expressed continued committed to the realization of this aim in 2015.

⁴³ According to the Act, a “belonger” is defined as a person who is regarded as belonging to Anguilla under the Constitution of Anguilla.

LEGISLATION	EXPLANATION
ANTIGUA & BARBUDA	
The Social Security Act	In order to secure Survivors' Benefits upon the death of a partner, a couple must be married or living together for no less than three years. As such, common-law partners or un-married partners living separately are subject to social security exclusion.
Sexual Offences Act (1995)	This Act does not recognise marital rape except under certain circumstances pertaining to the separation or dissolution of the marriage. Women under the law are not able to commit the crime of "rape" (requiring penetration), and penalties for unlawful carnal knowledge are less for women than men who commit these crimes. Further, anti-buggery laws remain in effect.
The Offences Against the Persons Act; The Infant Life (Preservation) Act	These Acts stipulate that abortion in Antigua & Barbuda is illegal, punishable as a felony offence for the pregnant woman, who faces up to 10 years' imprisonment.
BARBADOS	
Safety at Work Act	This Act does not cover the employment of women in domestic service. However, the Ministry of Labour, with the support of UN Women, is working towards the implementation of ILO Convention 189 Concerning Decent Work for Domestic Workers.
Sexual Harassment Bill	According to the <i>CGA</i> , this Bill was prepared some years ago but has not yet become law. However, this legislation should be amended to cover sexual harassment outside the workplace in a variety of institutional settings (e.g. immigration, educational, correctional and health care facilities).
Domestic Violence Act	While this Act includes protection orders for victims of domestic violence, it is still lacking with regard to the area of policing. Presently, the BGA is leading a consultative process for the revision of the Act. One of the areas requiring reform is the extension of coverage for people in visiting or casual relationships.
Maintenance Act	The Act has provided a mechanism through which many single mothers have been able to access financial support from fathers of their children. However, it creates a distinctive scheme of maintenance provision for children who are not born within marriage, and in practice there is unequal (often better) provision in terms of customer service and for children whose parents are divorced. It discriminates against men, since it can only be invoked by an unmarried mother.

LEGISLATION	EXPLANATION
BELIZE	
Summary Jurisdiction (Offences) Act (S 18)	This Act criminalizes prostitution (sex work), making the distinction of male solicitors eligible to be charged for living off or soliciting for prostitution, while females are specifically noted as the prostitutes. The penalty for men committing the related offences ranges from as little as being “deemed to be knowingly living on the earnings of prostitution,” to a \$100 fine, to a maximum of 12 months in jail. Being a prostitute is itself considered to be a Petty Offence.
Defence Act (S 167(1))	This Act appears to preclude women from being called up for national service (specifically using “men” throughout the section), whereas women are eligible for regular enlistment (S 16(2) refers to “persons”).
Registration of Births and Deaths Act (Schedules 1 and 9)	This Act does not include mothers similarly to fathers in entries on, respectively, the Register of Births and Register of Still-births (requiring the father’s, but not the mother’s “rank or profession”).
Labour Act	This Act makes provisions for the family of a recruited person, which seems to specifically apply to a male employee. It further provides for the special employment entitlements of 16-17 year old males in evenings or night-times (including to enable them to engage in apprenticeships or vocational training).
Medical Services and Institutions Act (S 59), Evidence Act (S 74), Indictable Procedure Act (S 173), and Criminal Code Act (Ss 45 & 47)	This Act makes assumptions about the gender of perpetrators or victims of sexual assaults and abuse. The Medical Services Act further makes a man liable for the cost of maintaining a child (not necessarily his) in a hospital, mental hospital or certified institution, which appears to absolve the otherwise liable (biological) father, whilst – presumably – he remains liable for the same costs associated with his own children.
Families and Children Act (Ss 64, 65, 69 & 72)	This Act makes assumptions that the parent liable to pay child maintenance is the father, when in all other references in the Act there is gender-neutrality.
Pensions Act	This Act precludes a female (but not a male) child aged under 18 years from being entitled to receive a pension if she is married (S 18 extends this to other eligible female children, viz. a sister). The Act further provides for a pension for a public officer who retires, except for a female officer who resigns due to marriage. (S 6(2) states that “a gratuity may be granted”).
Widow’s and Children’s Pensions Act, School Teachers’ Pension Act and Wills Act (Ss 35 & 36)	These Acts deny a pension or maintenance to a female child if she is married. The Widow’s Pension Act further does not permit female officers as pension contributors, thus precluding male spouses from being beneficiaries. Moreover, the Act provides that a pension does not apply to, inter alia, a stepchild unless wholly or partly dependent upon him at the time of his death, which may diminish the obligation of the

LEGISLATION	EXPLANATION
	liable (biological) father to support the child. The Widow’s Pension and Pension Acts do not recognise a common law union as entitling a widow to a pension (viz. not being in a marital relationship), but recognises a common law union she subsequently enters into as grounds to disqualify her for eligibility (viz. as being in a marriage-like relationship).
School Teachers’ Pension Act	This Act denies entitlement to a pension, but provides that so long as she has had at least five years’ service and has been married less than six months at the time of retirement – she may be granted a gratuity. The Act further says that a widow remains eligible for a pension provided that she is “unmarried and of good character.”
Belize City Council Act, Belmopan City Council Act and Town Councils Act (S 45(1))	These Acts make similar provisions, where the female officer “retires or is <i>required</i> to retire” due to marriage.
Companies Act (S 133(4))	This Act makes provisions concerning share-holdings in the wife’s name which do not appear to apply in reverse.
Factories Act (S 12 (1)) and Labour Act (Part XV and elsewhere)	These Acts make particular provisions for the employment of women which appear restrictive and do not apply to a male employee.
Married Persons (Protection) Act (Ss 3 & 5)	This Act specifies the grounds for an application for separation by a married person, with the additional grounds available to a woman (but not vice versa), including that he had sex with her knowing that he had a sexually transmitted infection (STI), that he has been convicted of assault or aggravated assault, or that he has willfully neglected to reasonably provide for her and their children.
Evidence Act	This Act provides that in rape matters, the perpetrator is male and the victim is female, that in sexual cases victims are “women and boys,” and that “offences of gross indecency [are] between male persons” which seems to imply mutual consent; such that there is no recognition of the possibility of non-consensual sex or sexual assault or rape of an adult male (regardless of any assumption about the gender of the perpetrator) (refer also to <i>Criminal Code Act</i> (S 45) re. aggravated assault). The Evidence Act (in addition to the Court of Appeal Act) further refers to evidence by a spouse, but – given uncertainties in other legislation – may need to clarify the status of common-law spouses.
Criminal Code Act	This Act presumes that a female aged 16 years and over is capable of granting consent, but there seems to be no parallel presumption that a male aged under 16 years is incapable of granting consent. It also affords protections to females which should be extended to males, including: voiding the consent of a female child who is under 14 years; making an offence of the abduction of an unmarried female aged under 18 years, but not of an unmarried male; defining the rape victim as a female of any age; and

LEGISLATION	EXPLANATION
	referring to the stealing of a thing with the owner's wife's consent, and instances where the person committed adultery with the wife.
Families and Children Act	This Act makes a man responsible for the maintenance – where they are unable to maintain themselves – of his own children, whether or not living with him, all children of his wife who are living with her, whether or not he is the biological father, and the child of any of his own children. This seems to mean that this provision does not equally apply to the biological fathers of the latter two categories. The Act further makes provision for the determining of a level of maintenance according to the means of the parties to a common law union (including for a child until 18 years), whereas – for the spouse and child in a marital relationship – the <i>Married Persons (Protection) Act</i> (S 2) sets weekly maxima of \$100 for a wife and \$50 for a child (until 16 years), thus treating a spouse and child in a former marital relationship less favourably than those in a former common law union. Finally, this Act also makes better provisions for the collection of maintenance payments for a child born out of wedlock than they do for a child born to a married couple.
DOMINICA	
The Education Act (1997)	While this legislation makes provisions for girls to return to school after they have given birth, it does not stipulate whether a pregnant teenager can continue if she is above the age of 16.
The Labour Contract Act	Chapter 89:04, Section 3 of this Act provides that every employer must enter into a labour contract with the employee, detailing the terms and conditions of employment not later than fourteen (14) days after assumption of employment. However, this Act excludes home assistants and agricultural workers from this provision because home assistants and agricultural workers, the majority of whom are women, are not represented by a labour union, and are unable to negotiate better wages and working conditions.
The Protection of Employment Act	While Chapter 89:02 provides protection for all categories of workers, domestic workers are excluded from receiving redundancy pay as a result of termination on the grounds of redundancy.
The Pensions Act	This Act regulates public service pensions, gratuities and other allowances. Where a public servant dies in the course of employment and leaves a widow (and widower of female public servants if he was wholly or mainly dependent on the deceased at the time of her death) and child(ren), a pension will be provided for the child(ren) until they attain age 18. However, a common-law spouse or partner is not considered as a beneficiary.

LEGISLATION	EXPLANATION
The Maintenance Act (1982)	While Chapter 35:61 of the Act provides that men and women have responsibilities for maintaining each other and their children, administrative issues have affected the implementation of this Act, and new legislation has been drafted as part of the OECS Family Law Reform Project.
The Sexual Offences Act (1998)	While this Act defines rape as sexual intercourse without the consent of the other person or without believing that the other person has consented, marital rape is not an offence and homosexuality is criminalized.
The Protection Against Domestic Violence Act (2001)	This Act addresses violence against men, women and children in the private sphere. However, the Act lacks proper implementation due a general understanding that domestic violence is largely a private matter. In addition, males reporting domestic violence are often subjected to ridicule by the police, family and community.
The Intestates Estates Act (1990)	This Act requires legislative reform because common-law spouses are not included in the class of persons entitled to share in the estate when a person dies without a will.
GRENADA	
Married Woman’s Property Act (1896) and the Marriage Act (1903)	These Acts were inherited from the colonial period and have not been updated since the attainment of national independence. Common-law or de facto spouses are treated differently by different laws.
National Insurance Scheme	In order to qualify for these benefits, one has to be a currently or previously employed or self-employed person who has made contributions to the scheme and meets the criteria for the specific benefit. This discriminates against ‘housewives’ whose work in the home is not defined as employment, and who do not benefit from National Insurance unless they register and pay contributions to NIS. Common-law unions are also not recognised. ⁴⁴
Domestic Violence Act (2010)	Due to inadequate implementation, victims are left unprotected due to the absence of a specialized police response unit for acts of domestic violence and sexual violence, inadequate investigation by the police in these matters, a lack of medical professionals trained to deal with victims of sexual violence and rape, and the absence of State-provided legal aid.
Criminal Code Amendment (Act 29 of 2012)	The Criminal Code makes no provision for sexual harassment in the workplace.

⁴⁴ A common-law spouse is eligible to receive the funeral grant and survivors’ benefits on the death of an insured spouse.

LEGISLATION	EXPLANATION
MONTSERRAT	
The Penal Code	This legislation should be amended or enacted to comply with the principles of CEDAW, so as to legislate marital rape as a crime under sexual violence.
The Immigration Act	This legislation should be amended or enacted so as to recognise all wives regardless of current marital status, as laws currently restrict the definition of dependant only to wives living with their husbands. The definition of a “wife” needs to be clarified, as most Caribbean unions are not formalized by marriage.
The Education Act	This legislation should be amended to include family life education, non-expulsion of pregnant students, rehabilitation of students and criminalizing sexual harassment of students by teachers and other students.
The Family Protection Against Domestic Violence Act	The law caters only for family members and grants protection orders only to cohabitating couples. A revision is required to include persons who are not related and couples who are not living together.
Miscellaneous	<ul style="list-style-type: none"> • Incorporation of family planning and sexual reproductive health education for young people into law. • Legal recognition of common-law unions. • Contributions by the state to expectant and unmarried mothers. • Review of legislation regarding divorce.
ST. KITTS & NEVIS	
Offenses Against the Person Act (rev. 2002)	This Act prohibits abortions (whether in collaboration with another person or self-inflicted).
Domestic Violence Act (2004)	While this Act allows for both males and females to obtain protection under any of the orders under the Act and it imposes an obligation on the Police, where injuries have been suffered, to accompany a survivor of domestic violence to his/her home and for medical treatment if required, ⁴⁵ the Act requires expanding with regard to the types of persons who can be prosecuted for committing an act of domestic violence, and to giving the Court power to order that the perpetrator “compensates the victim for any

⁴⁵ Richard Williams, *A Gender Analysis of the Domestic Violence Act of St. Christopher and Nevis (St. Kitts & Nevis)*, (University of the West Indies Open Campus, Barbados, June 2010), <http://www.open.uwi.edu/sites/default/files/wanddomestic5.pdf>, 5.

LEGISLATION	EXPLANATION
	loss or expenses incurred as a result of the domestic violence such as medical fees, fees incurred for counselling sessions, loss of income, accommodation expenses and relocation expenses. ⁷⁴⁶
The Education Act (2005) and Education (Amendment) Act No. 17 of 2007)	Implementation of these Acts should address the issue of gender equality in and through education.
Sexual offenses legislation	Legislation which governs the treatment of sexual offenses should be amended to include issues related to forced prostitution, sexual harassment and sexual violence within a marriage or common-law union, ⁴⁷ and sexual harassment in the workplace, educational institutions, etc. Further, the recommendation of the NPRS regarding the mandatory prosecution of males who impregnate teenage girls needs to be addressed.
Existing labour legislation	These should be aligned with the laws, norms and ideals of the International Labour Organisation (ILO). ⁴⁸ Further, the implementation of the Labour Code and the Workplace Policy on HIV/AIDS should be monitored and evaluated so as to ensure sensitivity to gender issues is included.
Common-law legislation	The GoSKN does not recognise common-law unions, thereby problematizing property and maintenance rights in common-law unions. The need for such legislation requires urgent review.
Miscellaneous	<p>In addition to those cited above, there are also calls for reforms in some cases and implementation of laws and regulations in relation to:</p> <ul style="list-style-type: none"> • Sharing of property which ignores contributions of the care economy; • Gaps in addressing forced prostitution, sexual harassment, sexual violence in marriage or common law union; • Abortion rights (currently, the Offenses against the Person Act (rev. 2002) prohibits abortions (whether in collaboration with another person or self-inflicted). However, the Infant Life (Preservation) Act allows for an abortion in cases where it will save the woman’s life and the 1938 <i>Rex v. Bourne</i> common law decision is referenced for cases that involve abortions in order to preserve the woman’s mental or physical health); • The recommendation of NPRS regarding the mandatory prosecution of males who impregnate teenage girls;

⁴⁶ *Ibid.*

⁴⁷ Organisation of American States, *Final Report on St. Kitts and Nevis: Analysis of the response of the Government of St. Kitts and Nevis to the questionnaire for evaluation of the implementation of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, “Convention of Belem Do Para”* (OAS, March 26, 2012), <http://www.oas.org/en/mesecvi/docs/FinalReport2012-St.KittsNevis.doc>

⁴⁸ New labour laws coming to St. Kitts & Nevis (caribbean360.com, April 26, 2010), <http://www.caribbean360.com/business/573086.html#axzz2lrV853dl>

LEGISLATION	EXPLANATION
	<ul style="list-style-type: none"> • Evaluation of legal aid.
ST. LUCIA	
Domestic Violence (Summary Proceedings) Act Chapter 4.04 “2005 Rev”	While this Act provides protection for victims of domestic abuse and molestation and grants magistrates of the Family Court the power to grant protection orders which prohibit abuse and molestation and which prohibits the abusive person from entering into the home, workplace or place of education of the victim; the Act provides no clear definition of violence against women based on gender. Support mechanisms also need to be put in place for victims from the reporting of the crime through the judicial process.
The Criminal Code	The Criminal Code Chapter 3.01 “2005 Rev” governs sexual offenses. However the issues of marital rape and harassment are not adequately addressed and their definitions need to be expanded.
National Insurance Scheme (NIS)	The St. Lucia national insurance scheme is a compulsory, contributory scheme to which employees pay 5% of their monthly earnings and employers pay 5% of their monthly payroll. Housewives, whose work is in the home, are ineligible to receive these must needed benefits due to their inability to contribute to the NIS scheme. Women’s higher rates of unemployment and lower-income positions also reduce their benefits, if they are eligible at all.
ST. VINCENT & THE GRENADINES	
Criminal Code Cap 124 of the 1990 Revised Laws of St. Vincent and the Grenadines	While offenses against the person, including femicide and abduction and kidnapping are covered here, the law does not offer protection against sexual harassment.
Marriage Act (Cap.173)	Under this Act, girls as young as 15 and 16-year old boys may marry. Further, marriage is the only legally recognised union, as common-law unions are only recognised under the Domestic Violence (Summary Proceedings) Act 1995. In this Act, a “common law spouse” is a person of the opposite sex who lives with a person as a husband/wife without being married. In this way, women who are in common-law relationships are discriminated against, for example, with regard to property rights and other benefits.
Maintenance Act (1989)	Children born within and out of wedlock are entitled to provision up to the age of 16, regardless of sex. However, discrimination exists when applying a passport for a child under 16 years. The current procedure for the passport application for children under 16 years, whether for a stand-alone passport or as part of the passport of another person stipulates that the application must be accompanied by written consent of the child’s father. In lieu of this, once the father is alive, the child’s mother or another person,

LEGISLATION	EXPLANATION
	claiming legal custody, must produce a court order that states that the child has been committed to that person's custody.
Section 149 of the Criminal Code Cap 124	While abortion is prohibited, a pregnancy may be lawfully terminated in order to save the mother's life or preserve the mother's physical or mental health; in cases of rape, incest, or foetal impairment; or for economic or social reasons if the medical practitioners attending to the woman/girl agree "in good faith" that circumstances warrant such an action ⁴⁹ ⁵⁰ . However, the law does stipulate emergency prophylactic care and treatment, especially in cases of sexual violence, for victims who have sexually transmitted infections (STIs) including HIV.

⁴⁹ UN Population Division (2002). "St. Vincent and the Grenadines", In *Abortion Policies: A Global Review*, p. 68.

⁵⁰ UN Population Division (2013). *World Abortion Policies 2013*.

194. Thus, despite the constitutional provisions against discrimination based on sex, there are significant areas of legislation that require reform in all the BMCs.
195. First, there is need to secure recognition of common-law unions for the protection of property and maintenance rights of persons who are in these unions.
196. With regard to issues of custody and maintenance, the definition of custody needs to be addressed where applicable. The OECS draft legislation on “Custody, Maintenance and Guardianship” provides a useful model.
197. Legislation against sexual harassment in the workplace needs to be put in place. The CARICOM “Model Legislation on Sexual Harassment” (CARICOM Secretariat, 1997) provides a useful guide to developing national legislation.
198. The CGAs include a gender review of laws to identify gender-based discrimination and inequality, and recommend the need to bring legislation in the BMCs into conformity with international best practice. Further, despite Constitutional provisions, it is necessary to put in place specific legislation to address gender-based discrimination.

7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING

7.1 NATIONAL GENDER POLICIES

199. Of the 10 BMCs, only three Governments have put in place national gender policies: Belize, Dominica and Grenada. Belize was the first to develop a national gender policy. The Government of Barbados has developed a national gender policy, which is still to be formally adopted.
200. Belize first adopted its *National Gender Policy* in 2002. The Government of Belize, led by the National Women's Commission, revised the policy in 2010 based on a *Situational Analysis of Gender Issues in Belize*, and updated it in 2013 based on a wide consultation process. The five priority areas outlined in the 2013 Policy are: (i) Health; (ii) Education and Skills Training; (iii) Wealth and Employment Creation; (iv) Violence Producing Conditions; and (v) Power and Decision-making. The core policy priorities established in the 2010 revised policy remain intact; however, certain provisions safeguarding the rights of sex workers were removed. Further, an extensive public sensitization campaign was conducted to provide clarification on the definition of issues of diversity, particularly with respect to "sexual orientation", which was heavily challenged by faith-based communities. Further opposition came from the Belize National Teachers Union and the Opposition political party, questioning its formation as a foreign aid tool/strategy. Despite these challenges, the updated *National Gender Policy (2013)* has received support from the Prime Minister, as well as WIN Belize, the Women's Issues Network. As of 2015 however, the *National Gender Policy (2013)* continues to await full adoption.
201. In June 2006, the Government of Dominica adopted the *National Policy and Action Plan for Gender Equity and Equality in the Commonwealth of Dominica*. The National Gender Policy emerged from a policy statement on Women and Development prepared in 1980, and the development of the Policy was initiated in 1999. According to the *Dominica CGA*, the development and adoption of the National Gender Policy was the crowning achievement of the Women's Bureau which was subsequently renamed the Bureau of Gender Affairs (BGA), as recommended by the Policy. The 2006 National Gender Policy recognises gender equality as essential for human and national development in Dominica. In 2013-14, the BGA, with support from UN Women, undertook a national consultative policy review process, which resulted in the *Updated National Gender Policy and Action Plan 2014-2024*. The process also included public sensitization to raise awareness and increase capacity for policy implementation among public and private stakeholders and civil society, and the strengthening of the institutional structures and mechanisms for gender mainstreaming, including Gender Focal Points.
202. In Grenada, the (then) Division of Gender and Family Affairs had made attempts to develop a national gender policy in 2001/2002 and 2007/2008, which were not successful due to "inadequate national consultation and buy-in". In 2013-2014, the Ministry of Social Development and Housing, with financial support from UN Women, undertook a gender sensitization and consultative process across the country (including Grenada, Carriacou and Petite Martinique) to develop a new National Gender Policy. The process included consultations with Cabinet, Parliamentarians, the public sector, private sector agencies and labour unions, and a wide cross-section of civil society organisations (CSOs), non-governmental organisations (NGOs), community-based organisations (CBOs), and faith-based organisations (FBOs), who participated in the national, sector and area consultations, focus group meetings and individual interviews. The process culminated in the

development of the *Grenada Gender Equality Policy and Action Plan, 2014-2024 (GEPAP)*, which was adopted by the Government of Grenada in 2014.

203. In Barbados, the Bureau of Gender Affairs completed the development of a *National Gender Policy* in 2015, following an extensive national consultation process led by the Caribbean Policy Development Centre. However, the *National Gender Policy* still needs to be adopted by the Government.
204. Presently, seven of the 10 BMCs do not have a national gender policy: Anguilla, Antigua & Barbuda, Barbados, Montserrat, St. Kitts & Nevis, St. Lucia, and St. Vincent & the Grenadines. In St. Kitts & Nevis, the *National Poverty Reduction Strategy (NPRS)* refers to a gender policy and action plan which was to have been developed, and a multi-sectoral action plan on sexual and gender based violence that was reported had been developed in 2010. The *St. Kitts & Nevis CGA* thus recommends that a National Gender Policy be developed and implemented so as to advance the gender equality agenda in the country, and in light of wider regional and global trends. Similarly, the *St. Vincent & the Grenadines CGA* has recommended the development of a National Gender Policy, Strategy and Action Plan to include promoting understanding of issues of gender equality and masculinities, and building the commitment and participation of men in the struggle for gender equality and equity.
205. It is evident that the development, adoption and implementation of national gender policies within the BMCs are instrumental in: promoting gender equality as a key component of national development; informing gender-responsive policies, plans and programmes; and establishing accountability. However, based on the experiences of Belize, Dominica and Grenada discussed above, the development of a national gender policy has a higher likelihood of success if it comprises a national process that includes government leadership and commitment, quantitative and qualitative research and data gathering, consultation with a wide cross-section of stakeholders, and gender sensitization of the public. It also needs to be noted that there are often major challenges in negotiating the development of a national gender policy, by faith-based organisations and others, who may have concerns about the articulation of issues of women's reproductive rights and health (including abortion), and the rights of LGBTQI persons to their sexual orientation. In addition, as seen in the Dominica and Grenada examples, financial assistance from international and regional development agencies, such as UN Women, is essential to its development and implementation. The governments would thus benefit from funding and technical assistance by CDB, UN Women and other agencies, as they move forward in developing national gender policies and meeting the obligations to international and regional frameworks on gender equality.

7.2 STATUS AND CAPACITY OF THE NATIONAL GENDER MACHINERIES

206. National gender machineries are common throughout the BMCs. However, they are often viewed as 'add-ons' to other ministries; and experience a lack of institutional support, limited budgetary allocations, and human resource constraints. Thus, national gender machineries tend to have a limited capacity to address gender issues and gender mainstreaming in the respective BMCs.
207. In Anguilla, the Gender Affairs Unit (GAU) is the National Gender Machinery and the chief agency responsible for advancing gender equality. The GAU is located in the Ministry of Home Affairs, within the Office of the Minister of Home Affairs, and presently comprises one staff person, the Gender Development Coordinator. Established in 2014, the GAU is in its infancy. However, Gender

Focal Points have served to promote gender equality and women's rights issues for a number of years.

208. In Antigua & Barbuda, the national gender machinery comprises the Directorate of Gender Affairs (DoGA), which is located within the Ministry of Education, Youth, Sports and Gender Affairs, and comprises 20 staff persons.
209. In Barbados, the Bureau of Gender Affairs (BGA) comprises seven persons and is located within the Ministry of Social Care, Constituency Empowerment and Community Development. The BGA is responsible for facilitating the achievement of national objectives for gender equity and equality, as stated in the *National Strategic Plan of Barbados (2005-2025)*. The Cabinet-approved National Advisory Committee on Gender assists the BGA with its mandate. The Committee comprises two political appointees of the government in power and representatives from relevant organisations.
210. In Belize, the national gender machinery comprises the Women's Department and the National Women's Commission (NWC), which were established in 1978 and 1982, respectively. The Women's Department is an ex-officio member of the National Women's Commission, and both entities are located within the Ministry of Human Development, Social Transformation and Poverty Alleviation. The Women's Department has offices in six districts across the country, and offers services to women on gender-based violence, economic empowerment, and other social services. It convenes the Gender Integration Committee (GIC), comprised of representatives of the NWC, governmental, quasi-governmental and non-governmental agencies responsible for implementation of the *National Gender Policy (2013)*. It also participates in policy formulation and analysis, working to mainstream gender across all development sectors. The National Women's Commission is the agency responsible for coordinating the implementation, monitoring and evaluation of the *National Gender Policy (2013)*. As the principal gender advisory body, the NWC is engaged in advising on policy-making, public education and awareness-raising, and advocacy. This division of responsibility between the Women's Department and NWC allows for a degree of independent monitoring of progress in implementing the *National Gender Policy (2013)*.
211. The national gender machinery of Dominica comprises the BGA, the National Gender Advisory Committee (NGAC), and Gender Focal Points. The BGA is located in the Ministry of Social Services, Community Development and Gender Affairs. Through the development of the *2006 National Gender Policy*, initiatives were put in place to strengthen the national gender machinery. These included the allocation of necessary resources such as staffing, to enable its effective leadership and co-ordination of the implementation of the National Gender Policy; the name change of the Women's Bureau to the Bureau of Gender Affairs; and the establishment of a Gender Management System (GMS) comprised of a National Advisory Committee on Gender Equality, a GMS Team, and Gender Focal Points (GFPs). A review of the BGA was undertaken in 2013, which made recommendations for its institutional strengthening included enhanced staffing and an increased annual budget to implement the *Updated National Gender Policy and Action Plan 2014-2024* (see Baksh, 2013).
212. In Grenada, the National Gender Machinery comprises the Division of Gender and Family Affairs (DGFA). The Minister of Social Development and Housing has overall responsibility for the DGFA, which coordinates the implementation of the *Gender Equality Policy and Action Plan, 2014-2024 (GEPAP)* in collaboration with Ministries/Agencies in the public sector, as well as private sector stakeholders and civil society. While the Division of Gender and Family Affairs faces challenges with staffing and programme capacity, the Ministry has begun a process of enhancing the status and staffing of the Division through a review of its operations and planning, and the recruitment of key personnel. According to the *Grenada CGA*, GEPAP proposes that the national gender machinery

should also comprise the following structures to be established: Gender Focal Points (GFPs), and a National Gender Equality Commission (NGEC).

213. In Montserrat, there is no department or bureau with the sole mandate to promote gender equality. Instead, the Director of the Social Services Department is the single national focal point for gender, and no other gender focal points exist in other Ministries or Departments. Montserrat also does not have a national gender policy, and the gender agenda is further hampered by what the *CGA* describes as an inadequate institutional framework for gender equality, and a lack of gender expertise.
214. In St. Kitts & Nevis, the Government's *Medium Term Economic Strategy Paper (2005-2007)* indicated that the national gender machinery included: (i) the Department of Gender Affairs, which had been established in 1984 and was formerly known as the Bureau of Women's Affairs; (ii) a National Advisory Council on Gender Equity and Equality; and (iii) an Inter-Ministerial Committee of Gender Focal Points. The *St. Kitts & Nevis CGA* indicates that due to the lack of or reduced capacity, the most active unit of the national gender machinery is the Department of Gender Affairs (DGA). The DGA is headed by a Permanent Secretary within the Ministry of Social and Community Development, Culture and Gender Affairs; and the staff currently comprises two persons. The *CGA* indicates that a restructuring of the national gender machinery has been proposed. While the Inter-Ministerial Committee has disbanded, the National Women's Council, described as "the civil society 'arm' of the gender machinery", is being revived. The *CGA* thus recommends that priority be given to the systematic rebuilding of the national machinery for the promotion of the gender equality agenda, in order to influence and make practical, through appropriate resource allocation and budget, the embedding and implementation of gender as a cross-cutting theme in all policies, strategies and development frameworks of the State.
215. In St. Lucia, the national gender machinery is the Department of Gender Relations (DGR), which is located within the Ministry of Health, Wellness, Human Services and Gender Relations. It has four technical staff, plus a Secretary and an Office Assistant/ Driver. The DGR cooperates with other public sector ministries and agencies, as well as with NGOs and other civil society organisations. There is currently no formal mechanism or requirement for Government personnel to consult the Division on policy or programme development. The *St. Lucia CGA* indicates that there are no Gender Focal Points in any ministries and no formalized coordination among ministries on gender issues.
216. In St. Vincent & the Grenadines, the Gender Affairs Division (GAD) located in the Ministry of National Mobilization, Social Development, the Family, Persons with Disabilities and Youth has the mandate to promote gender equality and gender mainstreaming. The GAD and the other components of the national machinery, including the National Council of Women (NCW), are currently not equipped to spearhead the gender mainstreaming agenda. Human resources challenges including a high staff turnover and the paucity of resources have meant that the core mandate of the national gender machinery is not being fulfilled. The *CGA* recommends a number of measures including: strengthening and re-orienting the GAD towards its core mandate; building gender expertise within the Planning Division of the Ministry of Finance and Economic Planning; increasing budgetary allocations to the gender mainstreaming agenda; developing a National Policy for Gender Equality and Equity based on wide participation of citizens; and reviving the Gender Focal Point system across Ministries and Divisions by piloting implementation of a programme/project that also facilitates training in gender equality mainstreaming. The *CGA* also recommends that the implementation of the *GBV Strategy and Action Plan* lends itself to such an approach.

217. It is evident from the above analysis, that the national gender machineries among the 10 BMCs show significant diversity with regard to their institutional structures (e.g., women's/gender bureaux/ departments/ units; national women's/gender commissions; gender focal points; etc.); institutional locations (i.e., the Ministries in which they are located – they are often appended to Ministries with quite broad portfolios); human resource capacity (ranging from one to 20+ persons, and the exceptional case of Belize which has six offices across the country); and low budgetary allocations; among others. These all affect their capacity to lead and coordinate the development of national gender policies, advance a gender agenda that includes legislative reform and promoting new legislation, undertake gender sensitization/training and public awareness across the society, build partnerships with a wide range of stakeholders to establish gender equality programmes and initiatives, etc. It is critical for each of the BMCs to critically review the status of its national gender machinery, and take appropriate measures to build and strengthen it. The CGAs make specific recommendations for each BMC with regard to institutional strengthening and re-structuring of the national gender machinery, including staffing of key personnel; institutional structures and mechanisms (including partnerships among government, civil society and the private sector); policy-making, planning and programming, which are of critical importance if the national gender machineries are to develop and implement national gender policies, and effectively advance gender equality within national development. These national gender machineries provide essential services for the development of gender-responsive policies, plans, programmes, and their institutional strengthening requires increased budgetary allocations from governments, and financial and technical assistance from regional and international agencies including CDB and UN Women.

7.3 THE AVAILABILITY OF GENDER EXPERTISE IN THE BMCs

218. As discussed above, institutional strengthening of national gender machineries in the BMCs requires the recruitment, building and strengthening of human resource capacity to promote gender mainstreaming. This includes the recruitment of gender experts to lead national gender machineries, the appointment of Gender Focal Points across the public sector, and an ongoing programme of gender capacity building. Gender sensitization/training programmes need to target Parliamentarians and local government officials; Gender Focal Points (GFPs) across the public sector; and personnel in private sector agencies, civil society organisations, faith-based organisations, cultural organisations, the media, etc. Such a broad approach to gender capacity building expands the base of gender knowledge, skills and expertise within the country, and serves to promote gender equality through: legislative development and reform; the formulation of all policies, plans and strategies; the establishment of gender-responsive programmes, projects and initiatives in areas including the economy, agriculture, tourism, trade, poverty, health, education, violence and crime, the environment, leadership and decision-making, etc.; and public discussions through mainstream and social media which transform traditional gender stereotypes, beliefs, values, norms and practices.

219. The Gender Affairs Unit (GAU) of Anguilla, which has been in existence for just a year, has been strongly supported by Her Majesty's Governor's Office, which assisted in the launch of Gender Equality Mainstreaming Sensitivity Training (GEMS) in 2015. The training programme, which aims to build the capacity of public servants in four key areas of gender and development, targets 200 public service personnel. HM Governor's Office has further supported the review of Anguilla's Constitution and consolidated law index in preparation for the extension of CEDAW to Anguilla, and a special initiative for girls and young women.

220. In Antigua & Barbuda, despite the absence of Gender Focal Points, the Department of Gender Affairs (DoGA) regularly assembles Project Advisory Committees in support of its annual campaigns, and Task Forces to review cases and propose strategies for effective case management. The DoGA also partners with and supports civil society organisations and NGOs in their service delivery to target groups. The Social Policy Department is the Government agency charged with the overarching responsibility for coordinating, implementing and monitoring social policies and programmes. The *Antigua & Barbuda CGA* indicates that gender is mainstreamed through cooperation between the Social Policy Department which has a comparative advantage in leading gender-responsive social development processes, and the DoGA which provides technical advice and support.
221. In Barbados, Gender Focal Points have been appointed in all Government ministries. The BGA has conducted a series of gender sensitization and training workshops for Gender Focal Points and other public sector personnel, community organisations and specific target groups. As a result, over 500 employees across the public sector have participated in gender training. The *Barbados CGA* notes, however, that junior rather than senior personnel tend to undertake the training, and, given staff turnover, gender skills and expertise may not be retained within departments. The *CGA* also points to the lack of gender training and awareness in agencies charged with economic and financial affairs in the public, private and non-governmental sectors, and recommends the establishment of institutional links and activities between the BGA and these entities.
222. In Belize, Gender Focal Points were appointed in 2006 to increase ministries' capacity for gender mainstreaming. They collectively comprised the Gender Focal Points Committee, with responsibility for the implementation of the Gender Integration Action Plan. A *Gender Focal Points Handbook* was developed in 2007 to guide the work of GFPs across Ministries, NGOs and CBOs. However, the mechanism and functioning of the GFPs was not sustained, and the Women's Department, with funding from the United Nations Population Fund (UNFPA), began a process of reactivating the GFPs in 2009. Despite the extensive, collaborative network framed in the *National Gender Policy (2013)*, and high expectations for their work to advance gender equitable outcomes, senior Government officials consulted for the *Belize CGA* indicated that their capacity to do gender analysis and budgets is fairly limited, and further for some, that gender is one of a number of cross-cutting issues they are asked to integrate into their work. Meanwhile, personnel in divisions such as Trade and Exports, Lands and Agriculture, and Bureau of Standards expressed interest in understanding the "how to" of gender mainstreaming, in order to develop policies and programmes that are responsive to the lives and needs of women and men, and do not perpetuate gender inequities.
223. In Dominica, in the years following the adoption of the *National Gender Policy* in 2006, the system of appointing Gender Focal Points across Government Ministries and Statutory Bodies has not been sustained. However, in the 2013-2014 period, the Bureau of Gender Affairs, with financial support from UN Women, began a process of appointing Gender Focal Points where they were missing (because of staff movements across the public service, resignations, retirement, etc.), and gender sensitization and training.
224. Prior to the development and adoption of the *Gender Equality Policy and Action Plan (GEPAP)* in 2013-2014, Grenada had not appointed Gender Focal Points in public sector Ministries and Statutory Bodies, but *GEPAP* articulates a commitment to appointing GFPs. Grenada is the only one of the 10 BMCs to have a Women's Parliamentary Caucus, which, given the increase in the number of women in Parliament in the 2013 national elections, provides it with the opportunity to pursue a gender-responsive legislative agenda under the present Government. Grenada also has a strong network of NGOs and civil society bodies which work on the advancement of women's

rights and gender equality, and have the capacity for enhanced collaboration with Government Ministries/Departments/Agencies and the National Gender Equality Commission (NGEC) proposed by the *GEPAP*.

225. In Montserrat, there is a need to appoint Gender Focal Points in all Government Ministries, so as to support a gender plan of action. There are also no GFPs in St. Kitts & Nevis. Further, according to the *St. Kitts & Nevis CGA*, civil society organisations are not actively engaged in advocacy on gender equality and women's empowerment, although gender-sensitive approaches are taken with regard to some issues. CSOs and NGOs in St. Kitts & Nevis are also challenged due to their dependence on external funding for their operations, and there is need for the Government to engage them in partnership for the development and implementation of the national gender mainstreaming agenda.
226. In St. Vincent and the Grenadines, a system of GFPs needs to be supported so as to continue working towards developing and implementing a coordinated gender agenda within and across all Ministries.
227. The above discussion indicates that the availability of gender expertise within the BMCs is uneven. The appointment of Gender Focal Points in all Government Ministries, Departments and Agencies is either not institutionalized or sustained, which undermines the capacity for gender mainstreaming across the public sector. Among the BMCs, Barbados and Belize offer good practices with regard to the systemic appointment, training/sensitization, and functioning of GFPs, from which lessons can be learned. While civil society organisations tend to collaborate with national gender machineries and other relevant Government Ministries to promote gender equality, it needs to be noted that CSOs currently have a low capacity due to funding and other constraints. Yet, there is potential for collaboration between national gender machineries and CSOs in areas including gender-responsive legislative reform, policy formulation, advocacy and programming.

7.4 GENDER MAINSTREAMING MECHANISMS/PROCESSES

228. Coordination, planning, and implementation of gender mainstreaming mechanisms/processes need to be systematically put in place in order to advance gender equality in the BMCs. To ensure this, the *CGAs* recommend the following gender mainstreaming mechanisms and processes:
 - i. **Gender-responsive policy-making, planning and budgeting:** Gender equality should be mainstreamed in all policy-making processes at the national and sectoral levels. (i.e., through the medium-term national development plan and annual national budget) and sector Ministries. This may be promoted by strengthening institutional collaboration between the national gender machinery, the economic and planning ministry(ies), sector ministries, non-governmental organisations working on gender equality, and international agencies which may be able to provide technical assistance for gender-responsive budgeting.
 - ii. **Gender studies and sensitization/training:** Across the 10 BMCs, with the exception of Barbados and Antigua & Barbuda, there are no Gender Studies programmes or courses. As a result, very few graduates in the public sector have pursued Gender Studies at the undergraduate or graduate levels. Barbados stands out as a case of good practice, where numerous staff members of the BGA and Gender Focal Points (GFPs) have attended the biennial 6-week diploma programme offered by the Institute of Gender Studies (IGDS),

University of the West Indies, Cave Hill campus. This training is also available at the Cave Hill campus to university students from across the Caribbean, but it is unclear how many staff members of the national gender machineries in other countries have received it. At the Antigua State College, a Gender Studies course is administered by the DoGA, and a Gender studies elective is offered by the Business Administration programme.

- iii. **Sex-disaggregated data collection and gender-sensitive research and analysis:** Across the BMCs, there are observed inadequacies in the collection, compilation and analysis of sex-disaggregated data; and the conduct of gender-sensitive research and analysis. While some countries have the ability to collect sex-disaggregated data through their Central Statistical Offices, many Government Ministries, Departments and Agencies do not request or use the data, even when available. There is thus little or piece-meal gender analysis in mainstream policies, plans, strategies, and monitoring/evaluation reports, which impedes the development and implementation of gender-responsive public services and programmes. As such, clear systems need to be adopted by Governments for the collection, compilation and analysis of sex-disaggregated data. Generally, national and regional business support agencies do not collect sex-disaggregated data. The *CGAs* thus recommend the routine collection of sex-disaggregated data by all agencies, which should be presented in publicly available reports. With regard to labour and employment within and among the BMCs, it is also recommended that the OECS initiative to pilot a Labour Market Information System should be upgraded and expanded to support the collection and dissemination of sex-disaggregated data.
- iv. **Reporting on international and regional gender equality commitments:** Governments, through their designated agencies, are responsible for ensuring compliance with, implementation of, and reporting on relevant international treaties, conventions and agreements such as CEDAW, the Beijing Platform for Action (BPfA), Belem do Para, the Millennium Development Goals (MDGs), and the new Sustainable Development Goals (SDGs), and among others. However, it is clear that such reporting is not being done routinely across the BMCs.

PART V

8.0 STRATEGIC ENTRY POINTS FOR CDB

229. The *Country Gender Assessments (CGAs)* were conducted in 10 of CDB's borrowing member countries, and focused on the following strategic gender objectives established by the Bank's *Gender Equality Policy and Operational Strategy (GEPOS)*:
- i. **Economic empowerment:** Expand equitable access for women and men to decent work, economic opportunities, productive resources and markets;
 - ii. **Human capital endowments:** Strengthen capabilities, knowledge and skills of all women and men, girls and boys to foster peaceful and prosperous societies;
 - iii. **Governance and accountability:** Strengthen good governance of central government functions that support inclusive growth and development; and Support processes in which women and men have equal access to leadership and decision-making in the public and private sector and civil society organisations.
230. The *CGAs* thus propose strategic entry points for CDB in support of its strategic gender objectives, as set out in Table 3 below.

T3: STRATEGIC ENTRY POINTS FOR CDB TOWARDS ITS GENDER OBJECTIVES

STRATEGIC AREA (GEPOS OBJECTIVES)	GENDER ENTRY POINT (CORPORATE PRIORITIES)	STRATEGIC INTERVENTIONS
<p><i>Economic empowerment:</i> <i>Expand equitable access for women and men to decent work, economic opportunities, productive resources and markets</i></p>	<p><i>Strengthen and modernize economic and social infrastructure (transport, water and sanitation, tourism)</i></p>	<p>Promote gender-responsive economic and social infrastructure:</p> <ul style="list-style-type: none"> • The development of infrastructure as a means to promote economic activity, growth, investment and fiscal sustainability is critical to the BMCs. However, the construction sector, in which these economic infrastructural projects tend to be located, is male-dominated due to the gendered segregation embedded in the educational system and labour market. Women will continue to be excluded from the construction sector, a most lucrative area of the economies of the BMCs, and gender inequality further entrenched, unless proactive gender-responsive strategies are integrated into education and labour market policies and programmes. CDB can play an important role in providing technical assistance to the BMCs to review and transform gender segregation in the education sector and labour market. • Since CDB provides loans and technical assistance for infrastructural projects throughout the BMCs, it can play an important role in promoting gender equity through its assistance in the areas of: water and sanitation; solid waste management; construction of roads and port facilities; development of ecotourism sites; and flood mitigation, natural disaster mitigation, and hurricane recovery and reconstruction efforts with a focus on the rehabilitation of roads, health and education, and agriculture. The CGAs recommend that all CDB-funded infrastructural projects should include quotas to encourage female participation. <p>Promote gender-responsive tourism and eco-tourism employment and enterprise:</p> <ul style="list-style-type: none"> • The tourism sector largely drove economic recovery following the post-2008 global economic downturn several BMCs. However, the sector exhibits gendered occupational segregation, with women found predominantly in the lower-waged occupations. Where Governments have put in place national tourism policies and plans to foster employment and economic development, but they are not informed by sex-disaggregated statistics, gender analysis, or gender-responsive strategies to enhance women’s, men’s and youth participation in the sector in areas including occupational segregation, equal pay for work of equal value, support to women’s and youths’ eco-tourism enterprises, etc. • Given CDB’s aim to promote gender equity, reduce poverty and enhance economic growth, it could play a strategic role in supporting Governments, the private sector and

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<i>Support agriculture and rural development</i>	<i>Support women’s full participation in expanding/restructuring the agricultural sector and agri-business:</i>	<p>related agencies to: support the collection of sex-disaggregated statistics to inform the development of national tourism policies and plans; include sex-disaggregated data and gender analysis in all tourism policies and sector plans; promote women’s full participation in the tourism sector; transform the gender segregation of secondary and tertiary education/training that feeds into the sector; address issues of equal pay for work of equal value in the sector; develop strategies that enable women’s advancement to higher-income occupations in the sector (e.g., tour guides; and owners/managers of restaurants, guest houses, hotels; etc.); and provide support for women entrepreneurs in the sector through training, and access to credit and national and international markets.</p> <ul style="list-style-type: none"> • Agriculture is important to the BMCs, given its contribution to formal and informal employment, food security and GDP. The loss of preferential markets, particularly for bananas, has had a significantly negative impact on the banana producing countries and on the men, women and their families engaged in the industry. Environmental disasters including hurricanes and floods have had devastating impacts on agriculture and agri-business, including the longer-term tree crops of cocoa and nutmeg. In the context of the economic downturns facing the BMCs, women’s involvement in subsistence agriculture has been an important factor in ensuring food security. • Across the BMCs, women own less land, farms and other forms of collateral than men, and have less access to credit and other resources. Women also engage in specific jobs in the industrial production of bananas, cocoa and nutmeg, among others, although they earn less wages than men. They are also significantly involved in agro-processing and small-scale agri-business, through women’s cooperatives and as individuals, but they face barriers in scaling up production and engaging in national, regional and global markets. • Given CDB’s programming on agriculture in the BMCs and its partnerships with key institutions in the sector, it can play an important role in: <ul style="list-style-type: none"> - Urging Governments to include sex-disaggregated data, and gender analysis of the situation of women, men and youth in national policies, plans and strategies related to agricultural diversification and expansion, water management (especially irrigation so as to promote water conservation and agricultural productivity among rural women and men), and food security;

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<i>Promote environmental sustainability (Climate change resilience, Environmental management, Disaster risk reduction and management, and Energy security)</i>	<i>Promote gender mainstreaming in all aspects of environmental sustainability:</i>	<ul style="list-style-type: none"> - Facilitating relevant agencies to address issues of gender pay inequity in the sector; and support to women’s agri-businesses through access to land, credit, capacity building, marketing, etc.; - Supporting national development banks, commercial banks, credit unions, and other relevant agencies to put in place gender-sensitive risk assessment procedures to facilitate and ensure women’s equal access to credit, based on project review, experience and motivation of applicants, rather than solely on ownership of land and other forms of collateral; - Empowering female farmers and agri-business entrepreneurs to increase their productive capacities; - Supporting the use of ICTs in agricultural production, enterprise and marketing; and the training of men, women and youths in ICT applications.
	<ul style="list-style-type: none"> • Given CDB’s support to the promotion of environmental sustainability across the BMCs, it has a role to play in: <ul style="list-style-type: none"> - Encouraging the use of sex-disaggregated data, gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the BMCs’ natural resources; - Supporting the collection and analysis of sex-disaggregated data on vulnerability to and gender impacts of environmental disasters, including data on housing in disaster-prone areas, health hazards and impacts, social support mechanisms (such as family and community support), and facilities such as shelter accommodation. - Ensuring that the specific needs of different communities, households and persons with special needs, and the differential impacts of natural disasters on men/boys and women/girls are considered in policy-making, planning and development programmes in the areas of disaster preparedness and responses. - Promoting the development of environmentally-sustainable business practices and of eco-enterprises among men and women. 	

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<p data-bbox="548 331 800 386"><i>Promote private sector development</i></p> <hr/> <p data-bbox="197 1143 506 1305"><u><i>Human Capital Endowments:</i></u> <i>Strengthen capabilities, knowledge and skills of all women and men, boys and</i></p>	<p data-bbox="548 331 800 386"><i>Promote private sector development</i></p> <hr/> <p data-bbox="548 1143 863 1224"><i>Improve quality of and access to education and training</i></p>	<p data-bbox="894 331 1461 357"><i>Promote flexibility in labour markets and practices:</i></p> <ul data-bbox="915 380 1894 591" style="list-style-type: none"> • Provide technical assistance to Governments and the private sector to develop policies, strategies and mechanisms to support women’s role in the care economy (care of children, the sick, elderly and disabled; care of households, families and communities; etc.) and thus enable them to engage in the formal labour market and enterprise development, as well as support an increasing role for men the care economy, for example, provision of childcare and after school centres, options for part-time contracts, job-sharing, flexible working hours and places of work, paternity leave, etc. <p data-bbox="894 607 1850 633"><i>Address women’s unequal access to credit and other aspects of enterprise development:</i></p> <ul data-bbox="915 656 1894 1078" style="list-style-type: none"> • Work with lending institutions to develop gender-responsive approaches to providing credit facilities based on project review, non-traditional forms of collateral (e.g., vehicles, furniture, household appliances, jewellery, etc.), experience and motivation of applicants, etc.; • Offer training and other forms of support to enable women to increase the quality, value and packaging of their products, manage and grow their businesses, access regional and international markets, etc.; • Support innovative gender-responsive entrepreneurship programmes, e.g., mentoring; use of ICTs in the design, manufacture and marketing of products. • Encourage gender-responsiveness among national and regional business support agencies through collaboration/partnerships with national gender machineries; and promoting the collection of sex-disaggregated data. <hr/> <p data-bbox="894 1143 1682 1169"><i>Analyze gendered educational participation, dropouts and performance:</i></p> <ul data-bbox="915 1192 1894 1367" style="list-style-type: none"> • Given CDB’s commitment to improving the quality of and access to education through its loans, technical assistance and grants to the BMCs, it has an important role to play in ‘engendering’ the education/training sector. The CGAs indicate that the situation of male-female participation, dropouts, and performance is mixed in the BMCs, despite the prevailing belief across the Caribbean that boys are dropping out and underperforming in greater numbers than girls;

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<i>girls to foster peaceful and prosperous societies</i>		<ul style="list-style-type: none"> • Each BMC needs to review its own sex-disaggregated data at the primary, secondary and tertiary levels, and take measures to address its specific gender gaps. For example, countries may need to address boys' visible lower rates of educational participation and achievement at the secondary level, while ensuring that girls' educational participation and achievement are not undermined. Such measures include exploring new pedagogical approaches to learning which create enabling environments for boys and girls to learn in different ways, creating opportunities for mentorship, etc. A gender-responsive approach to education is also required to ensure that the learning environment is free from systemic gender bias and discrimination, and that educational attainment for boys and girls translates into broader gender equity practices; • Put in place strategies and mechanisms to address the high dropout and repetition rates for both boys and girls, e.g., tracking incidences of dropouts to understand the causes and impacts; • In many of the BMCs, lower numbers of girls/women have access to tertiary education than boys/men, despite high rates of participation and achievement at the secondary level, which needs to be further investigated and strategies put in place to address. <p><i>Increase access to Early Childhood Education (ECE):</i></p> <ul style="list-style-type: none"> • Increase access to gender-responsive ECE, in BMCs where it is not universal. <p><i>Implement assistance programmes:</i></p> <ul style="list-style-type: none"> • Implement assistance programmes, e.g., school feeding programmes, transportation programmes, textbook rental programmes, bursaries, etc. to all primary and secondary schools and special education centres. <p><i>Review education curricula:</i></p> <ul style="list-style-type: none"> • Review the education curriculum, text books and teaching materials to eliminate gender stereotypes, and integrate gender modules and courses into teacher training; • Review the gender segregation of subjects at the CSEC, CAPE, TVET, University levels, which manifests itself in occupational segregation in the labour force; • Develop educational programmes (at the secondary, TVET and university levels) which build workforce capacity among boys/men and girls/women to respond to current and

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		<p>emerging trends in national priorities and market needs, and promote gender parity in traditional male- and female-dominated subject areas;</p> <ul style="list-style-type: none"> • Provide awareness raising and skills training for males and females in areas including: health, family life, counselling, mediation, gender-based violence, leadership and decision-making, etc. <p><i>Expand Technical and Vocational Education and Training (TVET):</i></p> <ul style="list-style-type: none"> • Through TVET, transform the traditional pattern of gender stereotyping in subject selection among males and females, so as to support labour market outcomes. <p><i>Promote business skills development:</i></p> <ul style="list-style-type: none"> • Develop training courses and internship/mentorship programmes to offer business and entrepreneurship skills to all secondary school students, including financial literacy, project design, project management, marketing, incorporation of a company, accounting, taxation, social security, etc. <p><i>Address the need for sexual and reproductive health services (evident in teenage girls dropping out of school due to pregnancy; increasing incidence of HIV/AIDS among young persons):</i></p> <ul style="list-style-type: none"> • Many teenage girls are forced to drop out of primary and secondary school due to pregnancy, which tends to be less visible in the public radar than dropouts among boys, and which inhibits girls from attaining primary and secondary education. Put strategies in place to ensure that pregnant girls can return to school after giving birth, complete their education, access productive employment, and improve their own and their children's life chances; • Increase accessibility of gender-sensitive, quality sexual and reproductive health services; • Improve young women's and men's ability to make informed decisions about their sexual and reproductive health by increasing access to counselling, contraception, and diagnosis and treatment of sexually transmitted infections (STIs). <p><i>Increase the number of male teachers:</i></p> <ul style="list-style-type: none"> • Adopt strategies to increase the recruitment of male teachers in primary and secondary schools, such as promoting degrees in Education at the university level and teacher training programmes to male students;

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<i>Reduce gender-based violence, and Improve citizen security</i>	<i>Address gender-based violence (GBV) and citizen security:</i>	<ul style="list-style-type: none"> • Support the training of secondary level teachers to improve competencies; • Monitor performance/competence among males in Mathematics, Science, Technology and English. <hr/> <ul style="list-style-type: none"> • CDB has a corporate commitment to working on issues of gender-based violence (GBV) and citizen security, which are of grave concern across the BMCs. Gender-based violence is a complex social problem, which is underpinned by male-female power relations and socially constructed gender roles which position men and women unequally. Further, there are clear linkages between social constructions of manhood and masculinity, and the incidence of crime and violence within the BMCs, since violence is viewed as inherent to ‘asserting one’s manhood and masculinity’. While women and girls comprise the vast majority of victims/survivors of gender-based violence, there is increasing statistical and other evidence that men and boys experience GBV, including incest, bullying in schools, intimate partner violence, etc. Incidences of GBV often go unreported, and institutions such as the police and judiciary are often ill equipped to handle the reporting of such, the protection of victims/survivors, and the prosecution and rehabilitation of perpetrators. • The CGAs recommend that an integrated, multi-sectoral approach should be taken to address gender-based and wider forms of citizen insecurity in the BMCs, which would benefit from CDB support, including: <ul style="list-style-type: none"> - Improving the implementation of existing legislation; - Developing or reviewing legislation on domestic violence and sexual harassment; - Improving the police response to domestic violence and sexual offences; - Applying just and effective remedies by the police, judicial system, and social service agencies; - Establishing systems for the healing of victims/survivors and rehabilitation of perpetrators; - Establishing referral systems and linkages between police and health services, including services for sexually transmitted infections (STIs); - Implementing gender-sensitive public education campaigns on GBV and citizen security in order to transform traditional gender stereotypes, attitudes, behaviours and roles; and promote harmonious, peaceful living between men and women;

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<p><u>Governance and Accountability:</u></p> <p><i>Strengthen good governance of central government functions that support inclusive growth and development</i></p> <p><i>Support processes in which women and men have equal access to leadership and decision-making in the public and private sector and civil society organisations</i></p>	<p><i>Improve economic, fiscal and debt management</i></p>	<p>- Support collaboration and partnerships among Governments, civil society organisations and other development partners, for the development and implementation of National Strategic Plans to end GBV.</p> <p><i>Promote gender-responsive economic, fiscal and debt management:</i></p> <ul style="list-style-type: none"> • The 2008 global economic crisis resulted in poor economic performance among the BMCs, and countries have been engaged in fiscal restructuring to promote economic growth and sustainable development. However, the economic strategies being put in place have differential impacts on men and women. For example, wage freezes in the public sector, VAT increases on basic food items, and cuts to health and education programmes and social safety nets tend to have a greater negative impact on women heads of households and their dependants, the poor and unemployed; • Given CDB’s work with Governments in the areas of economic, fiscal and debt management, it has a role to play in: <ul style="list-style-type: none"> - Providing technical assistance to Governments to build capacity for gender-responsive planning and budgeting; - Ensuring the inclusion of gender equality objectives and anticipated outcomes into the BMCs’ medium-term national development plans and annual national budgets (gender-responsive planning and budgeting); - Ensuring that men’s and women’s differential economic needs are taken into account (e.g., women’s responsibility for the care economy); - Raising concerns about the differential impacts of wage freezes and VAT increases on women heads of households and their dependants, the poor and unemployed; - Ensuring that resources are targeted to stimulating women’s contribution to economic growth, for example with regard to their equitable access to entrepreneurship initiatives, agri-business and eco-tourism programmes, etc.
	<p><i>Improve social protection systems</i></p>	<p><i>Promote gender-responsive social protection systems:</i></p> <ul style="list-style-type: none"> • Poverty reduction continues to be crucial in promoting sustainable economic growth in the BMCs. The ‘feminization of poverty’ is particularly evident among women-headed households. While poverty largely has a ‘female face’, socio-demographic groups

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		<p>vulnerable to poverty and unemployment include youth, adolescent mothers, working class men, the homeless, the disabled and older men and women. Gender equality should be integrated in the development and implementation of <i>National Poverty Reduction Strategies (NPRS)</i> in the BMCs.</p> <ul style="list-style-type: none"> • Provide gender sensitization/training to policy-makers, planners and analysts in the economic and social development sectors, in order to strengthen the linkages between economic growth and poverty reduction, and better respond to the specific needs of poor women, men, youth, the elderly and the disabled. • Ensure that poverty reduction strategies and programmes are evidence-based in order to promote gender equity, and respond to the specific needs of poor women, youth, the elderly and disabled; • Poverty reduction strategies should target female-headed households, given the high prevalence of poverty among them. To enable them to engage in income-earning activities, women and teenage mothers need access to facilities or support for the care of their dependants as well as flexible working arrangements. This should be accompanied by paternity leave to encourage men and boys to contribute to reproductive care; • Review social security legislation and national pension schemes to address the presence of gender discrimination; • Ensure that equitable provisions for elderly men and women are determined not only by their contribution to the formal waged sector, but an understanding of their contribution to the care economy (reproductive work in the home and community), contribution to subsistence agriculture, and participation in the informal economy. <p><i>Provide/increase facilities for the care of dependents:</i></p> <ul style="list-style-type: none"> • Governments should provide/increase on-site nursery, day care and after school facilities; • Establish a system of subsidies or tax breaks for private sector employers to establish nursery, day care and after school facilities; • Increase low-income women's and men's access to public and private care facilities by providing child care subsidies;

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		<ul style="list-style-type: none"> • Increase the hours covered by day care facilities in line with the working and commuting time of workplaces and schools; • Develop legislation to provide paternity leave for men.
	<p><i>Strengthen evidence-based policy-making, and Long-term planning</i></p>	<p><i>Establish/strengthen sex-disaggregated data collection systems:</i></p> <ul style="list-style-type: none"> • Establish/strengthen systems/protocols/guidelines for collecting, collating and analysing sex-disaggregated data in ministries, departments, statutory bodies and other agencies; • Establish partnerships between the Central Statistical Office, national gender machinery, other government departments and research institutions to achieve this. <p><i>Utilize existing sex-disaggregated data in policy-making:</i></p> <ul style="list-style-type: none"> • Make use of existing sex-disaggregated data in economic policy-making, such as labour force statistics; • Provide ongoing training and support for agencies to utilize and analyse existing sex-disaggregated data. <p><i>Support gender impact assessments of development projects:</i></p> <ul style="list-style-type: none"> • Ensure the inclusion of gender impact assessments of all CDB-supported development projects; • Involve women and men in the development and utilization of gender-sensitive indicators, and monitoring and evaluation methods. <p><i>Develop Time-use Surveys</i></p> <ul style="list-style-type: none"> • Support research to be conducted on representative samples of women and men, showing their time allocation to formal employment, informal income-earning activities, subsistence agriculture, care activities (housework; childcare; care of the sick, elderly and disabled), community participation, etc.

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<i>Strengthen regional cooperation and integration (Trade)</i>	<p><i>Promote access by women’s agri-businesses to regional and international trade:</i></p> <ul style="list-style-type: none"> • Provide support to women’s agri-businesses to engage in regional and international trade (including training/capacity building in areas such as product design and manufacture, accounting, business management, cooperatives, marketing, ICTs, etc.). <p><i>Strengthen gender-responsive private sector development:</i></p> <ul style="list-style-type: none"> • Create an enabling environment for gender-responsive private sector development so as to facilitate women’s full participation in growth, expansion and regional cooperation and trade; • Promote National Strategic Plans which encourage gender-responsive private sector development so as to promote long-term strategic planning and trade; • Promote and strengthen institutions which support the development of the private sector and small businesses, particularly women’s and youth enterprises. 	
<i>Strengthen institutional mechanisms to promote gender equality</i>	<p><i>Strengthen institutional links:</i></p> <ul style="list-style-type: none"> • Increase capacity building/ technical assistance for more effective collaboration and partnerships among agencies concerned with gender equality (including government agencies, university departments and NGOs) and agencies concerned with economic development (including government agencies, national and regional business support and training agencies, the private sector and financial institutions). <p><i>Promote gender-responsive budgeting:</i></p> <ul style="list-style-type: none"> • Build capacity to address gender inequalities in the preparation of national and sectoral budgets, the gender-equitable allocation of resources, and the impacts/outcomes of budgetary decisions. <p><i>Undertake awareness-raising to change gender stereotypes in female and male professions:</i></p> <ul style="list-style-type: none"> • Undertake awareness-raising among the public and in key institutions (e.g., schools) to change widely held gender stereotypes that specific professions such as nursing, teaching and hospitality are ‘female professions’, and construction work and engineering are ‘male professions’. 	

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		<p><i>Increase the numbers of women in decision-making at all levels:</i></p> <ul style="list-style-type: none"> • Take measures to increase women’s representation in cabinet and parliament to a critical mass of 30% (and where this has already been achieved, strive for parity or 50%); • Take measures to increase the number of women in decision-making positions in the public and private sectors, including boards of directors; • Support research on women in politics to explore the challenges and opportunities they have faced and their recommendations for the promotion of greater political participation by women; • Support the monitoring and evaluation of women’s political participation, especially those who have participated in training workshops to increase women’s capacity for political leadership. <p><i>Conduct gender sensitization and training:</i></p> <ul style="list-style-type: none"> • Conduct/promote gender sensitization/ training/ public education/ mobilization to promote and support gender equality and equity at multiple levels in the society, including: <ul style="list-style-type: none"> (i) Cabinet; (ii) Parliamentarians; (iii) Permanent Secretaries; (iv) Officers of the judiciary, police and prison agencies; (v) Gender Focal Points (GFPs); (vi) Political candidates running for national elections; (vii) Leaders/board members of private sector bodies, trade unions, civil society organisations and faith-based organisations. <p><i>Strengthen national gender machineries:</i></p> <ul style="list-style-type: none"> • Strengthen national gender machineries to undertake the development and implementation of national gender policies which promote gender equality and women’s empowerment in all spheres of society.

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