PLAN OF ACTION TO 2005: FRAMEWORK FOR MAINSTREAMING GENDER INTO KEY CARICOM PROGRAMMES

Prepared for the CARICOM Secretariat by:
Andaiye

**CARIBBEAN COMMUNITY SECRETARIAT
GEORGETOWN, GUYANA
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LIST OF ACRONYMS

BWA – Bureaux Women's Affairs
CARICOM – Caribbean Community
CCL – Caribbean Congress of Labour
CDB – Caribbean Development Bank
CEC – Caribbean Employers' Confederation
CEDAW – Convention on the Elimination of All Forms of Discrimination Against Women
CGDS – Centre for Gender and Development Studies
CIDA - Canadian International Development Agency
COHSOD – Council for Human and Social Development
CRC – Convention on the Rights of the Child
CSME – CARICOM Single Market and Economy
CTU – Caribbean Teachers' Union
CSW – Commercial Sex Worker
ECD – Early Childhood Development
ECE – Early Childhood Education
FWCW – Fourth World Conference on Women
GAD – Gender in Development
HFLE – Health and Family Life Education
ILO – International Labour Organisation
INSTRAW – Intern'l Research and Training Institute for the Advancement of Women
MOE – Ministry of Education
MSM – Men who have Sex with Men
NGO – Non-Governmental Organisation
OECS – Organisation of Eastern Caribbean States
OERU – Organisation of Eastern Caribbean States Education Reform Unit
RNE – Royal Netherlands Embassy (Jamaica)
SNA – System of National Accounts
STI – Sexually Transmitted Infection
TLI – Tertiary Level Institution
TTI – Teachers' Training Institution
UNAIDS – Joint UN Programme on HIV/AIDS
UNECLAC – UN Economic Commission for Latin America and the Caribbean
UNFPA – UN Family Planning Association
UNIFEM – UN Fund for Women
UNSD – United Nations Statistical Division
WHO – World Health Organisation
WID – Women in Development

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INTRODUCTION

This Plan of Action (PoA) provides a framework for establishing a more constructive approach to mainstreaming gender in CARICOM's work programme, the conduct of research, and the design and implementation of policies and programmes by governments and non-governmental organizations (NGOs) which share responsibility for working towards gender equality in CARICOM member states.

PART I: A BACKGROUND TO GENDER MAINSTREAMING

A. The Shift from a Women in Development to a Gender and Development Approach

The period between the First World Conference on Women in 1975 and the Third World Conference on Women in 1985 was dominated by a Women in Development (WID) approach, aimed at integrating women into development. During this period, women's bureaux or desks were established throughout the Caribbean region, and there was an emphasis on projects to provide women with income, skills and services. While these projects were of some use to women, they sometimes compounded the difficulties they faced trying to balance the work of childbearing and childrearing with waged work. As the International Research and Training Institute for the Advancement of Women (INSTRAW) noted, "while the WID approach was successful in drawing attention to the multiple dimensions of women's role (it) often proved counter-productive, generating new responsibilities and additional constraints on women's time" (INSTRAW, 1996: 16-17). The weakness in the WID approach and continuing analysis of women's subordination by feminists and other women converged to produce the Gender and Development (GAD) approach in the late 1980s and early 1990s.

The shift from WID to GAD was a shift from seeing women as needing to be integrated into development, to one which understands that women are already integrated into development, beginning with their unwaged work in childbearing and childrearing, which is the work of producing and reproducing labour power.[1] The GAD approach focuses on the power relationship between men

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[1] This definition of childbearing and childrearing originates in the work of Selma James and the International Wages

and women in the private and public spheres. It acknowledges that different social norms and values pertaining to women and men result in development policies and practices having a differential impact on women and men; and it argues, therefore, for the development of policies and practices that take account of and address areas of disadvantage that arise from the structure of gender relations.

B. The Emergence of Gender Mainstreaming as a Strategy

The gender mainstreaming strategy emerged out of the GAD analysis. While it appeared in international texts for the first time following the Third World Conference on Women in 1985, it was at the Fourth World Conference on Women (FWCW) in 1995 that it was explicitly endorsed as a strategy for achieving gender equality. The Beijing Platform for Action specifically states that governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that before decisions are taken, an analysis is made of their respective effects on women and men.2 This mandate was in turn adopted in the CARICOM Plan of Action,3 which called for gender mainstreaming into the culture and organisation of institutions, including their policy-making and planning, and in public debate.

The Commonwealth Secretariat also adopted the gender mainstreaming strategy in its 1995 Plan of Action on GAD and introduced the gender management system, a network of structures, mechanisms and processes designed to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas of work in an existing organisation.4

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for Housework campaign which she founded.
2 The Beijing Declaration and Platform for Action, Fourth World Conference on Women, Beijing, 4-15 September, 1995.
3 Gender Equality, Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000.
4 A Commonwealth Vision for Women Towards the Year 2000: The Commonwealth Plan of Action on Gender and Development 1995.

PART II. RATIONALE FOR A NEW APPROACH TO GENDER MAINSTREAMING IN CARICOM

A. Evolution of the New Approach

In preparation for the FWCW held in Beijing in 1995, CARICOM member states had identified five critical areas of concern to be addressed by the region in pursuit of the goal of gender equality: these were poverty and the economy; power and decision making; sexual and reproductive health; violence against women; and institutional mechanisms for the advancement of women. Following the Beijing Conference, education was added as an area of concern. This was a result of fears arising from a perceived under-achievement by boys in the education system, and the need to determine whether the apparently superior performance by girls and women in this critical area was contributing to a reduction in gender inequality in other areas.

As part of its Beijing+5 activities in preparation for the United Nations General Assembly Special Session on Women in June 2000, the CARICOM Secretariat commissioned six papers in the priority areas identified for the region. While these papers pointed to some improvements in the position and status of women in member states, the conclusion drawn by the paper on education essentially summarises their findings:

> education has not proven to be the vehicle for Caribbean women's economic, political or personal empowerment. In spite of their overall higher levels of participation and performance at the secondary and tertiary levels of Caribbean education systems, the majority of the women in the Region continue to be positioned in the lowest sectors of the capital market, earn lower wages than men, experience greater levels of unemployment and poverty, are under-represented in decision-making positions at the meso and macro levels of social and political institutions and lack real personal autonomy" (Bailey 2001:24)"

Meanwhile, the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC) was uncovering serious weaknesses in the region's approach to gender mainstreaming: a study on gender mainstreaming initiatives in the region commissioned by that organisation during its Beijing+5 activities found a general lack of clarity on the meaning and consequences of GAD and concluded that: "the continuing rhetoric around gender and gender

mainstreaming in the absence of a sufficient understanding of the concepts and of the policies

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and practices required may be contributing to a certain regression in the commitment to gender equity" (UNECLAC March 2000: 30).

It is against this background that the Beijing+5 Follow-up Meeting convened by the CARICOM Secretariat in December 2000 considered how the Secretariat, and ultimately member states, could more effectively mainstream gender into their work. After careful consideration of the six priority areas that had been identified, agreement was reached that in its next work programme cycle, the CARICOM Gender and Development Unit should focus on three strategic areas:

1. Education, with a focus on building human capital.
2. Health, with an emphasis on HIV/AIDS; and
3. Poverty and the economy, with a focus on the gender implications of implementing the CARICOM Single Market and Economy (CSME) in the context of globalisation.

The rationale for choosing these areas for immediate focus was that CARICOM Heads of Government had identified them as priority areas for action.

The December 2000 meeting also reached agreement that a Task Force on Gender Mainstreaming be established, its main objective being to identify strategies for mainstreaming gender into the three identified areas and its immediate mandate being as follows:

1. To agree on definitions, including those for gender, gender equality, gender equity and gender mainstreaming.
2. To agree on the steps to be taken to mainstream gender in the identified areas.
3. To present recommendations to the Policy Roundtable of Ministers and Technical Officers in the area of Gender and Women's Affairs, to be held in October 2001.

The Task Force was established, a document entitled "Framework for Mainstreaming Gender into Key CARICOM Programmes" was prepared, and following a meeting of the Task Force in April 2000, it was decided to propose that the first focus within the third priority area (movement towards the CSME), should be on how labour is represented within the tri-partite social dialogue in which it works with governments and the private sector.

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There were two related decisions:

1. That in relation to the third priority area, the Gender and Development Unit should begin collaboration with the Directorates for Regional Trade and Economic Integration and Community and Foreign Relations on gender, the economy, and trade issues; and

2. That while the regional desk for GAD should immediately begin to concentrate on the new priority areas, national desks should continue to work on all six priority areas as determined in each member state, calling on the support of agencies for which these issues are also priorities. All six priorities would be covered, some by more than one agency, as the following matrix which was developed out of the Beijing+5 December 2000 meeting shows.

Box 1: Priorities of the Main Agencies

AREA	AGENCY
Poverty and the Economy, including trade	CARICOM, UNECLAC, UNIFEM
Violence Against Women	UNIFEM, UNECLAC, UNFPA
Health, with a focus on HIV/AIDS	CARICOM, UNIFEM, UNFPA
Institutional Mechanisms/Gender Mainstreaming	UNECLAC, UNFPA
Leadership and Decision-Making	UNIFEM
Education	CARICOM

B.   Implications of the New Focus for the Work of the Human and Social Development Directorate

All three priority areas for short-term action fall under the direct purview of the Directorate for Human and Social Development. Given this, simultaneous with using gender mainstreaming to reshape and strengthen critical policies in the three areas, the Secretariat will be providing itself with the most advantageous situation for the piloting of gender mainstreaming throughout its structures and programmes.

It is envisaged that gender mainstreaming will be an integral part of the process towards the achievement of equity in social development. The scope of the planned activity is therefore clearly consistent with the overall thrust of the Human and Social Development Directorate of investing in human capital and striving for equity in social development, and its intersectoral approach to

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programme implementation. The findings from the mainstreaming of gender will contribute greatly to understanding the gender components of human development, the kernel of any effective Human Resource Development strategy.

Each work plan for mainstreaming gender into a priority programme (education, HIV/AIDS and labour) will be prepared through collaboration among three structures: the regional desk with responsibility for the programme area, the regional GAD Unit, and the Task Force on Gender Mainstreaming. Where possible, this collaborative process will begin from the point of design. Where this is not possible, the collaboration will start with the redrafting of existing programmes.

C. Expected Outcomes of the New Focus

The new orientation on gender mainstreaming into CARICOM priority programmes offers challenges to the structure and organisation of the Human and Social Development work programme, as well as to the organisation of the regional and national women's/gender desks: proposed changes are summarised in Part V of the document. The change in focus is expected to have the following outcomes:

1. To encourage a more strategic, rather that a purely practical approach, to pursuing gender equality at both national and regional levels, to be reflected in macro-economic, social and governance policies and programmes.

2. To facilitate the involvement of Ministers responsible for Women's/Gender Affairs in discussions and negotiations related to broader macro-economic, social and governance policies and programmes at both national and regional levels, which should result in greater budgetary resources for ensuring the gender awareness of these policies and programmes.

3. To bring the regional desk into the mainstream of the concern of major sections of the Secretariat, which, in turn, may translate into increased political, technical and financial support for the regional desk; and

4. At the national level, to provide a practical basis for increased collaboration between the desks, the relevant Ministries and the relevant NGOs; the creation and/or strengthening of focal points; asserting the importance, relevance and legitimacy of the desk; and demonstrating the national relevance of gender. Again, it is expected that this will be expressed in increased support (political, technical and financial) for the desks.

PART III: TOWARDS A SOCIAL JUSTICE POLICY FRAMEWORK FOR MAINSTREAMING GENDER

A.   Operational Definitions

1. <u>Gender</u>: gender refers to a system of roles and relationships between women and men that is determined not by biology but by socialisation. In the words of Naila Kabeer, gender is created in "the process by which individuals who are born into biological categories of male and female become the social categories of women and men through the acquisition of locally-defined attributes of masculinity and femininity" (Kabeer, 1990 in INSTRAW 1996: 9).

2. <u>The gender division of labour</u>: a direct result of the "gendering process" is the gender division of labour, whereby women and men cluster in the different kinds of work for which they have been socialised. This socialisation takes place first within the household and family and then in education, the wider society and the economy. Building on biological difference (the fact that women bear children and breast feed), women are socialised into having the main or sole responsibility for child and family care, including housework, although there is no biological basis for this. In turn, the work women perform unwaged in their families is low-waged when performed for strangers (e.g. domestic work, nursing, teaching).

3. <u>Gender relations: material and ideological dimensions:</u> Barriteau (1998, in Barrow: 439) asserts that gender relations have two dimensions: the material dimension and the ideological dimension. The first speaks to how men and women gain access to or are allocated material resources in a society while the latter indicates how a society "constructs what it accepts (and contests) as the appropriate expression of masculinity and femininity". She notes that the two spheres of course interact, and therefore "... the ideological relations of gender in both the private and public spheres structure and complicate material relations of gender". Gender relations, she continues, constitute " the continuous social, political, economic, cultural and psychological expressions and interactions of the material and ideological aspects of a gender system". Relations of gender are, therefore, social relations, as race and class are, and they interact with other relations of domination and subordination.

4. <u>Gender equality</u>: gender equality can exist only when women and men enjoy the same level of power, when the different roles they play and the different work they do are equally valued, and

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when they both can equally contribute to and benefit from political, economic, social and cultural development. Gender equality therefore demands more than what is legally defined at any given moment for the following reasons:

a. What is legally defined at national level may be limited by culture.
b. What is legally defined at international level is limited by the need for consensus at the conferences where international norms and standards are codified; and
c. What is legally defined also places emphasis on material relations of gender largely to the exclusion of the ideological relations of gender.

5. <u>Gender equity</u>: gender equity is present when both men and women enjoy the conditions for realising their full human rights. This in turn means that positive discrimination may be needed to compensate for disadvantage that arises out of the structure of gender relations. For example, women are often discriminated against in the area of employment as a result of their responsibilities for childbearing and childrearing.

6. <u>Gender mainstreaming</u>: gender mainstreaming is a process of assessing the implications of any planned action for women and men (girl and boys): it involves the (re)-organisation, development and evaluation of policy processes so that a gender perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making and programming. It requires consideration of such questions as the following:

a. What is the gender division of labour (in relation to the sector or area being dealt with)?
b. Who has access to its resources, material and non-material?
c. Who has control over these resources?
d. Who benefits from the use and distribution of these resources?

In addition, gender mainstreaming must be able to identify structures and institutions of gender subordination in the sector or area under focus, and the functioning of the ideological and material relations of gender in each of these structures or institutions, including those in the private sphere.

The overarching goal of gender mainstreaming is to develop policies and programmes which are gender equitable and can therefore contribute to the search for gender equality and the

transformation of gender relations. This goal is fundamental to achieving social justice, based on the active promotion of the universality, inalienability and indivisibility of human rights.

7. <u>Social justice</u>: the concept of social justice is rights-based, that is, it is premised on the understanding that all groups and individuals have equal rights to the conditions that will allow them to realise their full human potential to contribute to development in its broadest sense, and to benefit from its results. This requires the removal of disadvantages which are product and producer of inequities and hierarchies between and among social groups and between and among individuals. For the Caribbean, the dominant hierarchies are those of nation, class, race/ethnicity and gender, at the heart of which is gender as the only power relation which operates in both private and public spheres.

B. Underlying Principles of the Social Justice Framework

The principles and goal which inform the *CARICOM Post-Beijing Regional Plan of Action to the Year 2000* and its precursor, *Towards Regional Policy on Gender Equality and Social Justice*, remain valid. Both these documents were adopted by Ministers responsible for Women's Affairs in 1996.

The following principles outlined in the two documents should therefore guide the work of transforming social relations based on gender equality and social justice:

1. The equal right of women and men to a voice in decision-making from the household and personal relations to national political and economic governance.
2. The revaluing of labour based on the real contribution of women and men to economic and social well-being and to the national product.
3. Shared responsibility and respect for all social functions in the private and public spheres.

4. The right of all to live free of violence and the fear of violence, in particular, the right of

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women and girls to be free of gender-based violence, especially sexual violence.5

5. Positive discrimination to compensate for historical exclusion or neglect.

6. An integrated, holistic approach to social, economic and political development, involving a non-hierarchical mix of interests and players.

7. A respect for cultural heritage and diversity which includes the particular culture of women; and

8. An understanding that the legal and human rights of women are developmental issues.

C.   The Strategic Goal and Specific Objectives of the Framework

The strategic goal of a social justice/gender equality framework is as stated in the *CARICOM Post-Beijing Regional Plan of Action to the Year 2000* and the document titled *Towards Regional Policy on Gender Equality and Social Justice*:

> the building of new structures of power-sharing at the household, community, national, regional and global levels, where both men and women can participate fully in developing a system of cooperation in decision-making, as equal partners in the sustainable development of their societies.

The mission statement of the regional policy document explains that a social justice policy framework is a framework within which structures of subordination can be identified and eliminated (10).

The specific objectives of the social justice framework have been developed from Barriteau's model of ideological and material gender relations (see under Operational Definitions). They are:

1. To facilitate identification of structures of subordination in both the private and the public spheres.

2. To identify the functioning of the ideological and material relations of gender within each structure.

3. To evaluate how this impacts on the issue or problem; and

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5 While all the other principles are included in the Regional Policy Document and the CARICOM Post-Beijing POA, this principle has been added. The stress on women and girls is not intended to deny that very young boys are also victims of sexual violence, as are grown men in some situations such as prisons, but to underscore that females are victims of this violence throughout their life cycles, everywhere.

4. To work out the indicative policy and programme actions.

The application of the framework to the three priority areas, using the Barriteau model, is presented in Part IV in summary form6.

PART IV: APPLICATION OF THE FRAMEWORK TO THE PRIORITY AREAS

A. Education

1. <u>Relevant structures/institutions</u>

   a. *Private sphere*: the household.
   b. *Public sphere*: the formal education system, teacher training institutions and other tertiary level institutions; and
   c. *Non-formal influences cross cutting the two spheres*: for example, the print and electronic media.

2. <u>Gender relations</u>

   a. *Ideological gender relations*
      i. Homes continue to socialise girls and boys into traditional notions of femininity and masculinity in relation to aspects of schooling and wider social norms and values, e.g., occupational choices and career paths. This is continued into the school system, including through curricula and print and non-print support material such as text books.
      ii. Human interactions and relationships in educational settings (student/student, teacher/student, teacher/administrator, administrator/student) are based on the accepted ideology of male dominance/female subordination, with gender mediated by age.
   b. *Material gender relations*

6Please note that these are meant as illustrations, without regard to whether the policy or programme options identified have already been initiated.

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    i.   There is a shift in participation rates at all levels of the education system resulting in girls and women outnumbering boys and men, and higher rates of certification for women.

    ii.   Girls/women and boys/men are clustered in different subject areas.

    iii.   The gender distribution at the level of teaching and administration in education institutions shows a preponderance of women as classroom teachers and significant numbers of men in administrative and policy positions at the secondary and tertiary levels.

c.   *Intersection between the ideological and the material*

    i.   Girls/women and boys/men yield to pressure to remain clustered in gender appropriate areas. Given the lesser value accorded to traditionally female areas, more pressure is applied to boys/men not to enter those areas than is applied to girls/women not to enter traditionally male areas.

    ii.   There is female acceptance of subordinate positions and roles and male expectation of super-ordinate positions and roles.

    iii.   Teaching is viewed as women's work and hence devalued.

3. <u>Impact of these factors on gender in the education system</u>

a. There is high female participation at all levels of the education system, matched by high dropout rates for some groups of males, resulting in the under-representation of males at upper secondary and tertiary levels.

b. The devaluing of teaching and, by extension, education, results in the absence of male role models as teachers, which seems to have a greater impact on boys than on girls.

c. Persistent public pronouncements about male under-achievement in education, and the tendency to blame the advances made by women for this, result in discomfort if not guilt among some girls and women, and the view by some governments that men are being marginalised.

d. Outcomes in terms of access to and positioning within the labour market are not necessarily correlated positively with outputs in terms of qualification and certification.

4. Indicative policy/programme options

a. *Policy options*

i. Improvements should be made in the conditions of service and opportunities for mobility in teaching as a means of revaluing and raising its status and attracting more males into the profession.

ii. Gender training should be included as a mandatory component of teacher education at all levels.

iii. Opportunities should be provided for continuing education of teenage mothers.

iv. Research findings on gender and education should be identified and disseminated.

v. Schools should be adequately resourced to minimize sex segregation of the curriculum, particularly in technical-vocational areas.

In the long run, a restructured Caribbean economy must be one that values caring labour and therefore rewards education; and a restructured education system must be one whose relevance to the life chances of individuals of both sexes is clear.

b. *Programme options*

Short-term

i. A teacher education programme on the impact of gender on education should be introduced.

ii. The implementation of the regional HFLE programme with a focus on gender, sexuality and HIV/AIDS, should be accelerated.

iii. Parenting education programmes which address gender socialisation and issues of sexuality from the early childhood level should be developed and introduced.

Medium-term

i. Research should be conducted to inform policy formulation and programme interventions on:

- Factors related to gender differentials in participation and performance at primary, secondary and tertiary levels.

- The impact of the social environment on early childhood development from a gender perspective.

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ii.   Gender stereotypes in educational materials should be eliminated.

At the regional level, there is scope for addressing several of these concerns and for integrating gender into many of the programmes already on stream at the CARICOM Secretariat. These include the proposed project for the development of a Spanish curriculum for the primary level; the technology education curriculum which is about to be piloted; and programmes for the training of youth workers.

Further, through a collaborative effort of the Secretariat and the Centre for Gender and Development Studies of the University of the West Indies, an initiative is already underway to address the introduction of gender training in teacher training institutions. This began with the development of a module on "Gender Issues in Caribbean Education" which should be reinforced through additional workshops for teacher educators, and eventually training and orientation at the in-service level.

B. Health (HIV/AIDS)7

1. Relevant structures/institutions

   a. *Private sphere*: sexual relations, the household.
   b. *Public sphere*: the health sector (including training institutions), the economy, the formal education system, religion; and
   c. *Non-formal influences cross-cutting the two spheres*: for example, culture/tradition (including popular culture), and the print and electronic media.

2. Gender relations

It is important to bear in mind that gender relations are always shaped by ethnicity/race; however,

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7 Much of the information and analysis in this section is drawn from Vulnerability and Resilience: Gender and HIV/AIDS in Latin America and the Caribbean, by Geeta Rao Gupta, International Center for Research on Women, February 2002; and from HIV/AIDS in the Caribbean: Addressing the Challenges and Opportunities for Strengthening the National and Regional Responses to the Epidemic, prepared by the Caribbean Task Force on HIV/AIDS, June 2000.

the imbalance of power between males and females in favour of the males is the fundamental issue in all ethnic/race groups in the region.

a. *Ideological gender relations*
   i. In sexual relations, the prevailing "macho" view of masculinity is at the bottom of male domination, female subordination, and the degradation of homosexual men, especially those who are "passive partners", i.e., seen as functioning as women.
   ii. The household, religion, and culture/tradition confirm and reflect the belief that males are dominant, and some popular culture (e.g., certain calypsoes and chutney and above all, dance hall music) explicitly links this to violence, including sexual violence.
   iii. The power underlying sexual relations, both heterosexual and homosexual, decides whose pleasure is given priority and when, how, and with whom sex takes place.
   iv. The dominant views of femininity and masculinity are that women should be monogamous and that single young women especially should be ignorant about sex, while men should be experienced and knowledgeable, able to dictate the terms of sexual relations, and free to have multiple partners. In fact, a variety of sexual partners is often said to be in the "nature" of men. The teaching that men are sexual beings and women ought not to be begins in adolescence.
   v. Even where monogamous relationships are presented as the ideal for both women and men, sanctions are more readily applied to women who deviate from this ideal.
   vi. Girls/women and boys/men are discouraged from engaging in homosexual relations, but sanctions are usually harsher for boys/men who engage in such relations.

b. *Material gender relations*
   i. Men, given their greater access to economic resources (in both the legal and illegal economies), and the expectations of culture/tradition, more frequently and more openly have multiple sexual partners.
   ii. Women whose access to economic resources is inadequate, especially women with the main or sole responsibility for the upkeep of their children, sometimes use multiple "child fathers" or partners as an economic strategy.
   iii. Women and men who are forced into a pattern of migration in search of jobs may have less stable partnerships and more multiple partners.
   iv. The heavy dependence of most Caribbean economies on tourism increases the

participation of both women and men in the sex trade.

    v.   Some adolescent girls have sexual relations with older men for money, gifts or other favours, while some adolescent boys (who drop out of school in far larger numbers than girls) also turn to exchanging sex for money and other resources.

In relation to (iii) and (iv) above, it should be noted that all three streams of mobility in the Caribbean (movement out of the region and across the region by residents and into the region by tourists) are dominated by women.

c. *Intersection between ideological and material gender relations*
    i.   The fear of violence and economic dependence act as barriers to women negotiating safe sex practices. As the Caribbean Task Force on HIV/AIDS puts it: "Women are at greater risk of contracting HIV in both biological and social terms, as they are both physically more vulnerable and often have little or no power to negotiate safer sex practices with their male partners" (Caribbean Task Force on HIV/AIDS, June 2000: 4).
    ii.   Women involved with multiple sexual partners often conceal these relations given the stigma attached to such behaviour (whore, prostitute) and also due to fear of gender-based violence (women are frequently beaten and indeed murdered for infidelity).
    iii.   Men who have sex with men often conceal these relations by engaging in bisexual activity, given the high levels of homophobia in Caribbean societies.
    iv.   Men who are active partners in homosexual relations may retain a heterosexual identity and remain unreachable by programmes aimed at homosexual men.
    v.   The expectations of men that they have multiple partners and develop as much experience as possible as early as possible encourages them to risky sexual behaviour.
    vi.   The choices women and girls and to a far lesser extent, men and boys, make out of economic need increases their risk of HIV/AIDS.
    vii.   Neither females nor males, especially those who are adolescent and not in stable partnerships, feel free to seek out information about HIV/AIDS, the females, because they are expected not to need the information and the males, because they are expected to be knowledgeable.
    viii.   Tourism and patterns of work involving frequent migration increase the exposure of both women and men to risky sexual behaviour.

3. <u>Impact of these factors on gender and HIV/AIDS</u>

    a. Both women and men have increased vulnerability to HIV/AIDS. The proportion of people living with HIV/AIDS in the Caribbean is the second highest in the world, after sub-Saharan Africa. (Note, however, that there is a high variation among territories). AIDS mortality in the region is extremely high at 65 per cent (Caribbean Task Force on HIV/AIDS June 2000: 12).

    b. There is a steep and constant increase in HIV/AIDS among women in the region, and the Caribbean now has one of the highest rates of new AIDS cases among women in the Western hemisphere: for example, at the end of 1999, the percentage of HIV positive adults in the Caribbean who were female was 35 per cent, compared to 25 per cent in Latin America (WHO 2000 in Rao Gupta 2002), while just two years later, the percentage for the Caribbean had jumped to 50 per cent but the figure for Latin America had risen more slowly to 30 per cent (UNAIDS/WHO 2001 in Rao Gupta 2002).

    c. HIV/AIDS has become the major cause of death among the 15-44 age group in several Caribbean countries, and this age group accounts for 70 per cent of all AIDS cases in the region. Even more disturbing is the "special risks for young girls": in Trinidad and Tobago, for example, there are about seven times as many infected girls as there are infected boys in the 10-19 age group. This could be linked to coercive sex, rape, incest, domestic violence and what are referred to as predatory sugar daddies (Caribbean Task Force on HIV/AIDS June 2000: 7).

    d. There are extremely high rates of infection among female sex workers and men who have sex with men (MSM). Various surveys have estimated HIV seroprevalence among female sex workers at approximately 45% and among MSM at approximately 40 per cent. The stigma attached to these two major "at risk" populations contributes to the inadequate care and medical treatment of people living with HIV/AIDS.

    e. Self-reported heterosexual transmission of the disease is 64 per cent (Caribbean Task Force on HIV/AIDS June 2000: 4).

    f. Mother-to-child transmission represents 6 per cent of all reported cases in the region (ibid).

4. Indicative policy/programme options

a. *Policy options*

i. Gender should be mainstreamed into the Caribbean Regional Strategic Plan of Action for HIV/AIDS.

ii. There should be a multi-sectoral approach to addressing HIV/AIDS, including, in particular, poverty alleviation programmes among high risk groups of women.

iii. Formal and informal groups of CSWs and MSM should be recognised, in order to facilitate their access to services which could help minimize the spread of HIV/AIDS.

iv. Improvements should be made in the conditions of service and opportunities for mobility in the nursing profession as a means of revaluing and raising the status of nursing and of attracting more males into nursing.

v. Legislation to protect the rights of minors, for example, against incest and rape, should be enforced.

vi. Legislation should be enacted to ensure social entitlements such as the right to work for people living with HIV/AIDS.

vii. HIV/AIDS sufferers, both male and female, should be targeted for training to improve their planning and managerial capacity and brought more actively into the planning and management of national and regional HIV/AIDS programmes.

b. *Programme options*

Short-term

i. Girls in the 10-19 age group should be targeted for sex education, negotiation skills and self-esteem programmes (linked to the HFLE programme).

ii. Gender-sensitive campaigns and non-formal education programmes should be promoted for the 15-24 age group, female CSWs, MSM, drug users, institutionalised and uninformed populations, mobile populations and people with sexually transmitted infections (STIs). In addition, each especially vulnerable group should be specifically targeted to determine and address their particular concerns and needs (for example, sex workers may want support for developing alternative sources of income).

iii. Pregnant women and other women and men of reproductive age need to be specifically targeted and provided with the relevant information.

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iv.   Youth peer counselors should be used in training and other public education programmes that target the 15-24.

v.   Men should be involved in addressing the problem of HIV/AIDS through the promotion of programmes which emphasise safe and responsible sexual and reproductive behaviour.

vi.   The Suriname model of interfacing with CSWs should be examined to evaluate its applicability to other CARICOM member states.

Medium-term

i.   The use of female condoms should be promoted as a method over which women have control.

ii.   Care should be provided for dependent children of parents with HIV/AIDS.

One approach which crosscuts all policy and programme options is addressing the inequalities of power in sexual relations. Campaigns to address the abuse of power in sexual relations should begin from the need to challenge the very construction of masculinity and femininity at all levels. In the short term, this means that all campaigns should be guided by an analysis of gender relations so that they oppose, rather that reflect and buttress, stereotypical notions of sexual behaviours.   On a continuing basis, parenting classes, the formal school system, both private and public, teacher training, and nursing and other medical training must all be informed by facts about, and analysis of, the link between gender socialisation and the spread of HIV/AIDS.

Finally, mainstreaming gender into HIV/AIDS policy and programmes should lead to a holistic approach to confronting the epidemic. This Plan of Action endorses the approach outlined by Rao Gupta:

> An individual's power in any society is greatly enhanced by increased access to five key resources: information and education, services and technologies, economic resources and assets, supportive social networks and norms, and political capital. Thus, in order to equalize the balance of power between women and men that currently favors men, efforts must be made to ensure that women have increased access to each of these resources. For containing the HIV/AIDS epidemic, such efforts must, however, also be accompanied by policies and programs that foster open communication and information on sex and sexuality, as well as a redefinition of the traditional prescriptions for male

and female sexual roles (Rao Gupta, 2002: 17).

C. Labour

1. Relevant structures/institutions

Private Sphere: the household.
Public Sphere: the economy, the formal education system, religion, governance institutions. *Non-formal influences cross-cutting the two spheres*: for example, the print and electronic media.

2. Gender relations

a. *Ideological gender relations*

   i.   Within households and the education system, girls and boys are socialised and educated to do different work, and caring work is idealised as work which it is in women's "nature" to perform, for no wage or a low wage. As part of this socialisation, they are encouraged to play with different types of toys and to play different kinds of games.

   ii.   In some groups, girls and boys are also socialised to expect that men will have primary if not total responsibility for financial matters when they grow up, ranging from covering the costs of dating to providing food, clothes and shelter for families.

b. *Material gender relations*

   i.   Women do a disproportionate amount of unwaged work in the home, particularly related to child and family care. This work is of particular significance to Caribbean economies given the absence of state provision for free child care and care of elderly and disabled relatives.

   ii.   Women and men cluster in different occupations in the labour market, with women concentrated in the lower-waged service and caring sectors.

   iii.   Women and men occupy different levels in the hierarchy of occupations, with women concentrated at the middle and lower levels.

   iv.   Women as a group earn less income than men and suffer high rates of unemployment.

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c. *Intersection between ideological and material gender relations*
   i.   Unwaged work in the home translates into low-waged work in the labour market, ranging from domestic work (which is the most direct reflection of unwaged work in the home) to nursing, teaching, counselling, social work, and other kinds of service work.
   ii.   Among women who are poor, the responsibility they have for childcare has the following effects:
   - It shapes their waged work, for example, it has been observed that more women vendors "choose" stationary selling (as distinct from walking around) so that they can "look after" their children simultaneously.
   - It forces them to engage in various survival strategies and to accept a lack of social protection and job insecurity, for example, in export processing zones.
   - It has implications for the adequate care of children and ultimately for Human Resource Development, given that they have to depend on relatives, friends, or older children to care for young children or, as is the case with some vendors, take the children to the vending location on the streets.
   iii. Given the continuing misperception that women are primarily mothers and housewives, female workers are treated as though they are not primary breadwinners. Yet the majority of Caribbean women have worked outside the home since slavery and indenture, and there are high levels of single-parent female-headed households in which women are the sole earners.
   iv.   The expectation still sometimes present among men, women and social welfare agencies that men should be financially responsible for women and children often influences men to utilise various means to acquire income, including illegal means. Studies in the Caribbean have found that "manhood" is associated with the ability to earn money.
   v.   Women's disproportionate responsibility for housework and family care, coupled with their increasing involvement in waged work, results in their having less time for leisure activities and has long-term implications for their health.
   vi.   The fact that women's labour is cheaper, and that women are more likely to accept

   vii. poor conditions of work (largely because of their responsibility for children), is used to

undercut male labour.

3. <u>Impact of these factors on gender and labour (in the social dialogue)</u>

The following ILO analysis of the relative situations of male and female workers in the global labour market is relevant for CARICOM:

> Globalisation and economic restructuring favour flexible modes of employment, many of which lie beyond the reach of labour legislation and social protection and are characterised by low incomes and high levels of insecurity. While both men and women are affected by these trends, women are more vulnerable. The result is occupational segregation, with women finding themselves in the least protected sectors of the economy ... .
>
> Gender inequality is often built into labour institutions. Social security systems, for instance, frequently assume that the bread winner of the family is male. Labour market segmentation along gender lines generates structural wage differences between men and women that are difficult to address through conventional labour policy (ILO, 1999:9).

In CARICOM, a tri-partite social partnership is developing which includes labour, the private sector, and government, but labour is taken to mean labour only as it is waged, and only as it is unionised. The result is that labour as a social partner excludes all of the following:

a. Non-unionised workers in the formal sector, who are the majority of these workers: unionisation is reported to range from between 10 and 33 percent of the employed labour force in the region (Alleyne, no date: 5).

b. Workers in the growing informal sector, including those in micro-enterprise (who are not represented by private sector organisations): micro-enterprise alone, most of which would be counted as part of the informal sector, is massive: the sector is reportedly growing at a faster rate than the corporate sector in the Latin America and Caribbean region, and in Guyana, 145,000-185,000 persons, or about 50 percent of the working age population, is engaged in micro-enterprise (Minister of Finance, Guyana, reported in Daily Chronicle, August 13, 2001).

c. Domestic workers: according to the ILO, while domestic workers are not represented in official labour statistics and little research has been done on their numbers, it is known

   that in Jamaica in 1991, 15.3 percent of women employed were employed as household (domestic) workers. (Pargass, 1997, in ILO 1998: 15).

d. Housewives and other unwaged workers.

Within the social partnership, labour therefore under-represents women as workers (all the more true since women are under-represented in the leadership of unions); under-represents types of work and workers - female and male - that are becoming increasingly significant in our economies; and is unable to take into the partnership an understanding of the whole economy. This is so not only because informal sector work and other non-unionised work are omitted, but because unwaged work

is omitted.

Yet several aspects of informal sector work, subsistence work and other unwaged work are recognised as economic activity in the 1993 revised system of National Accounts (SNA), and further, counting unwaged work in regional economies has been agreed at several levels of CARICOM. Internationally, economists are beginning to see the necessity of reconstructing our understanding of the economy to include all work and all workers. This recognition was once reflected in union membership. According to Rhoda Reddock in *Women, Labour and Politics in Trinidad and Tobago: A History*, workers outside the formal sector in Trinidad and Tobago (and therefore, perhaps elsewhere in the region) were routinely organised in trade unions until they were divided up along industry and sex lines, with the result that increasingly, only wage workers remained unionised. In spite of this, up to the early 1940s there were traces of the old forms, e.g., the Oilfield Workers' Trade Union (OWTU) included housewives and the Federated Workers' Trade Union (FWTU), market women.

Since workers who are represented by the trade unions still have relatively more power, those whose voices are not heard in the social dialogue are in the main, those who are poorer and/or less economically and socially secure.

4. Indicative policy/programme options8

CARICOM should immediately take the following steps to reconstitute labour in the social dialogue:

a. An audit or inventory of work-based organisations other than unions should be carried out (e.g., organisations of farmers, vendors or people in micro-enterprise).
b. Methods should be identified to bring the concerns and experiences of sectors not organized in unions into the social dialogue.
c. Existing organisations of domestic workers should be recognised as workers' organisations (the National Union of Domestic Employees in Trinidad and Tobago has waged a long campaign for domestic workers to be recognised as workers).
d. Gender should be mainstreamed into the social dialogue framework at national, sub-regional, regional and international levels.

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8 Policy and programme options are treated together.

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e. The CARICOM decision to measure and value unwaged work should be implemented.

f. The gender imbalance in the groups currently represented in the social dialogue should be addressed (i.e., union membership and leadership, employer organisations, and governments).

g. Gender should be mainstreamed into the European Union-funded project on the continued process of consultation among labour, employers and governments. The work of designing the project should be guided by the policy on gender mainstreaming embraced by the ILO, for whom an integrated gender policy requires action at the political level, within technical programmes, and at the institutional level (ILO, 1999).

Box 2: Actions Cross-cutting Education, HIV/AIDS and Labour

In addition to the actions under the three programmes, the following cross-cutting actions were agreed to by COHSOD:

a. Engage in dialogue and conduct training with individuals and institutions outside the formal education system which contribute to gender socialisation: the media, religious bodies, and practioners of popular culture.

b. Train policy-makers and planners to use gender as a tool of analysis.

c. Link actions, where applicable, to international conventions already approved and ratified by CARICOM such as CEDAW, CRC and ILO.

PART V: IMMEDIATE ACTION TO BE TAKEN

A. Education as the Entry Point for the Plan of Action

The September 17-19, 2002 meeting of the Heads of CARICOM Women's/Gender Bureaux held in Grenada accepted the recommendation of the Task Force on Gender Mainstreaming that although the Framework prioritises mainstreaming in the three areas outlined above, the process should begin with education. There are three main reasons for this:

1. A three-year implementation work plan for mainstreaming gender into education has already been developed, and some of the recommended programme options are already being implemented. (See under Education, Programme Options for the programmes already initiated and Appendix 1 for the work plan). On the other hand, while the Sixth Meeting of

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the Council for Human and Social Development (COHSOD) held in April 2002 reiterated the call of the previous meeting to mainstream gender into the HIV/AIDS programmes, no concrete action been taken in this regard.9 Concrete action on mainstreaming gender into labour has also lagged.

2. The fact that work on education is already underway will facilitate an early demonstration of the effectiveness of the approach outlined in this Plan of Action.

3. The inadequate resources of the regional GAD Unit make it impossible to initiate action in all three areas of priority simultaneously.

Participants in the Grenada meeting arrived at three further agreements:

1. That while the main focus in education should be on the formal system, other areas, including public education and gender training of relevant personnel at national and regional levels should be undertaken.

2. That education should be linked to labour as well as to HIV/AIDS awareness and prevention. The workplan was therefore modified to take account of this.

3. That an offer from the representative of the Commonwealth Secretariat to provide technical and other assistance to CARICOM to mainstream gender into the HIV/AIDS programme should be accepted.

In October 2002, the seventh meeting of COHSOD approved the decision to prioritise education and agreed to its proposed workplan.

B. Proposed Structural Changes

The structure proposed and accepted at the CARICOM Heads of Women's/Gender Bureaux in September, 2002, includes a relocation of the regional Gender and Development Unit to the Programme on Human Resource Development in the Directorate of Human and Social Development, which already includes education and labor as sub-programmes; and the establishment of regional and national committees to monitor and evaluate implementation of mainstreaming initiatives: these committees would be made up of the women's/gender desks at regional and national levels, along with institutions and groups working in the respective areas, beginning with education. The structure is outlined in Appendix 2.

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9 The 6th COHSOD meeting went further, calling for the development of strategies to mainstream gender into the strategic plans for non-communicable diseases and mental health.

CONCLUSION

The Social Justice Framework adopted in this paper may also be applied to other hierarchies, such as race, class and rural/urban dichotomies. The approach would need to be refined as the expected outcome in each case is to establish policies and practices that are fair and just.

In this respect, it is suggested that studies such as the *Social Policy Framework: A New Vision for Social Development in the OECS, 2001* would benefit from the incorporation of the Social Justice Framework since it would sharpen the analysis on "gender equity", one of nine specific development goals contained in the OECS document. The Social Justice Framework is appropriate for mainstreaming gender for two main reasons:

1. It recognises the root of the social exclusion and marginalisation of women in the *structural* inequalities or hierarchies of gender; in other words, it identifies the level at which action has to be taken.
2. It places the gender hierarchy at the heart of interlocking hierarchies shaping the region, and therefore ensures that policies and programmes indicated by application of the framework are in both the public and private spheres, and cover both material and ideological relations.

Finally, the use of the framework must be buttressed by the development of new indicators for gender inequality. There are several regional initiatives to develop such indicators, including one at the Centre for Gender and Development Studies at Cave Hill and another at the CARICOM Secretariat10.

10For the first, see Preliminary Statement on a Proposed Regional project: Women, Men and Gender Issues in the Contemporary Caribbean, Barriteau, March 8, 2000, and for the second, see a report of a Gender Statistics Workshop of the CARICOM/UNSD Statistics Project, August 2000.

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Appendix 1: Gender Mainstreaming Implementation Strategy for Education

Regional/National Levels

Year 1: Sept. 2002 – Aug. 2003

Regional Level		Working Links	National Level	
Activity	Agency		Agency	Activity
1.1 Training of Teacher Educators to implement Module for Teacher Education on *Gender Issues in Caribbean Education*	CARICOM CGDS Funding - CIDA		BWA MOE TTIs	1.1 Identify participants for Teacher Educators' Training Workshops.
1.2 Conduct research on *Gender Differentials at the Secondary and Tertiary Levels of Caribbean Education Systems* to inform regional/national interventions and policy reform/formulation of gender equality and equity.	CARICOM CGDS OERU Funding – CDB; CEP, CIDA; RNE, Ja.		MOE CGDS MOE BWA	1.2 Supply disaggregated data on a range of quantitative indicators. Identify research assistants to carry out fieldwork in selected countries
1.3 Source funding to support a regional research project on the *Impact of the Social Environment on Early Childhood Development* and the influence of gender, race and class to inform the Regional Plan on ECD and policy at the national level.	CARICOM.		CGDS Van Leer Foundation, Ja	1.3 Develop research proposal
1.4 Develop a Position Paper on the *Current Status of the Teaching Profession in the*	CARICOM		MOE BWA	1.4 Provide data on indicators related to the teaching profession

Caribbean to use as a lobbying tool for improving salaries etc. & improving male/female representation in the profession.	OERU CTU			
1.5 Develop guidelines on *gender stereotyping in print and non-print materials* which can be used to build awareness on the part of teachers and adult literacy workers.	CARIC OM CGDS		MOE BWA	1.5 Disseminate guidelines to MOEs and NGOs engaged in adult literacy programmes
1.6 Review content and status of implementation of *Health and Family Life Education* curriculum with a focus on issues of attitudes, beliefs and behaviours related to adolescent sexuality and interpersonal relationships, teenage pregnancy, STIs and HIV/AIDS	CARIC OM Reg. HFLE Cur. Working Group		MOE BWA	1.6 Assess status of implementation of HFLE curriculum at primary and secondary levels.
1.7 Assess national policy with regard to continuing education for teenage mothers	CARIC OM		BWA MOE	1.7 BWA to provide feedback on policy with respect to teenage mothers and opportunity for continuing education in formal system

Year 2: Sept. 2003 – Aug. 2004

Regional Level		Workin g Links	National Level	
Activity	Agency		Agency	Activity
2.1 Monitor implementation of the			MOE	Implementation of the Module on *Gender*

Module for Teacher Education on *Gender Issues in Caribbean Education* in regional teacher training institutions.	CARICOM OERU		TTIs	*Issues in Caribbean Education* in all teacher training institutions.
2.1 Continue research on *Gender Differentials at the Secondary and Tertiary Levels of Caribbean Education Systems* in selected countries to inform regional/national interventions and policy reform/formulation of gender equality and equity.	CARICOM CGDS OERU Funding – CDB; CEP, CIDA; RNE, Ja.		MOE CGDS MOE BWA	As required As required
1.3 Implement regional research project on the *Impact of the Social Environment on Early Childhood Development* and the influence of gender, race and class to inform the Regional Plan on ECD and policy at the national level.	CARICOM CGDS OERU Caribbean EC Assoc		MOE NGOs Churches	1.3 Identification of national sample for study Supply disaggregated data on a range of indicators. Identify RAs to carry out fieldwork in selected countries
1.4 Work through the existing regional working group to revise content of the *Health and Family Life Education* curriculum to ensure a focus on issues of attitudes, beliefs and behaviours related to adolescent sexuality	CARICOM HFLE Cur. Working Group.		MOE	1.4 Introduce revised curriculum at primary and secondary level of education systems

and interpersonal relationships, teenage pregnancy, STIs and ~~HIV/AIDS~~				
1.5 Use information on ~~policy re~~garding continuing education of teenage mothers to develop a lobbying tool to inform national policy.	CARIC OM		MOE NGOs Parent s	1.5 Revision of existing policy or formulation of policy governing continuing education for teenage mothers
1.6 Organise a regional workshop with ~~Guidan~~ce Counsellors to examine sex segregation of tech-voc education at the secondary level and the implications for higher education, career path and labour market participation and reinforcement of occupational segregation.	CARIC OM OERU		MOE B'dos Edutec	1.6 Identification of workshop participants National workshops to examine implications of workshop outcomes for practices at the national level.

Year 3 – Sept. 2004 – Aug. 2005

Regional Level		Workin g Links	National Level	
Activity	Agency		Agency	Activity
3.1 Bring issues that ~~emerge in~~ Years 1 and 11 to attention of stakeholders through a COHSOD meeting.	CARIC OM		COHSO D particip ants	Ministers of Education and Women's Affairs made aware of gender issues affecting education in the Region and points for policy reform and/or formulation. Dissemination of

				information through National COHSODs
3.2 Build a programme for Parenting Education based on findings of ECD research project.	CARICOM Caribbean ECD Assoc		MOE	Mount parenting education programme in member states.
3.3 Share findings from research on *Gender Differentials at the Secondary and Tertiary Levels of Caribbean Education Systems* at stakeholders meeting to identify interventions/policy to enhance gender equality and equity at the secondary and tertiary levels of Caribbean education systems.	CGDS CDB CIDA CARICOM OERU		MOE Teachers TLIs Employers Parents	3.3 Invite stakeholders at the regional/national level to review findings and recommendations emerging from the research project and identify policy implications.