

THE CARIBBEAN COMMUNITY SECRETARIAT



GENDER AUDIT



REPORT

**The University of the West Indies
The Centre for Gender and Development Studies**

October 2008

SECTION 1: BACKGROUND

1.1 THE CARRIBBEAN COMMUNITY (CARICOM)

The Caribbean Community, hereafter referred to as CARICOM, came into being on 1973, July 04, with the signing of the Treaty of Chaguaramas as the successor to the Caribbean Free Trade Association (CARIFTA). CARICOM was expected to extend the free trade area that had obtained in CARIFTA to include the free movement of labour and capital and the coordination of agricultural, industrial and foreign policies. The Common Market is an integral platform of CARICOM.

There are currently fifteen member states of the community. CARICOM is headquartered in suburban Georgetown, Guyana, and some CARICOM offices are located in Barbados.

The community states its objectives as follows: ¹

1. improved standards of living and work
2. full employment of labour and other factors of production
3. accelerated, co-ordinated and sustained economic development and convergence
4. expansion of trade and economic relations with third States
5. enhanced levels of international competitiveness
6. organisation for increased production and productivity
7. the achievement of a greater measure of economic leverage and effectiveness of Member States in dealing with third States, groups of States and entities of any description;
8. enhanced co-ordination of Member States' foreign and [foreign] economic policies and
9. enhanced functional co-operation, including:
 - more efficient operation of common services and activities for the benefit of its peoples
 - accelerated promotion of greater understanding among its peoples and the advancement of their social, cultural and
 - technological development intensified activities in areas such as health, education, transportation, telecommunications.

The principal organs of the CARICOM are the Conference of Heads of Government and the Community Council of Ministers, which are responsible for the development and direction of policy.

The administrative organ of community is the Secretariat, whose main functions are to:

¹ <http://caricom.org>

1. Initiate or develop proposals for consideration and decision by the relevant Organs
2. Provide, on request, services to Member States on Community-related matters
3. Service meetings of the Organs and Bodies of the Community and take appropriate follow-up action on decisions taken
4. Collect, store and disseminate relevant information to Member States
5. Assist Community Organs in the development and implementation of proposals and programmes
6. Mobilise resources from donor agencies to assist in the implementation of Community Programmes
7. Prepare the draft Work Programme and Budget of the Secretariat for examination by the Budget Committee
8. Provide, on request, technical assistance to national authorities to facilitate implementation of Community decisions; and
9. Conduct, as mandated, fact-finding assignments in Member States

Structured to support the Conference of Heads of Government and the Community Council of Ministers the Secretariat comprises the following offices, directorates and councils:

OFFICES	PRIMARY RESPONSIBILITY
<ol style="list-style-type: none"> 1. Secretary-General 2. Deputy Secretary-General 3. General Counsel 	<p>The Office of Secretary General serves as a CEO of the Community. Together with the Deputy Secretaries-General and General Counsel the SG is ultimately responsible for the implementation of decisions taken at the Conference of Heads of Government and the Community Council of Ministers</p>
DIRECTORATES	
<ol style="list-style-type: none"> 1. Foreign and Community Relations 2. Human and Social Development 3. Regional Trade and Economic Integration 	<p>Directorates serve as the mechanisms through which decisions are facilitated and implemented</p> <p>Together these positions comprise the executive management of the Secretariat and are responsible for the strategic management and direction of the organisation and for working closely with the Councils and their Chairpersons to promote the implementation of decisions.</p>
COUNCILS	
Finance and Planning	Economic policy co-ordination & monetary integration of States
Trade and Economic Development	Trade and economic development of the CSME
Foreign and Community Relations	Relations between the Community and international organisations
Human and Social Development	Human and social development in the Community

1.2 DOCUMENTS OF ESTABLISHMENT

1.2.1 The Treaty of Chaguaramas

The Treaty of Chaguaramas, establishing the Caribbean Community, was signed on 4th July 1973 and affirmed among its objectives (as outlined in Article 4)

1. the economic integration of the Member States by the establishment of a common market regime (hereinafter referred to as "the Common Market") in accordance with the provisions of the Annex to this Treaty with the following aims:
 - a. The sustained expansion and continuing integration of economic activities, the benefits of which shall be equitably shared taking into account the need to provide special opportunities for the Less Developed Countries;
 - b. The coordination of the foreign policies of Member States; and (c) functional cooperation, including:
 - i. The efficient operation of certain common services and activities **for the benefit of its peoples;**
 - ii. The promotion of greater understanding among its peoples and the advancement of their social, cultural and technological development;

Though issues of gender were implicit in the preamble of the Treaty, which focused on the overall development of its member states for the benefit of their “peoples” and spoke to the optimum utilisation of available human and natural resources, its objectives in no way explicitly reflected a gender perspective or considered issues of gender and differences in access to and the use of resources or the beneficiaries of the expected development.

In fact, the treaty seems largely focused on post-independence economic growth and development, based on the traditional Modernization approach that considers GDP, per capita income and net income reserves which, (while adequate to prove a picture of a society’s progress towards development as a whole) are woefully inadequate in providing a measure of the experience of development and the lived realities of less socially privileged groups, including women.

1.2.2 The Revised Treaty of Chaguaramas

Pursuant to the Declaration of Grand Anse and other decisions of the Conference of Heads of Government of 1989 as well as the 1992 Report of the West Indian Commission, *Time for Action*, the Revised Treaty of Chaguaramas (2001), “resolved to establish conditions which would facilitate access by their nationals to the collective resources of the Region on a non-discriminatory basis”² and articulated the revised objectives of the Caribbean Community (as outlined in Article 6) as, among others:

1. Improved standards of living and work
2. Full employment of labour and other factors of production
3. Accelerated, co-ordinated and sustained economic development and convergence

² Preamble to the Revised Treaty of Chaguaramas establishing the Caribbean Community, including the CARICOM Single Market and Economy

4. Enhanced functional co-operation, including:
 - a. More efficient operation of common services and activities **for the benefit of its peoples**
 - b. Accelerated promotion of greater understanding among its peoples and the advancement of their social, cultural and technological development
 - c. Intensified activities in areas such as health, education, transportation, telecommunications.

Similarly, the revised treaty did not explicitly list gender-responsive development as one of its main objectives, nor considered issues of differential access or benefits in its general approach to the well being of the citizens of the region.

However, though the creation of support organs to implement the work of the Conference of Heads of Government and the Community Council of Ministers (the principal organs of the Community) issues of gender were accommodated through the Council for Human and Social Development (COHSOD). Subject to the provisions of Article 12, COHSOD assumes responsibility for the establishment of policies and programmes to promote the development of youth and women in the Community with a view to encouraging and enhancing their participation in social, cultural, political and economic activities.

The explicit mention of youth and women, suggest the acknowledgment of omission of these groups as an area of focus and priority in the Original Treaty and reflects accommodation of the international changes towards women and development post the UN decade of women (1975-1985).

1.2.3 CARICOM Secretariat Mission Statement

To facilitate the objectives of the Community, the Secretariat is committed "To provide dynamic leadership and service, in partnership with Community institutions and groups, toward the attainment of a viable, internationally competitive and sustainable Community, with improved quality of life for all".

As with both the treaties which the Secretariat implements, its mission - though seemingly inclusive as it speaks to an "improved quality of life for all"- fails to explicitly address the historical and contemporary disparities between the male and female community citizens for whom its work is designed.

1.2.4 The Charter of Civil Society for the Caribbean Community

Consequent to recommendations of the West Indian Commission of 1992, the Community determined that each member state would subscribe to a Charter of Civil Society, which would be used to:

1. Enhance public confidence in governance, thereby reinforcing the loyalty of all the people
2. ensure continuing respect for internationally recognised civil, political, economic, social and cultural rights

3. Create a truly participatory political environment within the Caribbean Community which will be propitious to genuine consultation in the process of governance;
4. Promote economic growth and sustainable development through the wise use of the human and natural resources
5. Attain economic and social justice and to pursue the goals of health, education and employment for all
6. Enter the Twenty-First Century on the basis of the best possible governance and to achieve and sustain such governance by mobilising action for change

The Charter, unlike the Original and Revised Treaty, makes reference both explicitly to gender concerns as well as speaks to areas, with important gender components.

In that vein, the Charter provides an excellent framework, within which a gender approach to development can be accomplished within the community. Article XII (Women's Rights) speaks specifically of the promotion of policies and measures aimed at strengthening gender equality in the political, civil, economic, social and cultural spheres.

As with most legislation however, though several articles of the Charter have gender implications for equal participation in the region's civil society and in the promotion of economic growth and sustainable development through the wise use of the human and natural resources, it does not explicitly refer to the ways in which men and women of the region may differentially be affected and the ways in which this potential difference will be addressed, nor does it offer the context in which this approach to development may occur, nor does it indicate the regional institutional machinery through which it will be facilitated.

Table 1 offers suggestions as to the ways in which the work of the Secretariat could be informed by the gender aspects of issues raised by the Charter.

ARTICLE		GENDER IMPLICATIONS	RECOMMENDATIONS
HUMAN RIGHTS and SECURITY			
II	Respect for Fundamental Human Rights and Freedoms	<p>The Universal Declaration of Human Rights, the Programme of Action of the International Conference on Population and Development (ICPD); and the Beijing Platform for Action and several other UN conferences held in the 1990s all affirm gender equality as a basic human right. These (and other international treaties) are reinforced by the eight (8) Millennium Development Goals resulting from Millennium Summit of 2000 in highlighting the importance of promoting gender equality and the empowerment of women as a necessary condition to achieve full development.</p>	<p>These articles would benefit from being framed within an explicitly stated Human Rights Based Approach, directed to redress discriminatory practices and unjust distributions of resources and power that impede development progress. Such an approach would have the ability to identify the most marginalized and excluded in society; including women; because their human rights are most widely denied or left unfulfilled.</p> <p>Issues that may have been considered by these articles include:</p> <ul style="list-style-type: none"> - Protection from crime and violence (personal, community and state) - Prevention of harassment and gender-based violence - Prevention of domestic violence and child abuse - Gender gaps in education - Sexual and Reproductive rights and health - Sexual division of labour in the home and occupational sex-segregation in the wider economy - The importance of unwaged work and support systems for facilitate same - Equal access to social security benefits and provisions - Economic and food security in female headed households - Sustainable agriculture and farming systems - Management of and infrastructure for water resources
III	Human Dignity		
IV	Right To Life, Liberty And Security Of The Person		
V	Equality Before The Law		
X	Cultural Diversity		
XVI	Rights Of The Family		
XXIII	Environmental Rights		

ARTICLE		GENDER IMPLICATIONS	RECOMMENDATIONS
POLITICAL RIGHTS and GOVERNANCE			
VI	Political Rights	<p>The 1995 Beijing Platform for Action³ posits that “Without the active participation of women and the incorporation of women’s perspectives in all levels of decision-making, the goals of equality, development and peace cannot be achieved”.</p> <p>Smita Mishra-Panda in Gender Issues in Governance⁴ suggests that <i>the very definition of governance needs to be engendered</i> as current definitions implicitly support the private-public divide, which disadvantages women. The International Development Research Centre⁵, suggests that the causes of this include discriminatory laws against women, political manipulation of women, women's ignorance of their rights and lack of clear government policy to empower women.</p>	<p>Issues that may have been considered by these articles include:</p> <ul style="list-style-type: none"> - Limited social services which transfer responsibility for care to women and thereby reduce the availability of disposable time, thus reducing time they have for leisure and to take part in cultural activities - Leadership of CBO’s and level of participation of men/women in these organizations - The absence from media and opinion polls, through both deliberate and inadvertent censorship, of women's political voices, views, demands, and leadership, with which others can identify and find a legitimacy for their own views
VII	Meetings, Demonstrations And Petitions		
VIII	Freedom Of Expression And Access To Information		
XVII	Good Governance		
XXII	Social Partners		

3 Fourth World conference on Women Beijing, China 4-15 September 1995. Platform for Action and the Beijing Declaration. United Nations, Department of Public Information. United Nations, New York. 1996.

4 <http://www.irma.ac.in/silver/themepaper/SMITHA.pdf>

5 http://reseau.crdi.ca/en/ev-8080-201-1-DO_TOPIC.html

ARTICLE		GENDER IMPLICATIONS	RECOMMENDATIONS
ECONOMIC PARTICIPATION			
XVIII	Participation In The Economy	<p>The divide between the public and private sphere has historically denied women an equal voice in the economy as their male counterparts.</p> <p>Moreover, there continues to be a divergence between female educational attainment and the expected level of participation in the Labour market, throughout the region.</p> <p>Against the background of higher educational qualifications of females, it is interesting to find that translation to the labour market is not as expected. Females are still heavily represented among the unemployed group, and are particularly vulnerable to the shocks that affect the economy. ⁶</p>	<p>These articles could be framed within the context of a Sustainable livelihoods approach, which would be capable of capturing the gamut of economic activities with which women are involved as well as the extent to which these activities impinge on their human and workers rights.</p> <p>Issues that may have been considered by these articles include:</p> <ul style="list-style-type: none"> - Labour market participation and women’s higher unemployment rates - The glass ceiling and glass escalator phenomena - Productive vs. reproductive work - family responsibilities and roles – burden of work for women - The ‘care’ economy – unwaged work, social networks - Gender differentials in education and correlation with post-school opportunities - social currency of certification - Sex-segregation of training programmes - Sex differences in on-the-job training opportunities and apprenticeship programmes - Wage differentials, women’s involvement in trade unions
XIX	Workers' Rights		

ARTICLE		GENDER IMPLICATIONS	RECOMMENDATIONS
ACCESS to SOCIAL GOODS			
XV	Access To Education And Training	<p>The Dakar Framework for Action and the World Declaration on Education for All in Jomtien a decade earlier, point to issues of universal access to learning, equity, learning outcomes, broadening the means and the scope of basic education and enhancing the environment for learning and as key aspects of an education system that can facilitate sustainable development. Based on the framework, it is imperative, in considering gender equality in education, to consider as fundamental, the right to (access and participation), within (gender-aware educational environments, processes and outcomes) and through education (meaningful education outcomes that link education equality with wider processes of gender justice).</p> <p>Gender affects attitudes, behaviours and practices that impinge on health as well as access to resources and benefits. Factors related to both sex and gender therefore affect women and men's health status and their access to and interaction with health care facilities.</p>	<p>Issues that may have been considered by these articles include:</p> <ul style="list-style-type: none"> - Gender socialization and reproduction of prevailing gender norms, gender identities and a sexual division of labour - Gender biases in print and non-print curriculum and curriculum support materials - Sex-segregation of the curriculum and contributory factors - Sexual harassment and violence in schools - Gender justice in schools – discipline, rules etc. - Health needs related to gender based violence including sexual violence - morbidity, mortality, Workplace issues- occupational health, sexual harassment, job security, social protection, occupational sex segregation, wages, commercial sex industry, discrimination at the workplace - Health factors that influence learning - Family structure and involvement of students in reproductive/productive work
XX	Health		
XXI	Basic Necessities		

ARTICLE		GENDER IMPLICATIONS	RECOMMENDATIONS
RELIGION			
IX	Religious Diversity	Churches around the world are being challenged to support women's struggle for an equal place in the church and society, to affirm women's contributions to the church's life across the ages, and to open themselves to the gifts and special perspectives of women for the mission of the church and a more just society ⁷ .	Issues that may have been considered by these articles include:
VULNERABLE GROUPS			
XI	Rights Of The Indigenous Peoples	Traditionally, vulnerable groups have been largely invisible in the process of policy and planning. However, international Conventions and obligations ensure that the rights of such groups are protected, despite their limited access to traditional sources of power.	Framed within a Human Rights based approach, these articles may have considered emphasis on: <ul style="list-style-type: none"> - Offering technical assistance to member states in the integration into domestic law of the international obligations around these rights, such as The Convention On The Elimination Of All Forms Of Discrimination Against Women (CEDAW), The Convention on the Rights of the Child (CRC) and the Belem Do Para Convention (Inter-American Convention On The Prevention, Punishment and Eradication of Violence Against Women) - Guide a process of model legislation to ensure that international obligations are translated into domestic national laws. - Encouraging implementation of the various conventions to which Member states have signed
XII	Women's Rights		
XIII	Children's Rights		
XIV	Rights Of Disabled Persons		

1.3 GENDER INITIATIVES IN THE CARIBBEAN COMMUNITY

Ostensibly, the CARICOM Secretariat has historically given women's issues priority. The period between the First World Conference on Women in 1975 and the Third World Conference on Women in 1985 was marked by the creation of women's desks and/or bureaux throughout the region, aimed at integrating women into development.

Governments at the time sought to focus on projects to provide women with income, skills and services, within a Women in Development (WID) framework, which sought to ensure the inclusion of women's concerns in development policy and planning. Additionally, with the intention of monitoring and implementing these projects (in collaboration with the various bureaux) the post of a Women's Affairs Officer was established in the Secretariat in 1980.

However, as Andaiye⁸ suggests, "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." Moreover, they did not address the societal structures or any aspect of the political economy of the member states that allowed the concerns of women to be omitted from the development agendas of these states.

By the early 1990's the WID approach had given way to the Gender and Development (GAD) approach, which attempted to reconceptualise the development process, taking gender and global inequalities into account and identify and address practical needs, as determined by women and men, to improve their condition.⁹

It was in this vein that a draft Regional policy on Gender and Development was prepared in readiness for the Fourth World Conference on Women of 1995. This Draft policy supported ideas raised both in the Revised Treaty of Chaguaramas and the Charter of Civil Society, both of which articulated commitment by the member states of the Community to the promotion of policies and measures aimed at strengthening gender equality in the political, civil, economic, social and cultural spheres

The Revised Treaty also designated (through the provisions of its twelfth Article) the Council for Human and Social Development (COHSOD) responsible for the establishment of policies and programmes to promote the development of youth and women in the Community with a view to encouraging and enhancing their participation in social, cultural, political and economic activities.

Subsequent to the Fourth World Conference CARICOM member states identified six critical areas of concern to be addressed by the region in pursuit of the goal of gender equality:

⁸ *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 2003.

⁹ 2000 P. Connelly, T. Li, M. Macdonald and J. L. Parpart, "Theoretical Perspectives on Feminism and Development," pp. 141 in Parpart, Connelly and Barribeau, eds., *Theoretical Perspectives on Gender and Development*.

Poverty and the Economy

1. Sexual and Reproductive Health
2. Institutional mechanisms for the advancement of women

4. Power and Decision Making
5. Violence Against Women
6. Education

These coincided with the issues raised in the Beijing Platform for action, which spoke to issues of, inter alia:

1. Women and Poverty
2. Women in Power and Decision-making
3. Violence against Women
4. Education and Training of Women
5. Women and the Economy
6. Women and Health
7. Institutional Mechanism for the Advancement of Women

Despite these ostensible efforts however, five years later, the United Nations Economic Commission for Latin American and the Caribbean (UNECLAC) suggested that “the continuing rhetoric around gender and gender mainstreaming in the absence of a sufficient understanding of the concepts and of the policies and practices required may be contributing to a certain regression in the commitment to gender equity”¹⁰

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.

Consequent to the preparation of a “Framework for Mainstreaming Gender into Key CARICOM Programmes” it was decided by the Secretariat that the Gender and Development Unit should:

1. 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. Immediately begin to concentrate on the three new priority areas, while 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

Despite these decisions for inter-directorate collaboration, discussions at the fourth meeting of the COHSOD on “Investing in Human Capital with Equity”, did not consider issues of

¹⁰ UNECLAC March 2000 in Andaiye 2003 *Plan Of Action To 2005: Framework For Mainstreaming Gender Into Key Caricom Programmes*

gender as integral to discussions of equity, even in the face of dialogue around issues with obvious gender implications such as HIV/AIDS.

By 2003 the CARICOM Secretariat established a Plan of Action to 2005. The plan was established in an effort to “provide 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.”

The Plan defined Gender mainstreaming as a process of assessing the implications of any planned action for women and men (girl and boys), which 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 was intended that the Plan develop strategies through which the work of all Directorates could be gender mainstreamed.

Yet, speaking at the opening of the twelfth meeting of the Council for Human and Social Development of April 2005, on Gender as a Crosscutting Element, Ambassador Lolita Applewhaite (Deputy Secretary-General of the CARICOM) bemoaned “*the persistence of old challenges and emergence of new ones that continue to impact upon the commitment to gender justice*” She advocated that “...to ensure that gender equality and women’s empowerment enter into National and Regional dialogue, there must be the political will and commitment to highlighting the nuances of gender differentiation.”¹¹

1.4 CARICOM GENDER EQUALITY POLICY DOCUMENTS: GENDER IMPLICATIONS

1.4.1 Towards Equity in Development: A Report on the Status of Women in Sixteen Commonwealth Caribbean Countries

As part of the preparatory process, two consultants were recruited by CARICOM and UNIFEM to prepare of report around the compilation of findings from national member states’ reports to the FWCW. This regional overview, entitled Towards Equity in Development Report: A Report on the Status of Women in Sixteen Commonwealth Caribbean Countries¹², challenged regional policy makers and planners to examine how inequalities in resource distribution and power-sharing could ultimately constrain the process of national and regional development.

According to the report “The concept of gender equity therefore shapes a new paradigm of development – one which demands a balanced approach to development planning, and one in which the theory and practice of human relations is based on a code of justice for all”

11 Remarks Delivered By Ambassador Lolita Applewhaite, Deputy Secretary- General Of The Caribbean Community (Caricom), At The Opening Of The Twelfth Meeting Of The Council For Human And Social Development (Cohsod), 27 April 2005, Georgetown, Guyana

12 Towards Equity in Development: A Report on the Status of Women. Alicia Mondesire and Leith Dunn. Caribbean Community Secretariat. Georgetown, Guyana 1995.

The contextual requirements for equality and social justice were identified as:

1. Increased investment in social services
1. Making gender impact assessments an integral component of development planning
2. An exploration of how the policy and practice of governance and decision-making can be more participatory

Several key areas were also identified as necessary to be addressed, if equality was to be achieved in the region:

1. Power sharing and Decision-making
2. Mechanisms to promote women's advancement
3. Access to resources
4. Poverty
5. Legislative reform
6. Awareness of rights
7. Violence
8. Access to economic structures and policies

These were encapsulated by member states in their preparation for the Conference into six key areas¹³:

1. Poverty and the economy
2. Sexual and Reproductive Health
3. Institutional mechanisms for the advancement of women
4. Power and Decision Making
5. Violence Against Women
6. Education

1.4.2 Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000

Subsequent to the Fourth World Conference CARICOM initiated the development of a Post-Beijing Regional Plan of Action¹⁴, which identified its goal as:

The building of new structures of power sharing at the household, community, national and regional 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 Plan listed two strategic objectives:

1. Promotion of support for gender equity among policy-makers and the broad public through the mainstreaming of gender in
 - a. The Culture and organisation of relevant institutions, including their policy making and planning

¹³ 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 2003.

¹⁴ Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000. CARICOM Secretariat 1997.

- b. Public debate and concern
2. Initiate a process of structural reform in specific institutions/areas, beginning with the following:
 - a. The impact of Caribbean gender socialisation practices on Education; reproductive and sexual Health and Rights and Violence
 - b. Poverty, linked to unwaged work and low-waged work
 - c. Political representation
 - d. Constitutional and/or legislative discrimination against, or lack of protection of, indigenous people and people with disabilities

According to Bailey (2004) “The Post Beijing Plan of action was intended to serve as a guide for member states to prepare their own national action plans and in this regard, several actions were identified in relation to government and NGOs to be pursued at national levels. Specific actions to be taken were also suggested in respect of gender mainstreaming at that level as well as the role of the CARICOM Secretariat would need to assume in implementation and monitoring of the Plan.”¹⁵

1.4.3 Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes

Regional activities in preparation for the Beijing +5 Conference were not as streamlined as those enjoyed for the FWCW. Bailey asserts that:

*....the major concern was the uncritical nature of country reports which showed little evidence that activities at the national level had been guided by actions related to critical issues facing Caribbean women identified in the Beijing Platform for Action and more importantly the CARICOM Post-Beijing Regional Plan of Action to the year 2000.*¹⁶

The United Nations Economic Commission for Latin American and the Caribbean (UNECLAC) in 2000 further recognised that “the continuing rhetoric around gender and gender mainstreaming in the absence of a sufficient understanding of the concepts and of the policies and practices required may be contributing to a certain regression in the commitment to gender equity”¹⁷

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 member states could more effectively mainstream gender into their work. A decision was reached at this

¹⁵ Bailey, Barbara. (2004). The Caribbean Experience in the International Women’s movement. In B. Bailey and E. Leo-Rhynie (Eds.), *Gender in the 21st Century Caribbean Perspectives, Visions and Possibilities*. (pp. 509 - 527) Jamaica: Ian Randle Publishers.

¹⁶ Bailey, Barbara. (2004). The Caribbean Experience in the International Women’s movement. In B. Bailey and E. Leo-Rhynie (Eds.), *Gender in the 21st Century Caribbean Perspectives, Visions and Possibilities*. (pp. 509 - 527) Jamaica: Ian Randle Publishers.

¹⁷ UNECLAC March 2000 in Andaiye 2003 *Plan Of Action To 2005: Framework For Mainstreaming Gender Into Key Caricom Programmes*. CARICOM Secretariat. Georgetown, Guyana.

meeting, that in its next work programme cycle, the CARICOM Gender and Development Unit should focus on three strategic areas as priority:

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 the CSME

It was also agreed at this meeting that a task force on gender mainstreaming be established to identify strategies to mainstream gender into the three strategic priority areas. The Task Force prepared a “Framework for Mainstreaming Gender into Key CARICOM Programmes” which outlined:

1. Definitions related to gender, equity and gender mainstreaming.
2. The steps to be taken to mainstream gender in the identified areas.
3. Recommendations should be presented at the Policy Roundtable of Ministers and Technical Officers in the area of Gender and Women’s Affairs, of October 2001.

By 2003 the CARICOM Secretariat established a Plan of Action to 2005. The plan was established in an effort to “provide 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.”

The Plan defined Gender mainstreaming as a process of assessing the implications of any planned action for women and men (girl and boys), which 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 was intended that the Plan develop strategies through which the work of all Directorates could be gender mainstreamed, in keeping with the 2000 decision to have collaboration between the Gender and Development Unit and the directorates for Regional Trade & Economic Integration and Community and Foreign Relations.

It was also decided by the Secretariat at the October 2001 Meeting that the Gender and Development Unit should:

1. 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. Immediately begin to concentrate on the three new priority areas, while 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

In spite of these decisions for inter-directorate collaboration however, discussions at the fourth meeting of the COHSOD on “Investing in Human Capital with Equity”, did not consider issues of gender as integral to discussions of equity, even in the face of dialogue around issues with obvious gender implications such as HIV/AIDS. Regrettably too, there has been no consistent and deliberate implementation strategy for follow up on issues identified through the Beijing and Beijing +5 preparatory process except in the area of

Gender and Education, which has been regularly reported to COHSOD Meetings. Moreover, there seems to be no clear articulation between the efforts of the Secretariat towards gender equity and the Charter on Civil Society, the only document of establishment which speaks directly to gender and women's concerns.

Yet, speaking at the opening of the 12th meeting of the Council for Human and Social Development of April 2005, on Gender as a Crosscutting Element, Ambassador Lolita Applewhaite (Deputy Secretary-General of the CARICOM) bemoaned "*the persistence of old challenges and emergence of new ones that continue to impact upon the commitment to gender justice*" She advocated that "...to ensure that gender equality and women's empowerment enter into National and Regional dialogue, there must be the political will and commitment to highlighting the nuances of gender differentiation."¹⁸

1.5 WORK PROGRAMMES

1.5.1 The Directorate of Human and Social Development

The Council of Human and Social Development (COHSOD)

It is through the Council of Human and Social Development that the Secretariat addresses issues of gender. Subject to the provisions of Article 12 (Functions and Powers of the Conference) of the Revised Treaty of Chaguaramas, the COHSOD assumes the responsibility to:

Establish policies and programmes to promote the development of youth and women in the Community with a view to encouraging and enhancing their participation in social, cultural, political and economic activities

Additionally, the COHSOD is charged with the promotion of:

1. The improvement of health, including the development and organisation of efficient and affordable health services in the Community
2. The development of education through the efficient organisation of educational and training facilities in the Community, including elementary and advanced vocational training and technical facilities
3. The development of co-ordinated policies and programmes to improve the living and working conditions of workers and take appropriate measures to facilitate the organisation and development of harmonious labour and industrial relations in the Community;
4. The development of special focus programmes supportive of the establishment and maintenance of a healthy human environment in the Community

The work of the Council is structured within a two-year cycle during which four ordinary meetings are convened, to assess and evaluate the extent to which working objectives have been met. Special meetings are held in tandem with international meetings. Since 2004, the Directorate has adopted "Investing in Human Resources with Equity" as a mandate and the

18 Remarks Delivered By Ambassador Lolita Applewhaite, Deputy Secretary- General Of The Caribbean Community (Caricom), At The Opening Of The Twelfth Meeting Of The Council For Human And Social Development (COHSOD), 27 April 2005, Georgetown, Guyana

theme on which it bases its work programmes. To this end, the Directorate has committed to facilitating the development of creative, healthy, secure and productive CARICOM citizens capable of functioning in a knowledge-based environment.

BOX I - The Directorate of Human and Social Development

The Directorate of Human and Social Development oversees five main programme areas:

- 1. Programme 12 : Human Resource Development**
 - a. Sub-Programme 12.1 : Education
 - b. Sub-Programme 12.2 : Labour And Workforce Development
 - c. Sub-Programme 12.3 : Sport

- 2. Programme 13 : Health Sector Development**

- 3. Programme 14 : Culture And Community Development**
 - a. Sub-Programme 14.1 : Culture
 - b. Sub-Programme 14.2 : Gender
 - c. Sub-Programme 14.3 : Youth

- 4. Programme 16 : Crime And Security**

- 5. Programme 19 : Pan Caribbean Partnership Against HIV / AIDS**

Table 3.1: Activities of the 2004 – 2006 work cycle of the Directorate of Human & Social Development and the gender outputs.

HUMAN RESOURCE DEVELOPMENT		
ISSUES	POLICY OBJECTIVES	GENDER OUTPUT
Education	<p>To monitor progress with regards to commitments made by Member States in relation to:</p> <ol style="list-style-type: none"> 1. The Rights of the Child 2. The Dakar Education for All Framework <p>Focus was also given to the development of an integrated strategy for Human and Social Development</p>	<ol style="list-style-type: none"> 1. Gender Awareness Training Programme conducted for Teacher Educators throughout the region 2. Preliminary Database Study on Gender and educational enrollment and performance completed in collaboration with UWI (Centre for Gender and Development Studies) 3. Collaborate with Centre for Gender and Development Studies (CGDS) in implementation of CDB funded project on Gender differentials in secondary education 4. Gender Training for Teacher Educators 5. Proposals developed and submitted for continued gender training for teacher educators and administrators at the national level and the revision of the module, 'Gender issues in Caribbean Education'; and
Labour and Workplace Development	<ol style="list-style-type: none"> 1. to establish of an integrated Human and Social Development Strategy formulated to enhance cohesiveness and competitiveness of the Region; and 2. To organise Programmes and policies to support the schedule for free movement of persons and services within the CSME. 3. Focus was also given to social dialogue, Labour Market Information Systems (LMIS), labour legislation and decent work. Additionally, attention was also given to preparations for participation at International meetings. 	No Gender output was recorded

HUMAN RESOURCE DEVELOPMENT		
ISSUES	POLICY OBJECTIVES	GENDER OUTPUT
Sport	<ol style="list-style-type: none"> 1. To develop of programmes and strategies to facilitate the implementation of arrangements for the free movement of skills; and to support the development, production and free movement of Goods and Services, including professional, cultural and recreational, sporting and other services in and across the Community 2. To develop and promote sport as a health-promoting, income-generating activity - one that fosters social and personal development and contributes to Caribbean Integration. 	<ol style="list-style-type: none"> 1. The development of strategies to allow participation in sports from a wider cross-section of societies regardless of age, gender and physical attributes. 2. Re-establishment of linkages and support for Women in Sport Programmes.
HEALTH SECTOR DEVELOPMENT		
Health	<ol style="list-style-type: none"> 1. To strengthen capacity at the national and regional levels to: <ol style="list-style-type: none"> a. facilitate improvements in the delivery of health care and access to services and the empowerment of the citizens of the Region to take responsibility for adopting and living healthy life-styles practices b. facilitate improvements in the prevention of diseases, effective and efficient delivery of health care with equitable access to services 2. To create strategies and programmes developed to mainstream gender in health planning and programming. 	<ol style="list-style-type: none"> 1. Developed instruments and guidelines developed for ensuring mainstreaming of gender into policies, programmes and projects developed in collaboration with the Gender Unit) for the health sector (Instrument pilot tested in one Member State) 2. Gender mainstreaming into health planning and programming facilitated. 3. Programme of work developed for the Gender, Parenting and Community Out-reach and the Out-of-School Youth Sub-Committees of the Regional HFLE Initiative 4. HIV/AIDS sensitisation workshop targeting out of school youth and young men convened; and technical input in initiatives developed to reduce Stigma and discrimination against PLWHA. 5. Review of Sexual Offence Act and development of Model Legislation related to sexual and reproductive health.

CULTURE AND COMMUNITY DEVELOPMENT		
ISSUES	POLICY OBJECTIVES	ELEMENT of GENDER
Culture	<ol style="list-style-type: none"> 1. To assess the role of culture as a cross-cutting element in the Human and Social Strategy and the inter-sectoral impact of culture on the Region's development 2. To provide a supportive environment for the growth of cultural industries and the sustainability of indigenous culture as essential features of development 	<ol style="list-style-type: none"> 1. Achievement of women in the Region highlighted and rewarded 2. Strategy outlined for addressing the gender issues in migration 3. Culture and gender mainstreamed in the roll out of MDGs
Youth	<ol style="list-style-type: none"> 1. To develop and implement programmes to build capacity among children, youth and communities and to optimize their participation in national and regional development 	No Gender output was recorded
CRIME AND SECURITY		
Crime and Security	<ol style="list-style-type: none"> 1. To develop and implement Regional Strategies and Policies to address crime and security with special emphasis on reducing the demand for and supply of illicit narcotic drugs in the Caribbean. 2. To facilitate the implementation of the five Regional Strategic Security Priorities: <ol style="list-style-type: none"> a. The development of a sustained human resource development programme for regional Law Enforcement b. Regional information and intelligence sharing c. Maritime cooperation d. Border security e. A Regional response mechanism on Crime and Security Matters 	No Gender output was recorded

PAN CARIBBEAN PARTNERSHIP AGAINST HIV/AIDS		
ISSUES	POLICY OBJECTIVES	ELEMENT of GENDER
HIV/AIDS	<ol style="list-style-type: none"> 1. To advocate for HIV/AIDS issues at government and highest levels 2. To coordinate the regional response and mobilise resources both regional and international 3. To increase country-level resources, both human and financial, to address the epidemic 	<ol style="list-style-type: none"> 1. Identification of the seven priority areas: <ol style="list-style-type: none"> a. Advocacy, policy development and legislation b. Care, Treatment and Support for People Living with HIV/AIDS c. Prevention of HIV Transmission, with a focus on young people d. Prevention of HIV transmission among especially vulnerable groups e. Prevention of Mother to Child Transmission f. Strengthen national and regional capacities for analysis, programme g. Design, implementation, management and evaluation h. Resource Mobilization 2. Implementation plans reflect their interrelatedness and have gender considerations fully integrated throughout.¹⁹

1.5.2 The Gender and Development Programme

In 1978, a Women's Desk (which also addressed issues of nutrition) was established within the Caribbean Community Secretariat with the aid of UNICEF. By 1980, with funding from UNDP, an independent Women's Desk was established that sought to promote and implement policies and programmes to promote the status of women within the Caribbean Community through regular meetings of Ministers with responsibility for women/gender affairs.

An outgrowth of that Desk, the Gender and Development Programme was placed under the aegis of the Culture and Community Development Programme of the Directorate of Human and Social Development in 2002. This was concomitant to recommendations from the CARICOM Heads of Women's/Gender Bureaux Meeting of September, 2002 which were based on research completed by the Task Force on Gender Mainstreaming, which was appointed in 2000.

Within the context of the Human and Social Development Strategy, the focus of the Gender and Development Programme has been focused for the last programme cycle on deepening gender mainstreaming in the education sector with links to Labour and HIV/AIDS.

Specifically, its strategic objectives were to develop:

1. Programmes to engender education deepened through research, training and advocacy for policy reform;
2. Strategies and programmes developed to demonstrate linkages between Education, Labour and Education and HIV/AIDS; and
3. Enhanced inter-agency collaboration on implementation of Caribbean Priorities of Beijing Platform for Action.

To this end, the Programme has had oversight of various initiatives..

1.5.2.1. Publications

Since the establishment of the Gender and Development Desk at the CARICOM Secretariat there have been efforts towards public education on issues around gender and the various aspects of women's lived experiences in the Caribbean, through the preparation and publication of pamphlets, books and monographs. These include:

1. *Towards Equity in Development A Report on the Status of Women in sixteen Commonwealth Caribbean Countries*. Aliciaa Mondesire and Leith Dunn (1995)
The Report offers an information base from which readers and policy makers may examine how gender inequalities in resource distribution and power-sharing at the domestic and national levels have the potential to jeopardize the integrity of families and ultimately constrain the process of national and regional development.

2. *Women and Family in the Caribbean: Historical and Contemporary Considerations with special reference to Jamaica and Trinidad and Tobago* (ed.) Rhoda Reddock (Guyana: Red Thread, 1999)
3. *Gender Equality in the Caribbean: Reality or Illusion* (eds.) Gemma Tang Nain and Barbara Bailey (Jamaica: IRP, 2003).
This collection assesses the situation of women in the Caribbean region in the period since the 1995 Beijing Conference. They examine a range of issues including education, poverty, decision-making and violence and conclude that while women have made gain in some areas, such gains have not led to greater security and personal autonomy for women. The contributors also attempt to link years of research and action to specific governmental programmes focusing on women in an effort to derive more effective policy and programme action.
4. *Gender Equality, Social Justice and Development: the CARICOM Post-Beijing Regional Plan of Action to the Year 2000*. CARICOM Secretariat, 2007
The Plan uses the 1995 Beijing Conference Platform for Action as the framework within which to craft policy on issues of gender and gender mainstreaming for the Caribbean. It explores the importance of gender mainstreaming in the Caribbean and offers an approach to establishing the frameworks for gender mainstreaming to become a practiced reality in the creation of Caribbean policy.

1.5.2.2 Legislation

Additionally, the Programme has been responsible for the generation of model woman-centred legislation. As explained on the Secretariat's site:

The production of Model Legislation on issues affecting women was an important achievement for the CARICOM Women's Desk (as it was called at the time). It also provided a good example of collaboration and partnership between two sections of the CARICOM Secretariat - Women's Affairs and Legal Division - and the success of the project highlighted the gains to be had from an integrated approach to the Secretariat's work.

The project had its genesis in a 1980 meeting of technical officials of Women's Bureau in the Region. At that Meeting, UNECLAC highlighted the need for an investigation into the legal status of women and suggested that CARICOM undertake the exercise given the existence of a legal division within its fold.

The model legislation was drafted between 1989 and 1991 and addressed issues of:

1. Citizenship
2. Domestic Violence
3. Equality for Women in Employment
4. Equal Pay
5. Inheritance
6. Maintenance & Maintenance Orders
7. Sexual Harassment
8. Sexual Offences

1.5.2.3 Special Meetings

The Twelfth Meeting of the Council for Human and Social Development (COHSOD) held in April 2005 was convened under the theme *Gender as a Crosscutting Element* in the development process.

Informed by the international agenda on gender and development issues such as the Beijing Platform for Action and the Millennium Development Goals, it identified key areas of priority for discussion and decision as well as provided clear directions for the immediate work programme in gender and development.

The meeting was centred on the following seven agenda items:

- 1. Beijing +10 And The Millennium Development Goals**
 - a. Beijing +10 Outcomes of the Review and Appraisal Process and the Way Forward
 - b. Implications of ICPD +10 for the Region
 - c. The Millennium Development Goals
 - d. Gender and Statistics
- 2. Gender Mainstreaming In Education**
 - a. Gender characteristics of participation and attainment in Education
 - b. Update on Regional Study on Gender Differentials at the Secondary and Tertiary Levels of Education Systems in the Anglophone Caribbean
 - c. Gender and Teacher Education
 - d. Report on Health and Family Life Education Initiatives: Report on Gender, Parenting and Community Outreach Project
- 3. Gender And HIV/AIDS**
 - a. Pan-Caribbean Partnership (PANCAP) on HIV/AIDS
 - b. Report from the Ad Hoc Working Group on Gender and HIV/AIDS
 - c. Coalition for Gender and HIV/AIDS: Initiative of the Caribbean Network of Persons Living with HIV/AIDS
- 4. Gender Mainstreaming In Macroeconomics And Labour**
- 5. Poverty And Social Protection**
 - a. Gender And Poverty
 - b. Population Ageing
- 6. Trafficking In Women And Children**
- 7. Gender And Information**

The implementation of these items was later assessed in the Fourth Meeting of the Directors / Coordinators of women's/gender bureaux of June 2006. Table 3.2 details the extent to which decisions from the COHSOD meeting were actioned.

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
BEIJING +10 AND THE MILLENNIUM DEVELOPMENT GOALS		
<p>a. Beijing +10 Outcomes of the Review and Appraisal Process and the Way Forward</p>	<ol style="list-style-type: none"> 1. The need to identify and prioritise the specific challenges and obstacles encountered by CARICOM Member States in the implementation of the <i>Beijing Declaration</i>; 2. Review and prioritise the proposals set out in <i>The Kingston Way Forward</i> (2004) with specific reference to: <ul style="list-style-type: none"> – Women, the Economy and Poverty – Strengthening institutional mechanisms – Reproductive Health with particular reference to HIV/AIDS 3. Assess the progress made in the implementation of the CARICOM Plan of Action (2001), with specific reference to: <ul style="list-style-type: none"> – Education – Health / HIV-AIDS – Labour / Trade 	<p>No follow up was identified</p>

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
BEIJING +10 AND THE MILLENNIUM DEVELOPMENT GOALS		
b. Implications of ICPD +10 for the Region	<ol style="list-style-type: none"> 1. Complete study on the impact of the CSME process on education, health, gender, youth, culture and sport. 2. Special attention to be given to adolescent fertility and access to quality health service with respect to maternal mortality <p>Incorporate recommendations from Report presented by the Antigua and Barbuda representative on the Meeting of the National Women's Machinery into the CARICOM Work Programme on gender mainstreaming.</p>	No follow up was identified
c. The Millennium Development Goals	<ol style="list-style-type: none"> 1. Incorporate recommendations from the Report of the Working Group on the Significance and Impact of the Millennium Development Goals (MDGs) into the CARICOM Work Programme on gender mainstreaming. 	<ol style="list-style-type: none"> 1. A multi-agency meeting had been convened under the auspices of the Task Force on Gender and Poverty in May 2005 in Barbados, which undertook a review of the MDGs for their relevance and utility to the Region. 2. New targets and indicators that informed the Brief for the CARICOM Delegations attending the United Nations High Level Plenary Meeting to Review the Millennium Summit (The World Summit 2005) were developed, based on the Report of the Task Force on Gender and Poverty, entitled <i>Gender and the Millennium Development Goals: More Specific Targets and Indicators for the Caribbean</i>.

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
BEIJING +10 AND THE MILLENNIUM DEVELOPMENT GOALS		
d. Gender and Statistics	<p>It was suggested that the establishment of the CARICOM Single Market and Economy and (CSME) and the increasing international changes brought about by globalisation had intensified the need for statistics on a wide range of issues, and this included specific focus on the indicators that were needed to monitor the achievement of the MDGs.</p> <ul style="list-style-type: none"> i. the National Statistical Systems in Member States - Challenges and Recommendations; ii. the Status of the 2000 Round of Population and Housing Censuses in the Region; iii. the CARICOM Programme on Strengthening Capacity in the Compilation of Social/Gender and Environment Statistics and Indicators-specific focus on the MDG indicators; and iv. the recent initiative to strengthen capacity of the Civil Registration and Vital Statistics Systems in the Region – Improvement of Statistics on Fertility and Mortality. 	<ol style="list-style-type: none"> 1. It was reported that the Caribbean Community (CARICOM) Secretariat and the United Nations Statistics Division (UNSD) had implemented a CARICOM/UNSD project in 1999-2002 which had recognised the need for statistics in policy formation and in monitoring the implementation of decisions made at several international conferences in the social, gender and environment arenas. 2. It was recommended that joint households should be considered as part of household indicators. The suggestion was made that the CARICOM Statistics sub-programme in collaboration with the Gender sub-programme should undertake to investigate the designations of household and methodologies for identifying household types around the world; and 3. It was recommended that the new indicators on MDGs proposed by the Gender and Poverty Task Force should be included in the core indicators. These should be inserted into the work programme of the statistics sub-programme of the CARICOM Secretariat.

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
GENDER MAINSTREAMING IN EDUCATION		
a. Gender characteristics of participation and attainment in Education	<p>1. The Meeting was reminded that the Fifth Meeting of the COHSOD, held in October 2001, had approved a Social Justice and Gender Equality Framework which included the identification and dissemination of research findings on Gender and Education and the inclusion of Gender Training as a mandatory component of Teacher Education at all levels.</p> <p>There was general agreement that funding should be sought to continue research on gender issues and education. The proposal was made that the research be expanded to investigate the social-economic and cultural factors affecting the performance of students. A recommendation was also made that the issue of gender be included in the Agenda of the upcoming meeting of the Community Council, scheduled to be held in The Bahamas in early June 2005 and that an update on the research, to date, be presented at that Meeting.</p>	<p>1. In the discussion regarding Gender Characteristics of Participation and Attainment in Education and the Update on Regional Study on Gender Differentials at the Secondary and Tertiary Levels of Education Systems in the Anglophone Caribbean, the University of the West Indies (UWI) was commended for the work it had undertaken, to date, with regard to the two studies reported on. It was recognised that under the Project, a wide range of activities had been addressed.</p> <p>2. It was suggested that it was necessary to analyse the reasons why boys drop out of school.</p> <p>It was affirmed that upon its completion, the study would be presented to Ministries of Education, inclusive of policy options; and Education reform was proposed as the alternative required to address the problems/challenges faced in the education system.</p>
b. Update on Regional Study on Gender Differentials at the Secondary and Tertiary Levels of Education Systems in the Anglophone Caribbean		
c. Gender and Teacher Education		

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
GENDER MAINSTREAMING IN EDUCATION		
<p>d. Report on Health and Family Life Education Initiatives: Report on Gender, Parenting and Community Outreach Project</p>	<ol style="list-style-type: none"> 1. Member States to share their experiences, best practices and technological advances on the issues raised in respect of HFLE and the Report on the Gender, Parenting and Community Outreach Project, with a view to addressing the challenges posed by youths, including violence in schools 2. Member States to provide training opportunities in areas such as information technology 	<ol style="list-style-type: none"> 1. With respect to the strengthening of public sector response to Health and Family Life Education (HFLE), it was recommended that efforts be made to ‘genderise’ the male and establish mechanisms to sensitise men and reassure them that they were involved, and that there is no gender bias. It was suggested that caution should be exercised in the selection of candidates for male mentorship programmes and that any project for male mentorship should include an indication of the process that would be used for the selection of mentors. 2. Funding was identified as a major challenge to the implementation of initiatives in Member States; 3. Teacher education was identified as a medium through which the infusion of gender into the school curriculum was being achieved. In this regard, appropriate teacher education modules had been developed. 4. It was reported that the Ford Foundation had funded a project which had been executed UWI. Additionally, the Government of Trinidad and Tobago is interested in commissioning some comprehensive work on the issue of family, which will involve an analysis of findings. This will be available to be consulted by Member States

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
GENDER AND HIV/AIDS		
a. Pan-Caribbean Partnership (PANCAP) on HIV/AIDS	<ol style="list-style-type: none"> 1. Challenges to be addressed include <ol style="list-style-type: none"> a. Maintaining and strengthening high-level leadership; b. Supporting timely concrete results at the country level c. Linking action at the regional and national levels d. Strengthening coordination and communication among partners e. Delineating appropriate roles of the partners f. Providing technical assistance to the National AIDS Programmes 	<ol style="list-style-type: none"> 1. It emerged that the Commonwealth Secretariat, CIDA and DFID had funded various initiatives for the promotion of gender and HIV within the Region 2. The Meeting was informed of a project proposal that had been put together by CAFRA, for which it had not received funding. That organisation was willing to share this project proposal with UNIFEM; and 3. The Meeting received a presentation that examined issues relating to a project aimed at addressing issues relating to gender, sexuality and HIV/AIDS.
b. Report from the Ad Hoc Working Group on Gender and HIV/AIDS	UNIFEM had proposed capacity-building to ensure the mainstreaming of gender into HIV/AIDS programmes. The Commonwealth Secretariat had promoted the insertion of a gender-based approach in a multi-sectoral response to HIV/AIDS.	
c. Coalition for Gender and HIV/AIDS: Initiative of the Caribbean Network of Persons Living with HIV/AIDS	The incorporation of priority areas in gender affairs strategies; the collaboration of Ministries of Gender Affairs' in advocacy initiatives vis-à-vis women and girls and HIV/AIDS; and financial and technical support to national programmes, NGOs and community-based organisations (CBOs).	

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
GENDER MAINSTREAMING IN MACROECONOMICS AND LABOUR		
<p>a. Gender mainstreaming in macroeconomics and labour</p>	<ol style="list-style-type: none"> 1. The Meeting was informed that UNECLAC, in collaboration with UNIFEM and CIDA, had undertaken a project in the context of Gender Mainstreaming. The first phase of this project had resulted in the convening of an expert group meeting that, in turn, gave rise to a proposal for a second phase. The second phase of the project, a research phase, was expected to spawn a third phase (training), to be spearheaded by the UWI's Sir Arthur Lewis Institute of Social and Economic Studies (SALISES); 2. Concern was expressed regarding impediments to progress in the establishment of the (Free Trade Agreement of the Americas (FTAA). In this context, there was concern about the applicability of the decision taken by Heads of Government to pursue bilateral arrangements with extraregional states linked to the FTAA process; <p>With respect to the Report of the Working Group on Mainstreaming Gender into Macro-Economic and Labour Policies and Programmes, it was suggested that the Secretariat should take appropriate action to advance the issues and recommendations set out therein.</p>	<ol style="list-style-type: none"> 1. The importance of credentialing the labour force through the development of a Caribbean Qualifications Framework was identified as the means of upgrading the skills of workers and increasing the levels of parity within the labour force. 2. The Meeting was informed that a Caribbean Vocational The Meeting was provided with an overview of the CSME including its objectives and key elements. It was agreed that in order to address challenges faced in the context of gender, labour and the CSME there would be need for research in respect of a gendered regime and the division of labour including a revaluation of work in the context of nation-state and governance, regional economic integration and citizenship 3. It was reported that CAFRA (and civil society in general) had been engaged in initiatives related to the role of women in the CSME 4. It was suggested that there was need for the articulation of alternative concepts and visions to make the CARICOM Single Market (CSM) work for women as well as for men. In addition, a space needed to be found to incorporate a gender perspective in the integration agendas. 5. Qualification Scheme was being developed;

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
POVERTY AND SOCIAL PROTECTION		
a. Gender And Poverty	1. It was observed that over the past year, the Caribbean Development Bank (CDB) in collaboration with International Donors, had been researching the issue of Social Protection in CARICOM States and had completed two studies	No follow up was identified
b. Population Ageing	<p>2. It was proposed that the data presented by the CDB be disaggregated to facilitate the development of more effective interventions in respect of Social Protection;</p> <p>3. There was general agreement that as a matter of urgency and priority, a Meeting should be convened of all Ministers responsible for Social Protection and Poverty Eradication, prior to the United Nations High-Level Meeting on the Millennium Development Goals (MDGs) scheduled for September 2005, with a view to developing a regional position and strategy in respect of Social Protection so that Member States of the Region could speak with one voice;</p> <p>It was recalled that at the Third Meeting of the COHSOD, held in October 1999, the Caribbean Charter on Health and Aging had been launched to commemorate the International Year of Older Persons. The Charter stated, in part, that - <i>“Older persons must be regarded as resources for development and be supported in seeking their physical, mental, social, emotional, and spiritual fulfilment. They must also be regarded as having the right to live and die with dignity.”</i></p>	

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
TRAFFICKING IN WOMEN AND CHILDREN		
<p>a. Trafficking In Women And Children</p>	<p>1. it was generally accepted that important steps in the development of a regional plan of action to address the trafficking in persons should include in the following elements :</p> <p>a. the convening of a Special Meeting of the COHSOD;</p> <p>b. an examination of the 2004 Annual Report of the United States Department of State on Trafficking in Persons;</p> <p>c. the drafting of relevant legislation, including the definition of the term “Trafficking”;</p> <p>d. the submission of the plan of action, following endorsement by the COHSOD, to Heads of Government for their consideration and action;</p>	<p>1. State responses to trafficking in persons included - the ratification of the Palermo Protocols; national legislation to address forced labour, child labour and forced prostitution and specific national anti-trafficking legislation.</p> <p>2. The prosecution of perpetrators was also a key measure in addressing the problem of trafficking in persons.</p> <p>3. Strategic areas of intervention were identified as: Training of criminal justice practitioners,</p> <p>a. Development of the requisite legislative and institutional frameworks for prevention, protection, prosecution and information;</p> <p>b. Collecting and analysing data aimed at increasing the global community's knowledge-base; and</p> <p>c. Raising awareness to prevent human trafficking and migrant smuggling.</p> <p>4. CAFRA had received a grant from UNIFEM to collaborate with an organisation based in Costa Rica on a research initiative in the area of trafficking in persons. The results of the research will be shared with Member States</p> <p>5. Guyana offered to assist Member States in establishing mechanisms to address trafficking</p>

AGENDA ITEM	DISCUSSIONS and DECISIONS TAKEN	IMPLEMENTATION
GENDER AND INFORMATION		
<p>a. Gender and Information</p>	<ol style="list-style-type: none"> 1. The CARICOM Secretariat had organised a CARICOM Regional Stakeholders Meeting on The World Summit on the Information Society, with the objectives of: <ol style="list-style-type: none"> a. Examining the CARICOM Draft WSIS Action Plan and establishing teams for implementation of the action plans (CARICOM and WSIS) b. Discussing regional preparation for Phase II of the WSIS c. Establishing a CARICOM/Stakeholders ICT Steering Committee. 2. It was agreed that the gender dimension should be emphasised in projects and programmes undertaken by the Information and Communication sub-programme of the CARICOM Secretariat in the context of the Information Society <p>There was general agreement with the position that there was need to focus on the application of technology to the improvement of the quality of life of people. In this regard, it was noted that the OECS Information Technology Unit (ITU), in collaboration with the Government of France, had commenced work on a series of pilot projects aimed at exploring approaches to integrating women into the process of developing regional programmes in the area of Information and Communication Technology</p>	<ol style="list-style-type: none"> 1. ICT issues such as Cyber violence and crime were discussed but there was no discussion as to issues of the digital divide that continues to characterise the use of ICT in the region

1.6 Summary

The CARICOM Secretariat has attempted to integrate gender into its programme for the last three decades. However, despite several policy documents which speak to the mainstreaming of gender, there seems not to be a comprehensive overarching strategy or framework within which concerns of gender and social inequity can be addressed.

Perhaps what is required is not a reinvention of the proverbial wheel, but a recommitment to the principles outlined in the documents of establishment and the allocation of resources (including technical expertise) to ensure that the policy documents on issues of gender and development are implemented.

SECTION 2: THE 2008 COMMISSIONED GENDER AUDIT

2.1 1998 Precursor Survey

In 1998, guided by the then officer at the Women's Desk and administered by an independent consultant, a Gender-Awareness survey²⁰ was completed within the CARICOM Secretariat. The findings from this study revealed:

1. A need for clarification of key gender terms (Including the distinction between “sex” and “gender”)
2. Varying levels of gender awareness
3. Varying levels of comprehension of the work of internal machinery to deal with women's issues in the Secretariat (Women's Desk)
4. Organisational and wider cultural challenges to the instituting of gender mainstreaming in the Secretariat

Since that gender analysis was completed, the Secretariat has both undergone internal changes and been impacted upon by the international context of Beijing +5 and +10 respectively, along with the establishment of the Millennium Development goals all of which speak directly to the elimination of gender disparity. These factors have combined to make the completion of another such survey to determine the extent to which the Secretariat is meeting its regional and international commitments, opportune.

In recent years the CARICOM Secretariat has undergone several changes – not the least of which is staff mobility, new and/or deepened mandates and relocation to its new Headquarters. These socio-political and environmental changes have, as indicated in the Terms of Reference, impacted upon its operations and its ways of doing business. As the Secretariat moves towards restructuring and an institutional audit, it is timely that a gender evaluation is undertaken to ascertain the extent to which conditions and standards are present to promote the twin-track approach to gender mainstreaming.

2.2 TERMS OF REFERENCE FOR THE 2008 AUDIT

2.2.1 Objectives

The Gender Audit was commissioned to ‘promote organizational learning at the individual, work unit, and office levels that would facilitate the promotion of gender responsive development in the CARICOM Secretariat as a whole’. The findings of the audit will be used to facilitate organizational learning at the individual, work unit and office levels that will facilitate the promotion of a gender-responsive development in the CARICOM Secretariat. More specifically the audit is intended to:

²⁰ Gender in the Life and Work of the CARICOM Secretariat: Gender Needs and Interest Informed by Staff Perceptions completed by Dr. Janice Jackson

1. Analyze the gender capacity of the Secretariat's Programme and its institutional capacity (i.e., networking, partnerships, co-operation, etc.) to determine the levels of gender mainstreaming;
2. Assess and analyze the gender knowledge, attitudes and awareness of Secretariat's staff, resulting in a gender action plan, a gender capacity building plan and a gender policy to facilitate gender mainstreaming of Secretariat's work programme and mandates;
3. Examine the documents, systems, procedures and processes with respect to gender sensitivity in recruitment, promotion, training; and
4. Develop a Gender mainstreaming Action Plan and Gender Capacity Building Plan for the Secretariat toward promoting gender equality.²¹

2.2.2 SCOPE OF THE AUDIT

The TORs (See **Appendix 1**) set out the scope of the assignment in terms of component elements of the audit. These included:

1. Component 1 (a): Desk Review and Internal Assessment (In-depth Interviews)
2. Component I (b)
 - a. Development of a questionnaire to gauge the perceptions and ideas of Secretariat staff about gender equality in the Secretariat and its programmes (Internal Scan).
 - b. Analysis and reporting of the data collected from the survey and interviews.
3. Component I (c)
Prepare a sustainability analysis with respect to gender outcomes
4. Component 2: Draft guidelines on gender equality and gender mainstreaming
5. Component 3: External environmental scan
6. Component 4: Capacity Building
7. Component 5: Report

2.3 METHODOLOGY OF THE AUDIT

2.3.1 SCHEDULE of ACTIVITIES

Implementation of activities related to the various components of the Audit was not in the linear order as presented in the TORs

2.3.2 Internal Assessment: The Task

As a precursor to the administration of the instruments for the Internal and External Scans, semi-structured interviews and group discussions were conducted with members of staff of the Secretariat. The Internal Assessment was designed to, largely, but not exclusively, satisfy Specific Objectives 1, 2 and 4 respectively.

²¹ Terms of Reference. p.3, Appendix 1

In this exercise, levels of gender mainstreaming (Objective 1) were assessed within the context of the Mission Statement of the Secretariat that speaks to the goal of improved quality of life for the region's peoples:

*'To provide dynamic leadership and service, in partnership with Community institutions and Groups, towards the attainment of a viable, internationally competitive and sustainable Community, with improved quality of life for all.'*²²

2.3.3 Logistical Support

Logistical support for this exercise was undertaken by the Deputy Programme Manager, Caribbean Community Development (Women's Affairs). There were seven Elite Interviews and ten group discussions that were undertaken over the four-day period, 2007, July 23 through to July 26. The Elite Interviews, generally, targeted persons who were seen to wield significant influence in the Secretariat's structure; these included top administrators, as well as, one Director, three Deputy Programme Managers and a Specialist. The Elite Interview allowed opportunities for the interviewer to explore the beliefs and attitudes of the interviewee and these are critical to the findings.

2.3.4 Selection of Respondents

The persons were selected for the group discussions by means of purposive sampling. The selection was facilitated by the Deputy Programme Manager, Caribbean Community Development (Women's Affairs). The participants were representatives from all of the Secretariat's directorates. While the original idea was to use focus groups, there were not enough resources available within the budget to support this strategy and so group discussion were used instead. Because of the exploratory and sensitive nature of the discussions (interviewees were, in effect, being required to make critical comments on issues that, potentially, could reflect negatively on the organization and those who employed them) an interview guide was used. This allowed for the interviewer to determine the beliefs and receive the ideas of interviewees who might not normally have been engaged in such a discussion. The discussion groups also allowed for the group to be part of determining where and how the discussion emerged. The information gained in this process informed the design of the survey document (See Tables 2.1 and 2.3)

The interviews and group discussions were to be used to examine the procedures, processes and tools used to integrate gender into the Secretariat and its programmes. This component of the assignment then required an analysis of the integration of gender mainstreaming policies into the programmes and Secretariat systems and procedures. Elite Interviews were conducted in the offices of those being interviewed and the group interviews were conducted in a meeting room in the Directorate, Human and Social Development, that had been assigned for this purpose.

²² <http://caricom.org>

Table 2.1: Persons Interviewed by Sex and Type of Interview

Type of Interview	No. of men interviewed	No. of women Interviewed	Total
Elite	4	3	7
Group Discussion	14	40	54
Total	18	43	61

Table 2.2: Persons Involved in Group Interviews

Group Interview Number	Males in Interview	Females in Interview	Total
1	2	1	3
2	2	1	3
3	1	4	5
4	0	5	5
5	1	4	5
6	2	4	6
7	4	8	12
8	1	2	3
9	1	4	5
10	0	7	7
Total	14	40	54

2.3.5 Instrument for the Guided Interview

The guided interview schedule which comprised eighteen items was developed to solicit knowledge of gender and gender mainstreaming. Adjustments were made to the questions and this was informed, largely, by the nature of the information provided, the persons who were being interviewed and the information that derived from the discussion. For example, whereas it was seen as important to ask in the group interviews ‘What do you understand by the concepts “gender” and “gender mainstreaming”?’’, it was considered more useful to the task at hand to ask interviewees who were part of the executive management and who had been very involved in the decision-making about gender mainstreaming to share their vision of ‘gender’ and ‘gender mainstreaming’ for the organisation. (See **Appendix 2**).

Most of the questions were designed to elicit responses that would provide information to satisfy the first and second and second specific objectives of the Audit. It is to be noted that objective four is, effectively, an outcome of this audit and that all components of the audit will produce data that will be relevant to the development of the Gender Mainstreaming Action Plan and Gender Capacity Building Plan (See Table 2.3).

Table 2.3: Interview Questions and the Objectives They Are Designed to Achieve

Questions in Guided Interview Schedule	Objective 1 – Analyse The Gender Capacity Of The Secretariat’s Programme And Institutional Capacity	Objective 2 Assess and Analyse The Gender Knowledge, Attitudes And Awareness Of The Secretariat’s Staff
1		*
2	*	*
3	*	*
4	*	*
5	*	*
6	*	*
7	*	*
8	*	
9	*	*
10	*	*
11		*
12	*	*
13	*	*
14	*	*
15	*	*
16	*	
17		*
18		*

2.3.6 Limitations of the Internal Assessment

The objectives of the review would have been more properly served by the use of Focus Group Discussions. The group interviews yielded useful data but, conducted as they were by one person important details that were not captured by the audio tape remained outside of the frame of the analysis. By virtue of the demanding schedules of CARICOM staffers, at least one Director whose perspectives would have been critical to the review was not interviewed.

2.4 The Desk Review

The Desk review was conducted concurrently with the Internal Assessment and was based on content analysis of CARICOM documents. The Review was used to ascertain the extent to which documents produced by the Secretariat reflected gender concerns generally and, the stated gender mandate of the CARICOM, specifically. Additionally it sought to gauge efforts towards gender mainstreaming in the work programme of various CARICOM offices.

Documents reviewed included:

1. Documents of establishment for CARICOM and the CARICOM Secretariat
 - a. The Treaty of Chaguaramas
 - b. The Revised Treaty of Chaguaramas

- c. The Charter of Civil Society
2. Gender and Development Policy documents
 - a. Towards Equity in Development: A Report on the Status of Women. Alicia Mondesire and Leith Dunn. Caribbean Community Secretariat. Georgetown, Guyana 1995.
 - b. Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000. CARICOM Secretariat 1997.
 - c. 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 2003
 - d. Working Document for the Twelfth Meeting of the Council for Human and Social Development (2005)
 3. Work Programmes (for the Directorate of Human and Social Development)
 4. CARICOM Reports and Statements
 - a. Annual Reports of the Secretary General
 - b. Press Releases of the CARICOM Secretariat

2.5 The Internal Scan

2.5.1 The Instrument

Information gleaned from the in-depth interviews at the Secretariat as well as the review of relevant documents informed the design of the instrument for the internal scan. The Scan was administered through an online survey, consisting of twenty-two questions (See **Appendix 3**) intended to capture the following data from members of Staff at the Secretariat:

1. Basic demographic information
2. Perceptions of gender bias at the Secretariat
3. Understandings of “gender” and gender-related concepts
4. The role of gender in the work of their department specifically and the Secretariat generally
5. Awareness of gender publications and initiatives surrounding gender in the work of the Secretariat
6. Perceptions of necessity of gender in the work of the Secretariat

The TORs stated that In developing the sample, the sample size and representation across the Secretariat regarding levels, programme areas, expertise and experience and sex should be significant. Selection of respondents was the responsibility of the Deputy Programme Manager, Gender Affairs, Caribbean Community. Staff was made aware of the relevant internet address at which to complete the survey, via correspondence from the Project Coordinator, and issued a deadline by which to complete the instrument.

2.5.2 Demographics of Respondents (Internal Scan)

a. Sex

A total of twenty two persons from the Secretariat completed the instrument, 77% (N=17) of whom were female and 23% (N=5), male.

b. Age

Almost three-quarters of the sample (73%, N=16) were between 40 and 59 years old, while 13.6% (N=3) listed ages between 30 and 39 years. Two persons (9.1%) in the sample were between 20 – 29 years old with one person (4.6%) over 60 years old (See table 2.4).

Table 2.4: Sample Population by Age

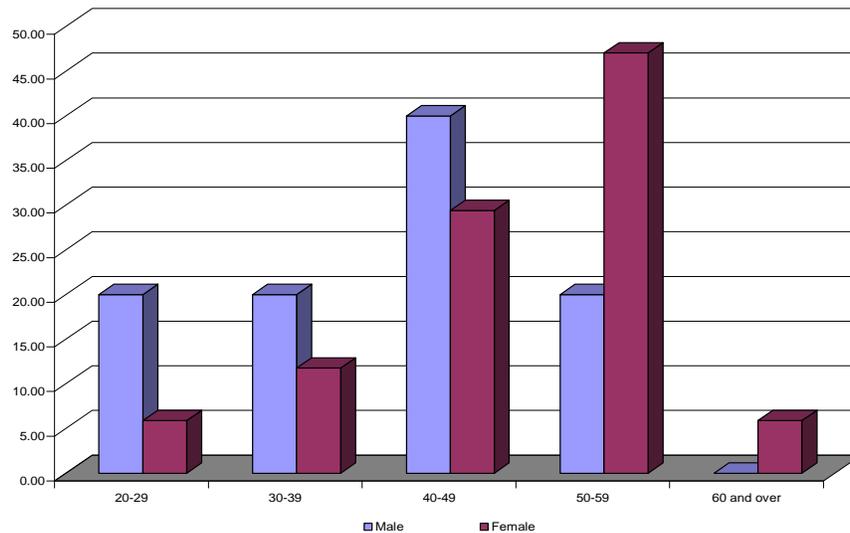
Age Range	N	%
20-29	2	9.09
30-39	3	13.64
40-49	7	31.82
50-59	9	40.91
60 and over	1	4.55

When the sample was disaggregated on the basis of age and by sex, the largest proportion of male staff (40%) indicated that they were between 40 and 49 years of age, while the largest proportion of female staff (47.06%) indicated that they were between the ages of 50 and 59. Only one female member of staff, listed her age as 60 and over (See Table 2.5 and Figure 2.1).

Table 2.5: Sample Population by Age and Sex

Age Range	Male		Female	
	N	%	N	%
20-29	1	20	1	5.88
30-39	1	20	2	11.76
40-49	2	40	5	29.41
50-59	1	20	8	47.06
60 and over	0	0	1	5.88

Figure 2.1: Sample Population by Age & Sex



c. Directorate/Office Affiliation

Responses were received from all Directorates and the Office under consideration, with the largest proportion (36.4%) of persons completing the survey from the Department of Human and Social Development. This was followed by persons from the Office of the Deputy Secretary General (31.8%) and the Departments for Trade and Economic integration (22.7%) and Foreign and Community Relations (9.1%) [See Table 2.6]

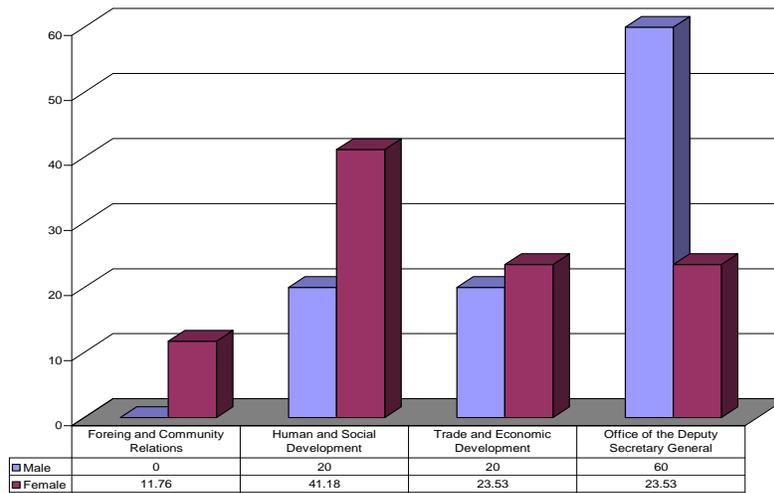
Table 2.6: Sample Population by Directorate/Department

Directorate/Office	N	%
Foreign and Community Relations	2	9.1
Human and Social Development	8	36.4
Trade and Economic Development	5	22.7
Deputy Secretary General	7	31.8

When disaggregated on the basis of sex, the largest proportion of female respondents (41.2%) listed their Directorate as Human and Social Development with an equal proportion of female respondents (23.53%) listed their Directorate/Office as Trade and Economic Development and The Office of the Deputy Secretary General, respectively. Just over ten percent of all female respondents (11.76%) listed their Directorate as Foreign and Community Relations.

The majority of male respondents (60%) were from the Office of the Deputy Secretary General with an equal proportion (20%) from the Human and Social Development and Trade and Economic Development Directorates. There was no male respondent from the Foreign and Community relations Directorate (See Figure 2.2).

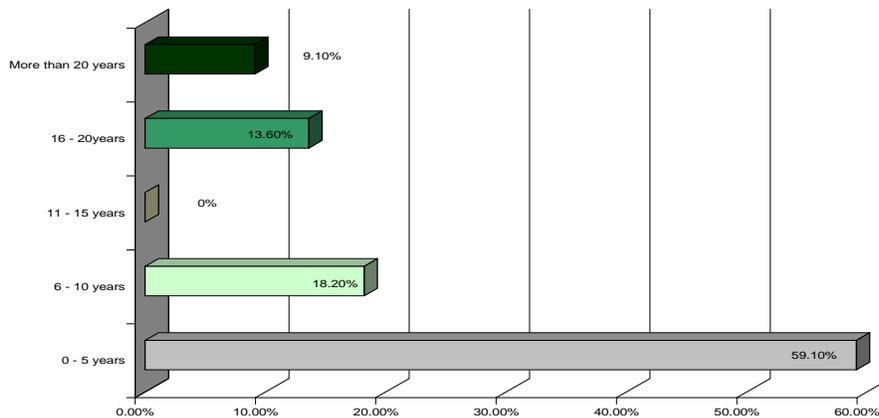
Figure 2.2: Sample Population by Department and Sex



c. Years of Service

Over one-half of the persons completing the Survey (59%) indicated that they had been working with the Secretariat for less than 5 years with another 18% having between 6 and 10 years service. Persons working with the Secretariat for between 11 and 20 years comprised 13.6% of the sample, while just under 10% of the sample indicated that they had worked with the Secretariat for more than 20 years (See Figure 2.3).

Figure 2.3: Sample Population by Years of Service



The high proportion of respondents with under 5 years of service raises the question of the possibility that newer staff members were strongly persuaded to complete the Survey or whether there was greater interest on the part of ‘younger’ staff in addressing issues of gender in the structures and processes of the Secretariat.

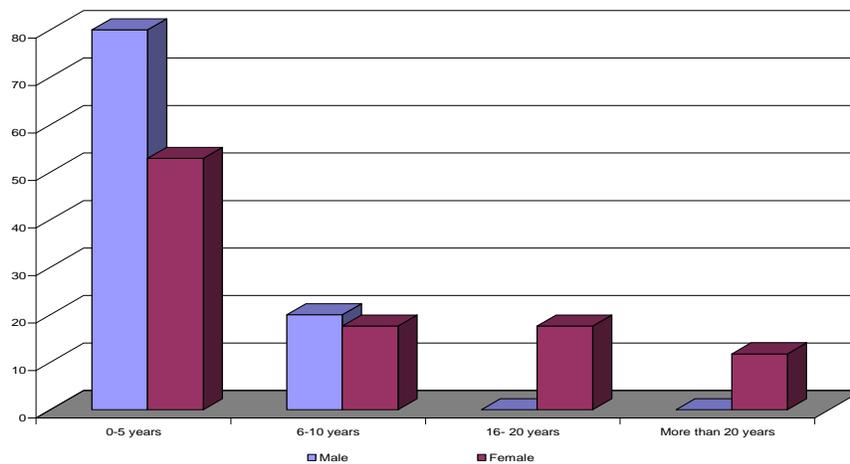
When these data were disaggregated on the basis of sex, all male respondents indicated that they had worked with the Secretariat for between zero and ten years, with 80% of them indicating that they had worked with the Secretariat for between zero and five years.

Conversely, just over 50% of female respondents (52.94%) indicated that they had worked with the Secretariat for between zero and five years. More than one-third of all female respondents (35.3%) indicated that they worked with the Secretariat for between 6 and 20 years, while 11.76% of female respondents worked with the Secretariat for over twenty years (See Table 2.7 & Figure 2.4)

Table 2.7: Sample Population by Years of Service by Sex

Years of Service	Male		Female	
	N	%	N	%
0-5 years	4	80	9	52.94
6-10 years	1	20	3	17.65
16- 20 years	0	0	3	17.65
More than 20 years	0	0	2	11.76

Figure 2.4: Sample Population by Years of Service by Sex



The patterns observed in relation to years of service maybe indicative of a larger turn-over of male staff than female staff and more job stability on the part of females. However, with so small a sample this trend may not be representative of what obtains in the larger population.

e. Staff Category

Interestingly, despite the fact that the majority of male and female respondents indicated that they had less than five years of service at the secretariat, twenty of the twenty-two (90.9%)

persons completing the Survey indicated that they were categorised as senior staff within the Secretariat.

The two members of Junior Staff completing the survey listed their Directorate/Office as Foreign and Community Relations (one female) and the Office of the Deputy Secretary General (one male).

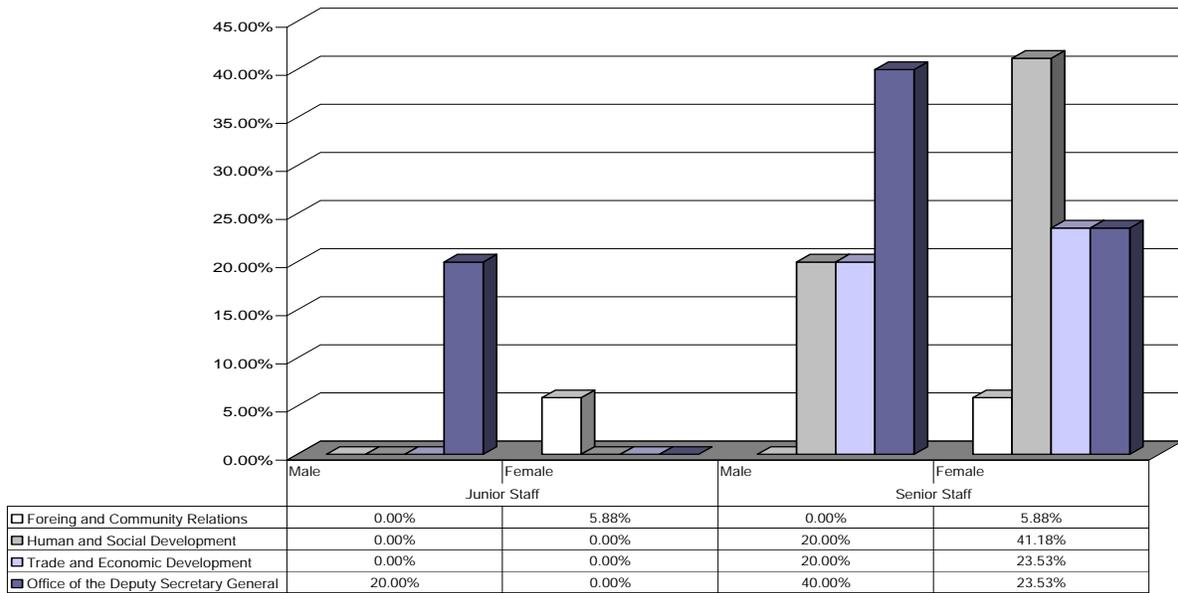
Among respondents categorised as Senior Staff, the largest proportions of females listed their department as Human and Social Development (41.18%). Equal proportions of senior staff female respondents (23.53%) indicated that they were attached to the Directorate of Trade and Economic Development and the Office of the Deputy Secretary General while one female was attached to the Directorate of foreign and Community Relations.

The Largest proportion of senior male respondents (40%) was attached to the Office of the Deputy Secretary General. Equal proportions of senior male respondents (20%) indicated that they were attached to the Departments of Human and Social Development and Trade and Economic Integration, respectively. There was no male respondent from the Directorate of Foreign and Community Relations (See Table 2.8 & Figure 2.5)

Table 2.8: Sample Population by Staff Category and Sex

Department	Junior Staff				Senior Staff			
	Male		Female		Male		Female	
	N	%	N	%	N	%	N	%
Foreign and Community Relations		0%	1	5.88%		0%	1	5.88%
Human and Social Development		0%		0%	1	20%	7	41.18%
Trade and Economic Integration		0%		0%	1	20%	4	23.53%
Office of the Deputy Secretary General	1	20%		0%	2	40%	4	23.53%

Figure 2.5 – Sample Population by Staff Category and Sex



2.6 The External Scan

The external scan was intended to assess the advancement of gender issues within a particular external environment, the national women’s machineries aimed at determining their capacity needs and current approach to gender mainstreaming. This will provide the basis for the external environment scan which in turn would provide insight to the perceptions of achievement on gender mainstreaming and equality among key stakeholders as well as current gender issues.

The external scan of key stakeholders of the CARICOM Gender Programme was informed by the findings of in-depth interviews conducted at the Secretariat, along with a review of relevant documents. The Scan was administered through an eighteen-item instrument (See **Appendix 4**), sent electronically to the various country Bureaux, which attempted to capture data around issues of:

1. Comprehension and use of gender mainstreaming
2. Current challenges with the implementation of the CARICOM Gender Mainstreaming strategy
3. The level of interface between the work of the Bureaux and the Secretariat
4. The perception of the role of the Secretariat in the work of the Bureaux
5. Recommendations of the Bureaux in regards to Gender Mainstreaming Strategies

Heads of Bureaux were asked to complete the instrument and identify other members of staff who might be suitably informed to also respond.

2.7 The Internal/External Scans/Limitations and Insights

Disappointing response rates were registered for both the internal and external scans. In the instance of the former, it was expected that the Internal Scan would have been completed by seventy-two members of staff in the following Directorates and Departments:

1. Foreign and Community Relations
2. Human and Social Development
3. Trade and Economic Integration
4. The Office of the Deputy Secretary General

However, despite the Scan being mandated by the Secretariat and several follow up activities to encourage a high response rate, only twenty-two responses were received to the Scan. Similarly despite correspondence on at least four occasions, encouraging compliance, responses came from only six of a potential eighteen countries.

The findings may therefore not be applicable to the overall population of the Secretariat, since those completing the survey were self selected, rather than randomly selected. Also, the issues and experiences raised by the various bureaux cannot be considered comprehensive, given the limited number of responses received.

2.8 Capacity Building

This component of project required that the Consultant (s) facilitate four (4) half day gender mainstreaming workshops aimed at building capacity to integrate gender into various policies, programmes and projects.

The interactive training programme which was designed (See **Appendix 5**) to satisfy this requirement of the project was premised on the findings of preliminary activities including Focus Group Discussions with members of staff of the Secretariat as well as internal and external scans of the Secretariat's policies around issues of gender.

It was designed to offer staff members:

1. An introduction of basic concepts related to *gender*, in an attempt to address common misperceptions of the term as one that is exclusive to the concerns of women. Definitions will address *gender* as an issue of power within and between various groups in competition for resources.
2. An understanding of Gender as a development issue.
3. Exposure to the process of Gender Mainstreaming and how it can be achieved both internally - in the development of systems, processes and policies - and externally, through the dissemination of knowledge to relevant stakeholders. In this regard, a Case Study Approach will be used, which will situate *gender* within a context that allows for consideration of the realities of both sexes.

Specifically, the workshop was presented in six sections, as follows:

1. Concepts related to Sex and Gender
2. Gender as a structure of social organization
3. Gender as a Development Issue (WID and GAD)
4. Gender Mainstreaming: a strategy for promoting gender equality

5. Gender in Policy Formulation
6. Tools and Strategies for a Gender Analysis

Participants for the training sessions were mobilized by the Gender and Development Deputy Programme Manager. Although a request was made for each group of participants to be drawn from a single section/directorate of the Secretariat but this was not possible. Case studies used in the training programme therefore could not be tailored to the specific experience of participants and this could have had implications for the effectiveness of the training. An evaluation instrument was administered at the end of each training session to solicit feedback of the effectiveness of the programme in achieving its stated objectives.

2.9 Clarification of Terms

The findings of the 1998 gender survey revealed the need for wider comprehension of basic terms related to gender. If the policy directions of the Secretariat are to be gender-responsive terms such as gender, gender based analysis and gender mainstreaming must be understood.

2.9.1 'Sex' and 'Gender'

The term 'sex' refers to biological differences between women and men. Biological differences are fixed and mostly unchangeable and vary little across cultures and over time. Eudine Barriteau (1998)²³ defines gender as a complex system of personal and social relations through which women and men are socially created and maintained and through which they gain access to, or are allocated status, power and material resources within society.

Similarly Pearson and Rooke (1993) posit that the term refers to socially constructed differences between the sexes and to the social relations between women and men. [Gender - the social construction of sexed bodies in relation to each other – is a cognitive, social and epistemological category and an analytical tool providing a conceptual bridge to past and present relationships between men and women. It encompasses class, ethnicity, race and any other social category we customarily deal with.]²⁴

These differences between the sexes are shaped over the history of social relations and change over time and across cultures. Gender identity depends on the circumstances in which women and men live and includes economic, cultural, historical, ideological and religious factors. Gender relations also vary according to the economic and social conditions of the society and differ between social and ethnic groups.

Gender, therefore, does not necessarily refer to differences or concerns linked to biological characteristics of women and men, although gender-based differences and sex-based differences

23 Barriteau, Eudine. 1998. "Gender" *What is it, what is it not? Gender Analysis and Development Projects* paper prepared for The Caribbean Development Bank / International Fund for Agricultural Development Resource Persons Training Workshop on Gender in Rural Development Projects. Castries, St. Lucia

24 Pearson, Allan T & Rooke, Patricia, C. Gender Studies and Teacher Education: A Proposal. Canadian Journal of Education. 18:4 (1993)

are often interrelated. Whereas sex-based differences are unchangeable, gender-based differences and gender relations are affected by policies, regulations and legislations, and can be changed.²⁵

2.9.2 Gender Based Analysis/Gender Mainstreaming

Historically, policy has been presumed to be gender-neutral, and economic strategies for national development were generally assumed to be beneficial to all persons and not deliberately designed to be biased in the favour of men, or to represent the interests or ideology of one sex over another. (Elson 1995)²⁶

Sen and Grown (1985)²⁷ however, suggest that this presumption is without merit, as in historically efforts to measure and structure development policy efforts have been heavily skewed in the direction of men in general, and certain categories of men specifically. Redressing these inequalities requires a Gender analysis of the processes and structures of governance, which exposes the reality and severity of women's subordination and in so doing challenges power structures and generates an agenda for change.

According to Moser (1989)²⁸ the emergence of Gender policy analysis has taken into account the different roles of men and women and has revealed crucial information on the role of women in the development process.

Muzychka (1995)²⁹ suggests that a gender analysis of public policy can begin with four questions:

1. Does this program, policy, regulation or law affect women predominantly?
2. Does it create a barrier to women's equality?
3. Does it promote women's equality?
4. What changes would have to be made to promote women's equality?

Gender Based Analysis can be considered a process that assesses the differential impact of proposed or existing programmes, projects and/or policies on women and men and is now widely accepted as a means of addressing structural and systemic gender inequalities and inequities in the public domain. A distinction is made between formal and substantive equality.

The legal concept of 'formal equality' requires that women and men in the same or similar circumstances be given the same opportunities, services and programmes. However, when differences between people cause disadvantage and inequality, different treatment may be required to achieve equality of outcome. 'Substantive equality' focuses not only equality of opportunity but also equality of outcome.

Gender mainstreaming is now used as a means of achieving substantive equality. The 2000 post-Beijing CARICOM Regional Plan of Action³⁰ endorses gender-based analysis/ gender

25 <http://www.unece.org/stats/gender/web/genstats/whatisgs/sex.htm>

26 Elson, Diane (ed). 1995. Male bias in the Development Process. Manchester University Press, Manchester

27 Sen, Gita and Caren Grown. 1987. Development, Crises and Alternative Visions. DAWN. Bangalore.

28 Moser, C. O. N. 1989 "Gender Planning in the Third World: Meeting Practical and Strategic Gender Needs". in World Development. 17.

29 Muzychka, M. 1995. Women Matter: Gender, Development and Public Policy. St. John's: Newfoundland

mainstreaming as a means of achieving greater gender equality and social justice in the Caribbean Region and two major strategic objectives are identified in this regard; *viz.*:

1. The promotion of support for gender equity among policy-makers and the broad public through the mainstreaming of gender in the culture and organization of relevant institutions as well as in programming and policy at national level and at the level of the CARICOM Secretariat; and,
2. The initiation of a process of structural reform in specific institutions.

The call for governments to promote gender mainstreaming is reiterated in The Beijing +5 outcome document where there is a more explicit concern about gender mainstreaming as a means of achieving gender equality and both are linked to issues of women's empowerment. A framework for instituting gender mainstreaming is clearly laid down and spelt out for Governments in a number of paragraphs. This strategy is also laid out in the CARICOM Plan of Action to 2005³¹ and is a core element of the plan which aims to promote an integrated, intersectoral approach to human and social development.

2.9.3 Gender Analysis as a Development Tool

Gender interacts with other organising social structures, such as race, age, socio-economic status, ethnicity and religion resulting in different experiences for women and men - in the household, the community and the state. Gender Analysis is a systematic process of identifying these differences in, and examining the related needs of, the roles, statuses, positions and privileges as well as access to and control over resources of women and men.³² As a subset of social and economic analysis, it is a tool for improving understanding of how differences between men and women influence their opportunities and problems, and can include the identification of challenges to participation in development.³³

2.9.4 Gender Indicators and Statistics in Gender Analysis³⁴

In engaging in gender mainstreaming, *gender issues* relevant to the particular concern have to be identified and *gender statistics* collected and analysed in order to formulate appropriate policies and plans and monitor progress towards gender equality.

Gender statistics are data that adequately reflect the situation of women and men in all policy areas and allow for a systematic study of gender differentials and gender issues.

Christopher Scott³⁵ identifies four types of gender-sensitive indicators.

30 Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000. CARICOM Secretariat 1997.

31 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 2003.

32 www.sdn.org.mw/gender/concepts.html

33 www.idrc.ca/lacro/ev-85104-201-1-DO_TOPIC.html

34 <http://www.unecce.org/stats/gender/web/genstats/whatisgs/sex.htm>

35 <http://www.undp.org/oslocentre/docs05/cross/3.%20Gender%20sensitive%20and%20pro-poor%20governance%20indicators%20-%20Christopher%20Scott.ppt>

1. Gender disaggregated
 - a. Gender disaggregated data indicate gaps on a particular indicator between males and females.
 - i. E.g. % of male/female parliamentarians
2. Gender specific
 - a. Gender specific data relate to one or other of the sexes only, as with the case of data on incidence of rape, which; as legally defined; only takes into account female victims.
 - i. E.g. gender specific involvement of males in criminal activities
3. Implicitly gendered:
 - a. Implicitly gendered indicators provide data from which inferences can be drawn about the differences between males and females as in the case of time use by both sexes, which points to differences in gender roles and the extent to which a sexual division of labour is evident.
 - i. E.g. Information on time-use by poor men and women.

SECTION 3: AUDIT FINDINGS

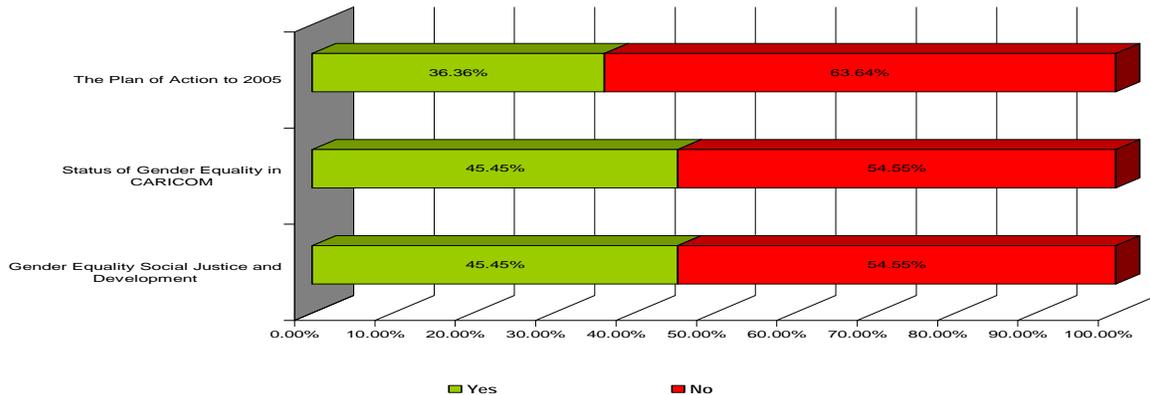
3.1 Awareness of CARICOM Gender Publications

In every instance, more respondents were unfamiliar with the publications in question, than those who were (See Table 3.1 & Figure 3.1).

Table 3.1: Knowledge of CARICOM Gender Publications

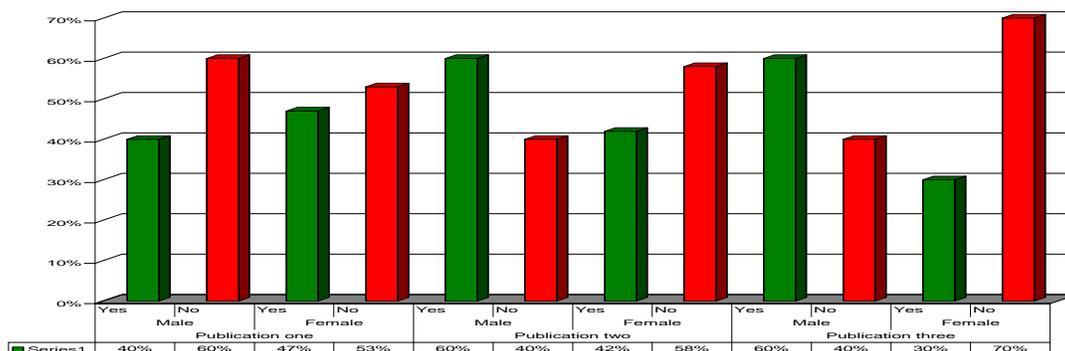
Publication	Yes		No	
	Count	Percentage	Count	Percentage
Gender Equality Social Justice and Development	10	45.45%	12	54.55%
Gender Equality in the Caribbean	10	45.45%	12	54.55%
The Plan of Action to 2005	8	36.36%	14	63.64%

Figure 3.1: Knowledge of Gender Publications



When responses were disaggregated on the basis of sex, a larger proportion of male respondents than female respondents were aware the publications *Gender Equality in the Caribbean* (M= 60% / F= 42%) and *The Plan of Action to 2005: Framework for Mainstreaming Gender into key CARICOM Programmes* (M=60% / F=30%). However, a larger proportion of female respondents (F= 47% / M=40%) were aware of the CARICOM Publication *Gender Equality Social Justice and Development: Plan of Action to the Year 2000* (See Figure 3.2).

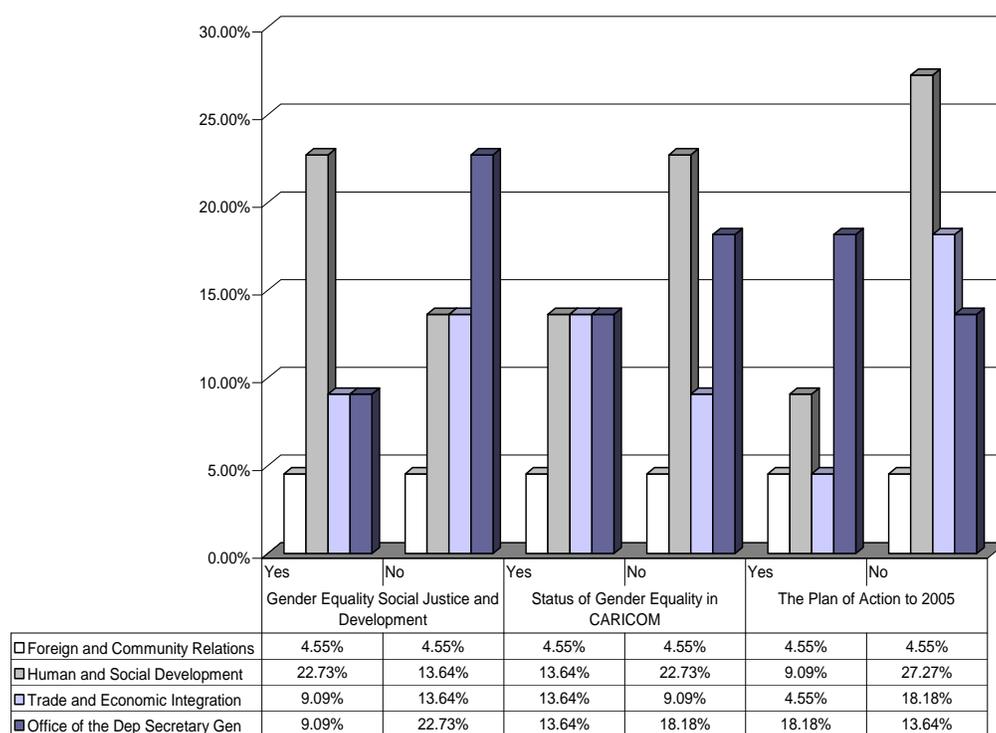
Figure 3.2: Knowledge of Gender Publications by Sex



When these responses were examined on the basis of Directorate/Office, the largest proportion of the sample that indicated it was aware of the Document *Gender Equality Social Justice and Development*, was from the Department for Human and Social Development (22.73%). On the other hand, an equal proportion of the sample from that same Directorate were unaware of the publication on the *Status of Gender Equality in the Caribbean*.

The largest proportion of the sample indicating knowledge of the *Plan of Action to 2005: Framework for Mainstreaming Gender into key CARICOM Programmes* was from the Office of the Deputy Secretary General. It is significant that the largest proportion indicating no knowledge of this publication (27.3%) was from the Human and Social Development Directorate which includes the Gender Programme. Equal proportions of respondents from this Directorate as well as Trade and Economic Integration and the Office of the Deputy Secretary General were aware of the publication on *Gender Equality Social Justice and Development* while significant proportions (22.7% and 18%) from the Human and Social development Directorate and the Office of the Deputy Secretary General respectively, were unaware of this publication (See Figure 3.3).

Figure 3.3: Knowledge of Gender Publications by Directorate/Office

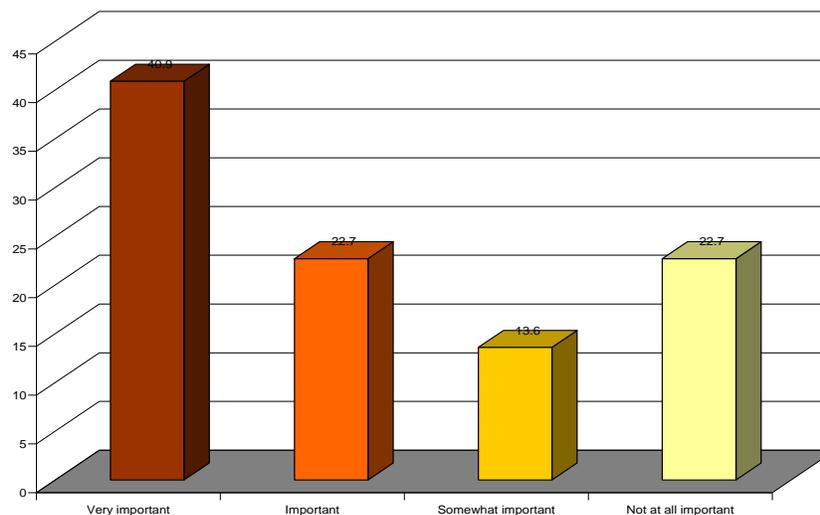


3.2 The Role of Gender In The Work of The Secretariat

3.2.1 Perceptions of the Importance of Gender

Just under one third of the sample (63.6%) indicated that gender was *important or very important* to their specific area of work at the Secretariat, while 22.7% of the sample indicated that gender was *not at all important* to their specific area of work (See Figure 3.4).

Figure 3.4: Perceptions of the importance of Gender

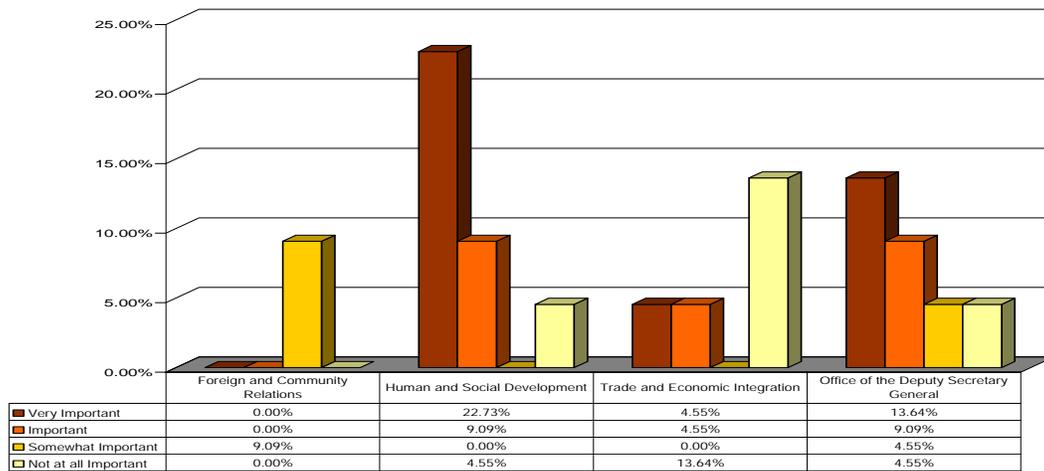


When the data were examined by Directorate, not surprisingly, respondents from the Directorate for Human and Social Development, whose mandate includes gender, constituted the largest proportion of respondents (31.82%) who indicated that gender was *important or very important* to their specific area of work.

This was followed by respondents from The Office of the Deputy Secretary General (22.93%) and the Department for Trade and Economic Integration (9.1%). No respondent from the Directorate of Foreign and Community Relations perceived gender as being *important or very important* to their specific area of work.

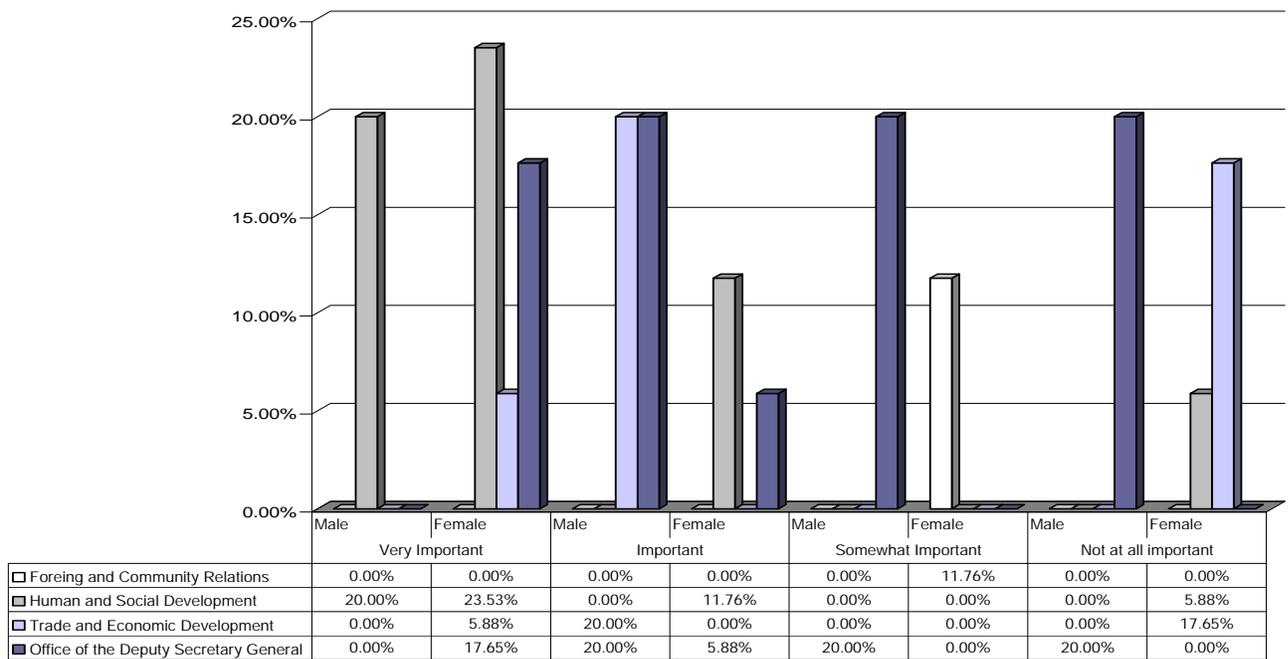
Conversely, the largest proportion of respondents who believed that gender was not at all important to their specific area of work (13.64%) was from the Directorate of Trade and Economic Integration (See Figure 3.5).

Figure 3.5: Perceptions of the importance of Gender by Department



When examined on the basis of sex and directorate/office a larger proportion of female respondents (64.71%) believed that gender was important or very important, than did male respondents (60%) who felt the same way. Not surprisingly, the largest proportion of both male (20%) and female respondents (35.34%) who felt that gender was *important* or *very important* belonged to the Department for Human and Social Development, whose Sub-Programme 14.2, focuses on issues of gender (See Figure 3.6).

Figure 3.6: Perceptions of the importance of Gender by Directorate/Office and Sex



3.3 Knowledge of 'Gender' and Gender related Concepts

3.3.1 Findings from Internal Assessment (Interviews)

Elite Interviews and group discussions held in the initial stage of the Audit were intended, among other things, to solicit knowledge of gender and gender mainstreaming. Responses indicated that there was much confusion expressed by participants as to the meaning of 'gender'. Many persons in the group interview admitted to not understanding exactly what the term 'gender' meant and felt that it was often used as a sly synonym for women. Almost all of the persons in the elite interviews displayed an understanding of the term as encompassing the roles, responsibilities and expectations of society that are ascribed to males and females. Yet they too wondered whether in current usage, gender meant just women or did it include men. One member of the executive management team extended the definition to include 'structures that impact on how men and women relate to each other', thus highlighting that gender was a system. Most of the Programme and Deputy Programme Managers, also displayed this understanding. There were concerns raised by many about the problems of the 'boys' and the need for a working definition of gender which spoke to 'balance' in its focus on members of both male and female sex groups. As the discussion unfolded, it was clear that 'balance' meant an equal attention being paid to men and women, irrespective of circumstances. Men, it was stated, are part of the problem of gender and, therefore, should be part of the solution.

There was also articulated by many, both in the group discussions and elite interviews, a need for the working definition to accommodate the specific circumstances of Caribbean realities. The following points of interest were also raised and are recorded in the order of the frequency with which they were presented:

- i. CARICOM's definitions of gender and gender mainstreaming were imposed from outside of the region by international project sponsors and donors. The definitions assume that there is a universal application of these terms and this is not so. They may even differ at the level of different member states.
- ii. Gender is much broader than it is currently defined and perceived in the Secretariat and the wider community.
- iii. Gender is derived from women and in our societies there are also problems with men.
- iv. Gender is about inter- personal relationships: how men and women get along with each other. In fact, this matter of the relationships that men and women have in the workplace should be the proper concern of gender and would offer better opportunities to 'advance the gender agenda'.
- v. While the definition of gender has been broadened in the region to allow for concern about boys and their problems, there is still evidence of discrimination against women.
- vi. The Secretariat is in the vanguard of the fight against HIV/AIDS and since sexuality is a major focus of that campaign, it is important for CARICOM to expand definition of gender to treat with sexualities that are not heterosexual.

For many of the persons interviewed, the gender audit to establish the extent to which CARICOM was proceeding with gender mainstreaming could only be conceived in terms of the

extent to which there were equal opportunities for male and female staffers to be recruited and have upward mobility in the Secretariat. It was clear, particularly in the group discussion and, to a lesser extent, in the Elite Interviews, that many felt that 'gender' as a conceptual, analytical and operational tool had been discredited by its association with feminism and feminists. In fact, it was this association with feminism that made many males suspicious of 'gender'.

The understandings of gender mainstreaming were many and varied. Many persons confessed that they did not understand the term. Of the persons interviewed only four were able to produce an understanding that, in any way resembled the process outlined in CARICOM's plans. For some staffers, it was defined as an attempt to deconstructing the social construct – gender- 'to ensure that both males and females are involved, moving beyond female participation'. It was also seen as looking in a scientific way at the situation in your organization and working at 'includ[ing] in activities, processes and general mechanisms,..criteria to keep the thing honest.' Yet, there were others who questioned the utility of gender mainstreaming for all areas of the Secretariat. It was suggested in one group discussion that there was no need for gender mainstreaming outside of the HSD directorate:

'..[W]hen you consider something like trade relations, foreign policy, it's not gender specific. We're not targeting one or the other.'

Once again, in many of the group discussions, gender mainstreaming was discussed in the context of recruitment policy in the Secretariat. Hence the posing of the question, "[D]oes the Secretariat need a hiring balance?" It was noted that it was important to have proper statistics and census data to inform the gender mainstreaming process in the wider region. The apparent incongruence in the Secretariat between the comparatively higher number of females employed in lower and middle management positions and the relatively high number of males employed in executive management was the example produced in many of the group discussions of the gender disparity in the wider region. The view was reiterated here that if there was sexism in the Secretariat that men and women should both be involved in removing it.

In one Elite Interview it was pointed out that gender mainstreaming should operate on two levels: the theoretical and the operational. It was suggested that at the theoretical level projects should be built around gender mainstreaming on a phased basis because of the constraints of time. At the operational level, the view was expressed in this interview that there needed to be attempts to build better bridges and better understandings between various fields in the Secretariat as well as to take into account the various multi-cultural issues in the organisation.

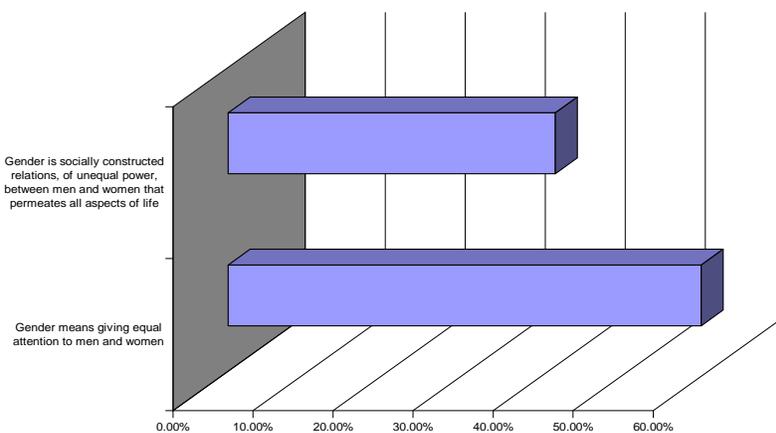
The matter of what should be the focus of attention for 'gender' was raised again in the discussion of gender mainstreaming. It was suggested in the group discussion again that at the level of the region's governments, the discourse generated around gender did not, sufficiently, take masculinity and men's issues on board. Gender mainstreaming efforts needed, then, to 'find a way to bring men back into the conversation'. Others, however, argued that gender mainstreaming efforts at the regional level were not sufficiently global to capture the region's complexities. While some issues such as male under-achievement receive attention, other issues such as increasing rates of commercial sex work among school-age girls don't. Beyond governments, there was concern raised that many in the member states are not aware of gender

differentials and, hence, gender mainstreaming could only be successful with greater sensitisation of the regional public, as well as, inclusion of gender as a topic in the curriculum of training programmes.

At the level of project management, staffers explained that definitions and applications of gender exemplified the kind of confusion that surrounds the concept. For some donors, gender meant only women; for others, it meant both men and women. The situation was further complicated by the fact that the indicators that were to be used for measuring gender outcomes were also not provided.

3.3.2 Findings from Internal Scan

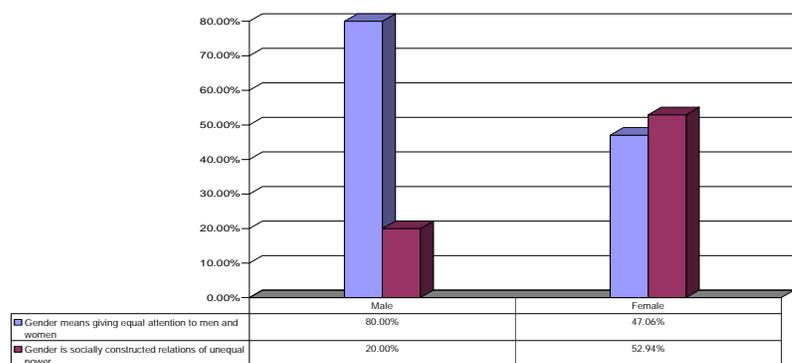
Figure 3.7: Definitions of Gender



Most respondents incorrectly defined the concept of gender, with just under sixty percent (59.1%) of the sample choosing the popular definition of gender, as being about giving equal attention to men and women as opposed to an unequal relation of power between men and women that permeates all aspects of life (See Figure 3.7).

Figure 3.8: Definitions of Gender by Sex

When disaggregated on the basis of sex, a slightly different picture emerged. A larger proportion of female respondents were more aware of the correct definition of gender (52.94%), than their male counterparts, 80% of whom indicated their understanding of gender to be incorrect (See Figure 3.8).



Not unexpectedly, the largest proportion of respondents giving the incorrect definition (N= 4 / 18.18%) were from the Directorate of Trade and Economic Integration, while the largest proportion of respondents giving the correct definition (N=6 / 27.27%) were from the Directorate of Human and Social Development. The latter Directorate includes the Gender Affairs programme and therefore works on gender-related issues whereas interest in gender as it relates to matters of trade and the economy is only now emerging in academic and, to a lesser extent, in political circles. In the Office of the Deputy Secretary General, equal proportions of the sample (N=3 / 13.64%) chose correct and incorrect responses. All respondents from the Directorate of Foreign and Community Relations (N=2 / 9.09%) chose the incorrect answer (See Figure 3.9).

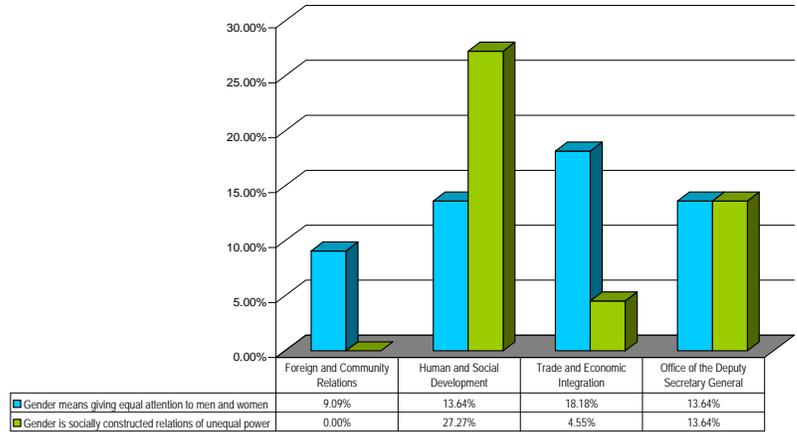
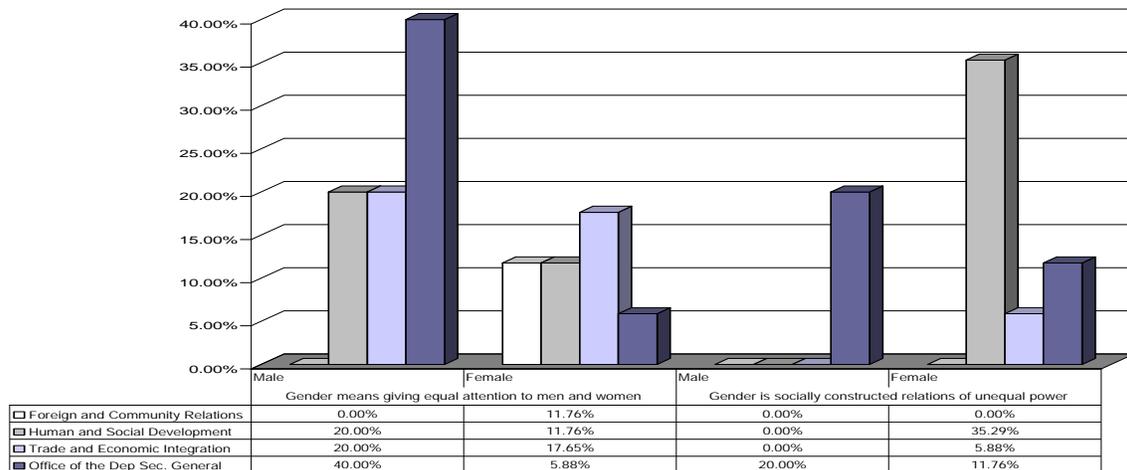


Figure 3.9: Definitions of Gender by Directorate/Office

When examined on the basis of sex, the largest proportion of males giving the incorrect answer (N= 2 / 40%) were from the Office of the Deputy Secretary General’s Office. Conversely, the largest proportion of females giving the correct answer, (N=6 / 35.29%) were from the Directorate of Human and Social Development (See Figure 3.10).

Figure 3.10: Definitions of Gender by Directorate/Office and Sex



3.4 Gender Mainstreaming and the CARICOM Secretariat

3.4.1 Findings from the Internal Assessment

As a part of the internal assessment respondents were asked to evaluate the importance of gender within the Secretariat. They were asked to comment on whether there was need for a stronger mandate for addressing gender. While one person felt that there was need for a stronger mandate, the view was generally expressed that while mandates were important, the challenges that faced gender and gender mainstreaming in the Secretariat were not going to be solved by stronger mandates. A few persons also admitted that they were not sure of the extent of the mandate for addressing gender in CARICOM. The following suggestions were made to treat with this issue:

- There should be greater outreach to ensure that public education on gender and gender mainstreaming is improved.
- Efforts should be made to overcome the implementation deficit i.e the gap between agreement and delivery of the components of the agreements.
- There is not need for a greater mandate for dealing with gender. What is needed is better sensitisation of the public both within and without the Secretariat on gender issues.
- If people understood that gender was relevant to their lives and could be useful, this would obviate the need for a stronger mandate.
- Mandates do not really treat with transformation; it is transformation that should be the desired outcome of gender mainstreaming.
- CARICOM should employ research from the region to make people see the relevance and importance of gender.
- The secretariat itself needs to work to remedy the impression that gender is not seen s important here.

In both the elite interviews and the group discussions the view was expressed that gender was not sufficiently central to the mission, vision and realities of the Secretariat's work and the region. Again it was suggested that gender mainstreaming was more a matter of lip service than it was an issue of priority. It does have the kind of visibility that attends youth and crime, for example, in the region. For many policy makers in the member states, gender is competing with other issues that may not be readily identified as gender issues. These issues are issues such as poverty, housing. In that context gender sensitivity may, it was argued, appear to be a luxury. Against such a backdrop in the region, gender becomes a kind of contestation of issues that are clamoring for attention. It behoves the Secretariat, then, to do more work on gender sensitisation so that policy makers can make the connections between gender and the problems that confront them.

Most persons agreed that gender and other programme areas suffered from the 'implementation deficit'. So while agreements are made there are often pressing issues that militate against the expeditious follow-through. As one staffer expressed it:

Heads of government come to meetings and then they go home and face elections.'

It was agreed that there was need to build capacity at the level of the member states and so overcome the challenges that member states experience.

There were a few persons, again in the group discussions, who saw no connection between gender and CSME. Others felt that since it was dealing with people, there were automatically going to be issues of gender. For one member of the executive management, gender was important but not critical to the CSME.

There was a general critique advanced by many that CSME, as the flagship programme of the Secretariat, was still conceptualised as an economic venture and the social interface was either not understood or was undervalued. While many saw the impact of gender on migration and the movement of labour, they were not convinced that the gender impact of these issues was properly considered within then macro-economic perspective of those who were running the CSME programmes.

All agreed that gender was not an over-rated concept for CARICOM. They felt that while the concept needed further clarification and elaboration to make it useful for the region it serves, it was important. There was need to do more for gender, it was argued, and the more should include more effective strategy to get the message out that there was a real problem. Since gender produces inequalities in development, it was an important issue. This was expressed by one staff member thus:

'The reason why the concept gender has been hanging out there for so long is because perhaps justice has not yet been done in terms of it being understood and appreciated.'

3.4.2 Findings from the Internal Scan

3.4.2.1 Perceptions of Gender in the work of the Secretariat

On the one hand, over ninety percent (90.9%) of all respondents agreed that gender was seen as central to regional development issues in the Caribbean and 86.4% agreed that the CARICOM Secretariat should invest in training around conceptual understandings of gender and its impact on planning and implementation of programmes. Moreover only 18.2% of respondents believed that gender was an over-rated concern in organizations such as CARICOM and almost three-quarters of the sample (72.7%) felt that there was need for a stronger mandate for addressing gender in regional programmes in CARICOM member states. On the other hand however, only a little over two thirds of the sample (68.2%) believed that gender should be made central to the mission of the Secretariat and the implementation of its programmes. Similarly, only 63.6% of the sample believed that gender was a *critical* or *very critical* consideration in the operation of the CSME, while 18.2% of respondents believed that it was *not at all critical*. This reflects little consideration of the gender implications for arrangements under the CSME.

3.4.2.2 The Women's Affairs Desk

Question three sought to elicit from the respondents how important they thought gender was to their area of work at CARICOM. All the persons who were part of the Elite Interviews and who were asked this question agreed that gender was important to their specific area of work. This was particularly so for those persons who were part of the Human and Social Development Directorate or those in other directorates whose work activities intersected with that of staffers in HSD. One person whose desk is not part of HSD, however, did admit that his recognition of

‘gender’ as important had less to do with the way that Job Description was articulated and more to do with his own personal understanding that in a changing world, gender was an important issue.

In the group interviews, it was again clear that most of those who were situated within the HSD directorate recognised that gender was **supposed** to be important. This recognition did not generally translate, however, into its treatment as a significant issue for their work:

‘You are supposed to consider it with portfolio responsibilities but it’s not the first thing I think about.’

It was particularly notable that in the discussion session with the Pan-Caribbean Partnership Against HIV/AIDS (PANCAP) staff, most did not immediately see the connections or the significance of gender to their specific area of work. PANCAP was established at the 2001 February Meeting of the Heads of State with a view to scaling up the region’s response to HIV/AIDS.

Representatives of programmes located outside of HSD also, in the main, did not generally see gender as being in any way connected to their specific area of work nor did they see it, then, as important to their specific area of work

The interface between (what was referred to in the interviews as both the Gender Desk and) the Women’s Desk and other programme areas seemed very *ad hoc*. The data was gleaned from responses to question 4. Those who worked in HSD – within which this desk is positioned – spoke of the maitrix approach to planning that the directorate employed. This allowed for some inter- sectoral interface with various programme areas. There was only one person in HSD who did not see the connection and this participant was a relative newcomer to the organisation. Outside of this directorate, the interface seemed tenuous and determined more often by personal interest; in many cases it did not exist at all. A particularly graphic example of this was seen in the experience of one staffer who shared that she became interested in the work of the desk when she was unhappy with the maternity leave policies of the Secretariat. Her interest notwithstanding, she did not want to make it into a gender issue ‘or to assume that because men were in charge they don’t understand.’

Even within HSD it was admitted that the interface between the desk and the other programmes outside of the directorate was usually contingent on the need expressed for the inclusion of a ‘gender component’ in a project or programme. This, it was explained, was not specific to the Women’s Affairs Desk but a general custom and practice in the Secretariat. The view was expressed that time and the demands of programme workloads generally combined as a major constraint to interface, not just with gender, but with other programmes. Staff members who worked in directorates that provided technical advice and support to other programmes might have some interface with the work of the Women’s Affairs Desk.

Question 5 sought to determine both the levels of awareness in Secretariat staff about the work done by the Women’s Affairs desk and the levels of formal interface between the Women’s

Affairs Desk and other programmes. The responses to this question, generally, reiterated the points made in the discussion generated around the previous question. Within HSD, the inter-sectoral approach allowed for some amount of formal interface. This seems to be particularly strong with the Health programme, facilitated, perhaps, by the Caribbean Co-operation in Health III. Outside of HSD, none of those interviewed could identify a formal interface and, with the exception of one officer, no-one admitted to knowing anything about the Work Programme of the desk. It was suggested that budget meetings provided one of the few opportunities for knowing about other work programmes.

It was also suggested within the group interviews that outside of HSD no-one really knew what the desk did:

'Not even the title of the desk, at first blush..... indicates its relevance to your own programme.'

There is, it was argued, some interface but this is not organic; it is informal and driven by the individual staff member's personal interest, interpretation of his/her job specifics and initiative. Another opportunity for congruence between work plans was provided when International funders mandated that gender be part of the project. An example of this was seen in the Commonwealth Secretariat Programmes within which gender equity is a mandatory consideration. There was a general agreement within the group discussions that there needed to be more structural imperatives to collaboration and interface between work programmes.

CARICOM has produced three publications that outline the justification and blueprint for gender mainstreaming into the Secretariat's key programmes. Questions 5, 6 and 7 enquired whether staffers know of these publications and the extent to which these documents influenced their own work. Very few of the persons interviewed knew of these publications. The members of the executive management knew of them, saw their usefulness as bringing attention to the problem of gender and felt that beyond the distribution of the publications, the Secretariat needed to work with all stakeholders to have them 'own them'. This, it was anticipated, would help to keep gender on the front burner. It was further stated in these Elite Interviews that the information in the documents was useful and the Secretariat needed to do more in meetings to have stakeholders be aware that information about the policy of gender mainstreaming already exists and is available.

In one of the group discussions the opinion was offered that gender, like the Environment and Sustainable Development, ought to be treated as cross-cutting so that everyone in the Secretariat would know something about it. Even while the external public such as NGOs and educators know about the publications, many of the people whose lives are directly affected by these publications don't know of them. It was further suggested that the fact that these are not well known by the staff in the organization is reflective of the low level of importance the Secretariat attributes to gender and gender mainstreaming:

'There are things that we all know what is happening.... When we come back from Heads of Government Conferences, everybody knows, no matter what department they are in, that there was a Heads of Government Conference and we are obliged to read because it is that important.'

Based on the responses to the previous questions about the awareness of the publications, it came as no surprise when that only one of the persons in the group discussions indicated that the publications influenced work; the publications had been used as resource documents in the preparation of briefs. There was also one person in the Elite Interviews who admitted that the publication had some influence on his work.

In an effort to ascertain the ideas that Secretariat staff had about the ways that gender and gender mainstreaming ought to be best facilitated, participants were asked to assess the capabilities of the desk and offer suggestions as to how they thought that it could be made to be more effective.

The discussion that was stimulated by these questions underscored the point of limited interface that had been raised earlier. Many of the staffers did not know enough about the work of the desk to offer a comment. Even within HSD, there was still expressed by some staffers a limited knowledge of the functions of the desk, in spite of the inter-sectoral approach to planning of which they all spoke. Perhaps, it was argued, there needs to be clearer thinking through of the desk and its purpose. While the Secretariat seemed to have moved away from gender as inclusion of women, the work of the desk seems to use more of the original interpretation of gender. This is underlined in the award of the CARICOM Triennial Award for Women that is a responsibility with which the desk is tasked.

For some, it was a critical desk that needed to be repositioned in terms of the concept of gender. Many felt that HSD was the proper location for the desk since, there, it was allowed to interface with areas within functional co-operation. Many felt the desk was also badly under-resourced while a few others felt that the resources while not sufficient could still be deployed more strategically and effectively. The wider problem of the insufficient organic interface between directorates, described throughout the interviews as 'working in the silos', was seen as a major contributor to the constraints experienced by the desk.

In the group interviews in particular it was clear that the work of the desk was not understood; some queried whether there were gender problems in the Secretariat, speculating about the desk as a Human Resource Development function within the Secretariat.

Many of the persons interviewed, particularly in the group discussions, had no ideas of what they would want to see done differently. However, there were a few others who made the following suggestions:

- It should be moved to the Deputy Secretary General's Office where it would be joined with Planning, Strategy and Evaluation. However, there would be need for more staff members to be assigned since the one body currently assigned to the desk could not be reasonably be expected to undertake planning, strategy and monitoring tasks associated with gender on her own. At the same time, it was felt that the desk also needs to retain some foothold in HSD because it enjoys natural and close linkages with social issues.
- The desk needs to do more work in the area of equality of opportunity for men and women. This will require the development of both quantitative and qualitative indicators.
- The desk needs to focus more on gender mainstreaming within the Secretariat and also outside, in the region.

3.4 3 Findings from the External Scan

3.4.3.1 What is Gender Mainstreaming

According to the United Nations, there are three main components to Gender Mainstreaming³⁶:

- i. It is a strategy to be used for promoting gender equality.
- ii. It involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning
- iii. It requires monitoring of programmes and projects to ensure fair results for women/girls and men/boys.

The CARICOM Plan of Action to 2005: Framework for mainstreaming gender into key CARICOM programmes, defines Gender Mainstreaming as *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.*

In response to questions on the meaning of Gender Mainstreaming, five of the six respondent Country Bureaux indicated only a partial understanding of gender mainstreaming, identifying only two of the three components:

One Bureau identified Gender Mainstreaming as *a process of applying a gender perspective into policies plans and programmes which will provide outcomes that are fair, ensures equity, equality, justice and promote sustainable development*, but failed to mention the monitoring and evaluation aspect of GM. Similarly, other Bureaux believed that gender mainstreaming was *the integrating of gender into all processes of development, a process that incorporates gender issues into core objectives and main decision-making process of an organization and a strategy to achieving gender equality*, respectively. Neither Bureau listed the evaluation aspect of the process.

Conversely, the definitions given by two other Bureaux, focused mainly on the monitoring and evaluation aspect of GM, suggesting that revolved mainly around *assessing the implementation of any programme for men and women, boys and girls. It promotes and endeavours to transform gender relations so that social justice is realized and the consideration of the impact of gender dynamics, and the resulting inclusion of gender responses in all policies, plan, programmes and projects.*

Only the definition of one Bureau seemed comprehensive, suggesting that gender mainstreaming was a strategy for making women's as well as men's concern and experience an integral features in the design, implementation monitoring, and evaluation of policies and

³⁶ www.un.org/womenwatch/osagi/gendermainstreaming.htm

programme's in all political, economic, and social spheres so that men and women benefit equally and gender equality is achieved.

3.4.3.2 Application of Gender Mainstreaming

Despite the diversity of definitions offered, all Bureaux indicated that Gender Mainstreaming efforts were being pursued by their respective countries in an attempt towards eliminating gender disparities, as detailed in Table 3.2.

Table 3.2: Issues that require a GM Strategy, as identified by Country Bureaux Personnel

ISSUES for GM Strategy	Bureau A	Bureau B	Bureau C	Bureau D	Bureau E	Bureau F	Bureau G
1. Disaster Management		✓			✓		
2. Education			✓	✓	✓	✓	✓
3. Health Care			✓	✓	✓		✓
4. Labour Market Participation				✓		✓	
5. Sexualities (Men and Masculinity)			✓				
6. Political Representation					✓		
7. Poverty Alleviation	✓	✓			✓		✓
8. Public Sector Reform		✓					
9. Regional Initiatives (CSME)					✓		
10. Specialised health care – HIV / AIDS					✓	✓	✓
11. Tourism Development		✓					
12. Violence	✓		✓		✓		✓
13. Youth Issues					✓		

Issues most frequently cited by the Bureaux as areas in which a gender mainstreaming strategy was applied were:

1. Education
2. Health
3. Poverty Alleviation
4. Violence
5. HIV/AIDS

Notwithstanding the identification of several issues, which would benefit from the application of a Gender Mainstreaming approach, some agencies implied that challenges existed to fully implementing gender mainstreaming. As a Bureau suggested; *the lack of policies and understanding of gender continues to be rhetoric around gender mainstreaming... Mainstreaming in the absence of understanding of the issues makes it difficult...*

Attempts established to address challenges experienced in the implementation of Gender Mainstreaming strategies, centred around three main categories:

i. The administration of Gender sensitization Training Programmes.

Bureaux indicated that the following activities were currently being used in surmounting the challenges to a functional gender mainstreaming programme:

- a. Training of Bureau Staff
- b. Public Awareness Campaigns on the importance of Gender Differentials at the Secondary and Tertiary Levels of the Education System in the Anglophone Caribbean
- c. Strengthening the institutional capacity of gender analysis and planning at the national level, through agencies responsible for national planning activities by gender sensitization training. This was cited as being critical in order to change attitudes and build capacity.

ii. The establishment of institutional and Policy Frameworks to support the GM process.

In this regard, Bureaux indicated that the following activities were now underway to institutionalise a Gender Mainstreaming approach, within their respective countries:

- a. The creation of Gender Mainstreaming checklists along with Gender Integration Manuals to ensure that the various requirements of a Gender Mainstreaming System (as outlined in *Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes*) are met
- b. The establishment of gender focal points in key ministries, such as Health and Education
- c. The incorporation of the twelve critical areas of gender concern identified in the Beijing Declaration and Platform of Action into the strategic and operational plans of the national machinery
- d. The establishment of Gender Integration Programs, incorporating government and non-governmental stakeholders, through which gender issues are monitored. advocating for the enforcement of the National Gender Policy

iii. The creation of Gender Research Programmes

The use of gender statistics, which adequately reflect the situation of women and men in all policy areas and allow for a systematic study of gender differentials and gender

issues³⁷, are essential in the creation of a well functioning Gender Mainstreaming Strategy. In this regard, Bureaux identified the development of research programmes as part of their collective strategy to implement GM systems. Efforts included:

- a. The use of data disaggregated by sex
- b. Support to research and advocacy contributing to legislative reviews and the development of analytical tools for use within national planning agencies
- c. The retention of technical assistance for research policy direction on gender mainstreaming

3.4.4 Requirements for successful Gender Mainstreaming

Despite the current efforts underway at implementing GM strategies, Bureaux suggested that gender sensitization, particularly of state, legislative officials and policy makers, was a gap that needed to be filled, if the implementation of a gender mainstreaming strategy was to be successful. In this regard, Bureaux identified the following specific ways in which this could be addressed:

1. Enactment of legislation that allows for gender equality /equity and social justice.
2. The implementation of temporary special measures of the CEDAW convention.
3. Completion and Implementation of National Gender Policies.
4. The creation of gender responsive national budgets
5. Appointment of gender focal points throughout public sector agencies
6. Capacity building in the area of gender analysis within state organizations
7. The collection and use of regional gender indicators in decision making.

3.4.5 Challenges to Gender Mainstreaming

None of the respondent countries believed that the efforts towards a gender mainstreaming strategy in their respective country were working very well. Only two countries (Dominica and Belize) indicated that the strategy was working fairly well. Respondents from Bureaux in Antigua, Grenada, Jamaica, St. Lucia and St. Kitts all believed that the process was not working very well at all and cited the following reasons, all of which revolved around issues such as the lack of:

1. Public awareness on gender and gender related issues,
2. Uniform comprehension and application of concepts of gender and gender mainstreaming, within state agencies, which could possibly explain a lack of co-

³⁷ <http://www.undp.org/oslocentre/docs05/cross/3.%20Gender%20sensitive%20and%20pro-poor%20governance%20indicators%20-%20Christopher%20Scott.ppt>

operation from these agencies and the lack of political will to integrate gender into national policy making.

3. Strategic plan for the national machinery established for gender affairs, coupled with insufficient institutional capacity within the bureaux.
4. Absence of effective system of accountability at the national or regional level to enforce the application of GMS or gender analysis in keeping with international commitment.
5. Funding to support multi sectoral gender initiatives

3.4.6 Interface between Bureaux and Secretariat

All Bureaux indicated that the interface between their work and that of the Gender Development Programme at the CARICOM Secretariat was shaped by shared priority areas of focus, such as issues of Health (HIV/AIDS, Gender based Violence), Labour Market Participation and Education. Bureaux cited that in many instances, statistical data and technical information from the Secretariat's Gender Development Programme is often used to inform plans of national machinery.

Additionally, Bureaux shared the same social policy timeline of women in development as CARICOM Community Secretariat except that whereas the 4th World Conference on Women was the catalyst for CARICOM in terms of the full consultations that include women's affairs and other stakeholders across 15 territories in the Caribbean was vital to the creation of the CARICOM Post Beijing Regional Plan of Action.

Interface was also shared between Bureaux and the Secretariat through attendance by State and Bureau personnel at COHSOD Meetings, around issues of gender.

3.4.7 Knowledge of CARICOM Gender Mainstreaming Initiatives

One respondent each from Grenada and Dominica indicated that they were not aware of the CARICOM publication *The Plan of Action To 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes*. All other respondents however indicated that they were aware of the publication and had been made aware of the Document through the following media:

1. Receipt of a copy from CARICOM Secretariat
2. Participation in a 2001/2002 pre-COHSOD consultation in Grenada, at which the Plan was discussed.
3. Inclusion of the Plan into the Documentation Centre of the Bureau as required reading, particularly for the Policy and Research Unit.

In the instance where there was knowledge of the Plan, Bureaux indicated that the Plan influenced their work not only as a guide in the development of Gender Management

Systems, but as a guide to the development and implementation of the strategic plan of the Bureau, with regards to the monitoring and evaluation of national indicators of the status of women. Moreover, the Plan of Action was seen as instrumental in the development national Gender Policy, which reiterated a number of guiding principles and new approaches to gender mainstreaming for planning and programming as outlined in the Plan. The Plan was also used as a resource in the development of public awareness and educational materials.

3.4.8 Perceptions of role of the Secretariat in supporting work of Bureaux

All Bureaux intimated very clearly defined roles of the Secretariat in relation to national machineries. It was generally felt that the relationship between Bureaux and the Secretariat needed to be a symbiotic one, where, on the one hand the Secretariat should provide both technical and financial support and assistance for the development and implementation of gender mainstreaming strategies and policies at the national level, and on the other hand national machineries should support and facilitate the work of COHSOD by way of recommendations and provision of national level data.

Bureaux regarded the role of the CARICOM Desk as one of a conduit through which national machineries could access critical (sex-disaggregated) data on topical regional gender issues as well as a coordinating unit, through which regional research and activities are spear-headed and implemented.

It was felt however, that in this regard the Gender Desk at the Secretariat needed to be far more functional. As one Bureau suggested *“the presence of the CARICOM desk is not felt at a national level with little exchange of information on the implementation and evaluation of gender mainstreaming strategies.”* The sentiment was echoed by another Bureau, which indicated that *“there should be an improvement in the level and quality of technical assistance provided to advance gender mainstreaming in the region.”*

Recommendations were also made by Bureaux that *CARICOM needs to do more in the coordinating of regional activities and to provide more support to the Women’s Bureau that is usually marginalized from other ministries.* Moreover, it was felt that the Gender desk needed to *“strengthen awareness and mobilization around gender and environmental issues that are supra-national and of relevance to the region as a unit of analysis.”*

Such activity on the part of the CARICOM Gender Desk was deemed imperative, if the region were to adopt a uniquely Caribbean position on issues of gender.

This was seen as especially useful for:

1. Engaging in meaningful dialogue around issues of development, using a gender lens
2. Arriving at consensus on a Caribbean position on issues critical to the region, and being present at such meetings, to facilitate on the spot caucuses of Caribbean delegations.
3. Facilitating a process of implementation of agreed strategic objectives at national levels

As one Bureau commented there was a need for dialogue around *social, economic, political, civil and cultural effects* of gender, *otherwise the data structure of gender analysis will be deficient in terms of international comparison and global decision – making.*”

In the face of the expectations of the Bureaux, it was also expected that *“the CARICOM programme must have the requisite human resources and financial resources to carry out its functions”*

Bureaux also cited the following roles of the Secretariat in relation to national machineries in furthering Gender Mainstreaming initiatives within the region:

Table 3.3: The Role of the Secretariat and National Machineries in effecting a GM Strategy

Role of Secretariat	Role of Bureaux
1. To promote and support the development of policies and programmes for the advancement of women specifically and gender sensitive policies and programme strategies generally, based on the principles outlined in the Beijing Platform of Action	1. To act as a Lead Agency at the national level, playing a pivotal coordinating role to integrate gender in plans, programmes, projects in major state agencies
2. Ensure compliance with UN guidelines within the operations of national machineries	
3. To monitor the collective implementation of GMS at national levels in policy, programme and budgetary terms, to ensure sustainability	2. To assist in the monitoring and evaluation of GMS in policy, programme and budgetary terms at the national level.
4. Be more proactive and vocal on issues at regional and international fora, and provide guidance especially at critical junctures when such leadership is required. E.g. UN meetings on Women and Gender, Commonwealth Secretariat meetings, OAS-CIM meetings.	3. To support the development of national gender sensitive policies and programmes, including research initiatives.
5. To facilitate regional research on issues of gender, through - inter alia - the creation of a regional profile of the status of women and men in the Caribbean	
6. To establish gender Best Practices, through the collection and dissemination of gender indicators and statistics	
7. To network and act as a liaison where	

necessary between regional NGO and relevant government agencies.	
8. To assist with capacity building by providing technical assistance, and data and research information on emerging gender issues and trends in the region	

3.4.8 Recommendations

Recommendation made to optimise the relationship between the Secretariat and the Bureaux are addressed in the next section which addresses the Gender Mainstreaming Strategy

SECTION 4

THE GENDER MAINSTREAMING STRATEGY

4.1 The Existing Gender Mainstreaming Strategy

Throughout its work, the CARICOM Secretariat has made a strong call for women and men to be treated equally in regional development policies, as implemented through various developmental organizations, including the Gender and Women's Bureaux of its member states.

In this regard, in its Strategy - Framework of Social Justice & Gender Equality (2003), the Secretariat identified as its overall goal:

...the building of new structures of power-sharing at the household, community, national and regional 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.

Further to this, the Secretariat, in its ***Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes***, established 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. It was specifically designed to:

1. Encourage a more strategic approach to pursuing gender equality, reflected in macro-economic, social and governance policies and programmes.
2. Facilitate the involvement of Ministers responsible for Women's/Gender Affairs in discussions and negotiations related to broader macro-economic policies and programmes.
3. Bring the regional desk into the mainstream of the concern of major sections of the Secretariat, which, may translate into increased political, technical and financial support
4. Provide a practical basis for increased collaboration between the desks, the relevant Ministries and the relevant NGOs;
5. Create and/or strengthening of focal points demonstrating the relevance of gender.

The Framework on Mainstreaming Gender was approved at Roundtable for Ministers in charge of Women's/Gender Affairs and the COHSOD Meeting held in 2001. The strategy utilized model which addressed ideological and material relations of gender which was used to analyze the impact of these relations on three areas: Education, HIV/AIDS and Labour. Based on the analysis, policy and programme options in the three areas were suggested.

The overall aim of the gender mainstreaming strategy was ‘the building of new structures of power-sharing at the household, community, national, regional and global levels and to enable men and women to participate fully in developing a system of cooperation in decision-making, as equal partners in the sustainable development of their societies.

The objectives of the Social Justice/Gender Equality Framework were:

- To identify the functioning of the ideological and material relations of gender within the private and public spheres in relation to each priority area.
- To evaluate the differential impact of these relations on women and men.
- To suggest indicative policy and programme options in relation to each priority area.

In relation to Education indicative policy options focused on:

- A revaluing of teaching and raising of salaries to:
 1. Raise the status of teaching
 2. Attract more males into teaching
- The inclusion of gender training as mandatory component of teacher education for teachers at all levels.
- Pre-service and in-service training for teachers and parenting education on gender socialisation
- Eliminating gender stereotypes in educational materials
- Carry out research studies to inform policy formulation and the design of intervention programmes.

In the area of Health the focus was on HIV/AIDS and the main indicative policy option identified was to mainstream gender in the Caribbean Regional Strategic Plan of Action for HIV/AIDS. Other options identified were:

- Make HIV/AIDS campaigns gender-sensitive
- Emphasise link between gender relations and spread of HIV/AIDS in both formal and non-formal education programmes
- Consider beginning pay increases for nurses with those caring for HIV/AIDS patients
- Undertake a drive to recruit men in the nursing profession
- Provide care for dependent children of parents with HIV/AIDS
- Change terminology from mother to child transmission to parent to child transmission
- Target MSM, female sex workers, women and men of reproductive age for public education programmes and for dialogue.

In the area of Labour indicative policy options included the following:

- CARICOM should immediately implement its decisions to count unwaged work
- Begin the process of redefining labour as represented in social dialogue
- Carry out an audit of work based organisations
- Mainstream gender into the EU funded project on continued tripartite consultation

The proposed structure for implementation included structures at the regional and national levels. At the regional level it was recommended that the Gender Unit at CARICOM to be

relocated to Human Resource Development Programme and that a Multi-agency Steering Committee be established to monitor GMS Implementation Strategy. At the national level it was recommended that a multi-agency national committee be established including representation from the Bureaux of Women Affairs, Ministries of Education, Teacher Training Institutions, Principals, Teachers, Students, Parents and Employers.

It was also decided by the Secretariat at the October 2001 Meeting that the Gender and Development Unit should:

1. 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. Immediately begin to concentrate on the three new priority areas, while 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

In spite of these decisions for inter-directorate collaboration however, discussions at the fourth meeting of the COHSOD on “Investing in Human Capital with Equity”, did not consider issues of gender as integral to discussions of equity, even in the face of dialogue around issues with obvious gender implications such as HIV/AIDS. Regrettably too, there has been no consistent and deliberate implementation strategy for follow up on issues identified through the Beijing and Beijing +5 preparatory process except in the area of Gender and Education, which has been regularly reported to COHSOD Meetings. Moreover, there seems to be no clear articulation between the efforts of the Secretariat towards gender equity and the Charter on Civil Society, the only document of establishment which speaks directly to gender and women’s concerns.

Yet, speaking at the opening of the twelfth meeting of the Council for Human and Social Development of April 2005, on Gender as a Crosscutting Element, Ambassador Lolita Applewhaite (Deputy Secretary-General of the CARICOM) bemoaned “*the persistence of old challenges and emergence of new ones that continue to impact upon the commitment to gender justice*” She advocated that “...to ensure that gender equality and women’s empowerment enter into National and Regional dialogue, there must be the political will and commitment to highlighting the nuances of gender differentiation.”³⁸

4.2 The Revised Gender Mainstreaming Strategy

4.2.1 Organisational structure for Gender Mainstreaming

The proposed revised strategy for mainstreaming gender in all aspects of the work of the CARICOM Secretariat is intended to build on the proposal accepted at the 2001 COHSOD meeting and is informed by recommendations coming out of the consultations held with

38 Remarks Delivered By Ambassador Lolita Applewhaite, Deputy Secretary- General Of The Caribbean Community (Caricom), At The Opening Of The Twelfth Meeting Of The Council For Human And Social Development (COHSOD), 27 April 2005, Georgetown, Guyana

various stakeholders as a part of this consultancy. Information emanating from internally from secretariat staff indicates that gender should be more central to the mission of the Secretariat. The centrality of gender to the work of the secretariat was seen as most relevant to the Human and Social Directorate (HSD) but representatives of programmes located outside of HSD did not generally see gender as being in any way connected to their specific area of work and was often contingent on an expressed need for inclusion of a 'gender component'.

The absence of such an interface was particularly noticeable in discussions with Pan-Caribbean Partnership against HIV/AIDS (PANCAP) staff. In spite of the acknowledged fact that the HIV/AIDS pandemic is not only a medical problem but is fuelled by social and political relations at the interpersonal level, of those interviewed, most did not immediately see the connections of the significance of gender to their specific area of work. Interestingly, this view was expressed, in spite of the fact that interviews were held at the same time as a special project undertaken by the Secretariat to review the Caribbean Regional Strategic Framework for HIV/AIDS in an effort to engender the framework. In fact, the view was expressed that in spite of the inter-sectoral approach to planning, there was generally an insufficient organic interface between and among Directorates and this was seen as a major contributor to the expressed constraints of the gender and development sub-programme.

There was also a concern that although there has been a conceptual shift away from women to considerations of gender both in development theory and practice, the work of the gender desk seems to continue to be more aligned with women's issues rather than embracing the wider concept of 'gender'.

The lack of relevance of gender to programmes outside of HSD may be due, in part, to the fact that the opinion was expressed that the interface between the Gender and Development 'Desk' and other programme areas seemed very *ad hoc*. This view is prompted, no doubt, by the fact that the Gender and Development sub-programme, led by a Deputy Programme Manager, is located in the HSD under the Director for Human Development with responsibility for Human Resource Development (HRD), Health and Youth and Gender in Caribbean Community Development. Of note is the fact that, although HRD and Health are at the level of programmes headed by a Programme Manager with responsibility for sub-programmes headed by Deputy Programme Managers, Gender and Youth are sub-programmes led by Deputy Programme Managers that report directly to the Director, Human Development (See Appendix 1).

In order to address the perceived low impact of gender on the work of the Secretariat several suggestions were made by Secretariat staff many of which implied an expanded structure differently positioned in the organisational structure. These included:

1. Repositioning the Gender and Development sub-programme within the CARICOM so that it is treated as a cross-cutting issue as is the environment and sustainable development.
2. If gender is to be seen as cross-cutting and impacting all areas of the Secretariat's work it should not be regarded as a sub-programme positioned in a particular

Directorate but should be relocated to the Office of the Deputy Secretary General which would also allow for a more direct link with Planning, Strategy and Evaluation as well as the Statistics Unit.

3. Introduce structural arrangements to allow for collaboration between and among the Gender programme and programmes in other Directorates.
4. Increase resources (human and financial) to create a more robust critical mass in the Unit with understanding and expertise in gender mainstreaming, programme implementation and monitoring and evaluation using gender indicators for tracking progress towards achievement of stated objectives.
5. Ensure that resources are used strategically and effectively. This would be enhanced with a clearly defined monitoring and evaluation strategy and the addition of personnel with these specialist skills.

The audit also solicited information from the external environment served by the Gender and Development programme namely representatives of the national women's machineries. The external scan was aimed at assessing their capacity needs and current approach to gender mainstreaming. The general finding was that the interface between the gender and development desk and the National Machineries needed to be strengthened and improved. Recommendations, however, had more to do with a work programme than with structures through which this could be facilitated.

A proposal for the restructuring of the Gender and Development programme to accommodate many of the recommendations made and to facilitate a more effective programme of gender mainstreaming in both internal and external environments is set out in Figure 4.!

As indicated earlier the recommendation is to establish the **Gender and Development Unit** in the **Office of the Deputy Secretary General** headed by a **Programme Manager** and which would report to the **Executive Management Committee**. This would allow the Unit to relate to all major programmes linked to Directorates and have a seat on all Councils; *viz.*, the Council for Human and Social Development (COHSOD); the Council for Trade and Economic Development (COTED); the Council for Foreign and Community Relations (COFTOR); and, the newly established Council for National Security and Law Enforcement (CONSLE). It is expected that such an arrangement would facilitate the development of strategies to ensure that the relevance and impact of gender is taken into account and strategically addressed in the design and implementation of major programmes of the secretariat in the areas of: the CSME, macro economic and trade policies and relations, agricultural development, industrial development, foreign policy and community relations, education and human resource development, culture and sports development and health.

The Gender and development Unit would also have strong linkages with two major groups in the external environment:

1. Long established funding partners including, *inter alia*, UNIFEM, the Commonwealth Secretariat, CIDA, UNFPA, UNICEF; and

2. National machineries in all CARICOM member states.

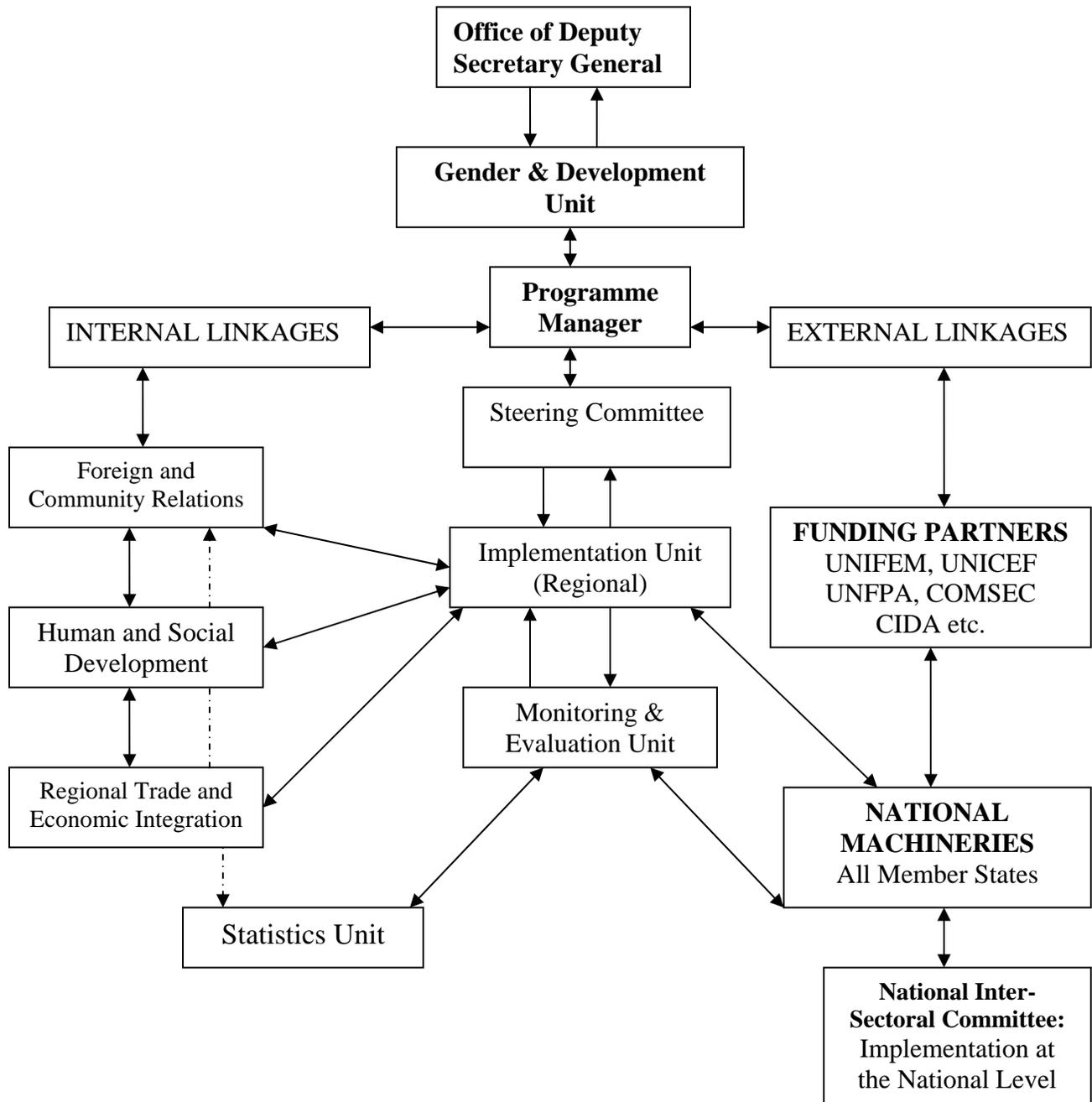
At the national level, Bureaux would need to establish **Inter-sectoral Committees** to ensure the translation of regional initiatives at the local level. In an effort to optimise the relationship between the Secretariat and the Bureaux, it was felt that beyond this the gender and Development Unit could:

1. Advocate at the regional level, with Heads of State and Ministries, to bring awareness of the importance of investing in gender and development issues through increased human and financial support to the national machineries.
2. Establish a Standing committee of Ministers Responsible for women's affairs to monitor national and regional implementation of the plan.
3. Act as the regional focal point for the collection of national and regional gender indicators to strengthen the regional profile of the status of women and men in the Caribbean and enhance awareness of regional and global influences of gender equality on the national and regional agendas.
4. Facilitate preparation for representation at international meetings eg. Commission on the Status of Women (CSW) and Commonwealth Secretariat meetings
5. Build consensus around the knowledge of gender equality as an issue of human rights.
6. Spearhead relevant research and education initiatives around issues of gender.
7. Facilitate training and lend technical assistance with sensitization on a national basis on activities pertaining to gender issues
8. Improve the level and quality of technical assistance provided to national machineries in the advancement of gender
9. Establish an organized schedule of visits to Bureaux to lend support and advice on key gender concerns.

The Gender and Development Unit would need to be adequately resourced and at the minimum would have to be expanded to incorporate **Implementation** and **Monitoring and Evaluation** sub-units staffed by individuals with the necessary skills in these specialist areas as well as in-depth understandings of gender, gender analysis and gender mainstreaming. The M&E sub-unit would of necessity need to interface with **Statistics Unit** to ensure that relevant indicators to track progress are used to guide data retrieval and storage.

A **Steering Committee** with representation drawn from both the internal and external environments which would advise on strategic directions for programming and play an integrative role in establishing linkages between and across programme areas.

Figure 4.1: CARICOM Secretariat: Structures for Mainstreaming Gender



4.2.2 Components of a gender mainstreaming work plan

Many of the indicative policy and programme options set out in the Plan of Action to 2005 in relation to education, labour and HIV/AIDS are yet to be addressed. It is strongly recommended that these activities form the core of the initial activities in the reorganised and elaborated Gender and Development Unit.

In addition several suggestions emerged from the internal consultations that need to be addressed by the Unit including:

1. Sensitisation of the public both within and without the Secretariat, particularly policy-makers, on gender issues and the mounting of a public education programme on gender and gender mainstreaming to ensure better understanding of its importance in transforming social, economic and political relations and promoting greater gender equality and social justice;
2. Efforts should be made to overcome the implementation deficit i.e the gap between agreement and delivery of the components of agreements.
3. CARICOM should employ research from the region to make people see the relevance and importance of gender.

Suggestions made by Bureaux that could be incorporated into a work plan for the G&DU included:

1. Facilitating regional research on issues of gender, through, *inter alia*, the creation of a regional profile of the status of women and men in the Caribbean.
2. Establishing best practices, through the collection and dissemination of gender indicators and statistics.
3. Acting as a liaison where necessary between regional NGO and relevant government agencies.
4. Assisting with capacity building by providing technical assistance, and data and research information on emerging gender issues and trends in the region

4.3 Resource allocation and cost benefit analysis for gender within the Secretariat

Job descriptions need to be developed to indicate the specific roles and functions of staff attached to the G&DU. At a minimum there would be the need for three technical appointments: the Programme Manager and two suitably qualified individuals with responsibility for assisting with implementation and monitoring and evaluating. There would also be the need for administrative support and clerical assistance and in the former case the individual should have skills in developing funding proposals. Support funding would also be sought from partners both regionally and internationally.

A budget for the operation of such a Unit would need to be determined based on a proposed work plan for a given period but at minimum should have lines to accommodate the following costs:

- staff costs (technical and administrative)
- travel costs for international meetings and movement to and from member states
- capacity building programmes for internal and external target audiences
- technical assistance to national machineries
- research in collaboration with regional entities and wide dissemination of findings
- policy dialogues in areas of critical concern to the region

The development of a cost benefit analysis framework would be informed by details of a work plan for a three to five year period and so cannot be reasonably proposed at this stage.

SECTION 5 CAPACITY BUILDING

5.1 Training

The building of a critical mass of persons equipped with the understandings and tools for gender mainstreaming will be critical to the successful implementation of a CARICOM GMS. The internal scan, however, revealed that only five respondents had been the beneficiaries of training that was designed to build awareness of gender. Two of these were sent on the training by the Secretariat. The remaining three had done this as part of their discharge of other portfolio responsibilities or while they were students at a tertiary level institution.

It was unanimously agreed by all those interviewed that training that was designed to build gender awareness was, in principle, a good thing. Since gender was a cross-cutting concept, it was important that the Secretariat staff understood more about it. That which was deemed to be of crucial significance was the contents of the training.

The following areas were suggested as being integral to any useful gender training for the Secretariat:

- Definitions
- Gender Analysis Tools – how to use monitoring instruments and indicators.
- Development issues, specifically regional development issues, within which framework gender and gender analysis should be presented.
- Gender in the context of policy development: most of CARICOM's work is policy oriented.
- Measurement of men's work and women's work
- Building partnerships across the gender divide, i.e between men and women, in the workplace.

The staffers also insisted that the training be relevant to their work and should be centered in the realities of the Caribbean. The training should stress the importance of gender as 'inter-disciplinary and trans-thematic' it was suggested that the training be concise, and one group suggested that it be held outside of the Secretariat so that staffers could give their full attention to it.

A suggestion was also offered that it might be useful to add this onto the orientation programme for new staff. This, it was acknowledged, would not solve the problem of training for the staff that are currently employed

The gender sensitivity and awareness training incorporated in this project was structured based on the findings of the internal scan and included:

1. An introduction of basic concepts related to *gender*, in an attempt to address common misperceptions of the term as one that is exclusive to the concerns of women.

Definitions will address *gender* as an issue of power within and between various groups in competition for resources.

2. A Case Study Approach was used in an effort to adequately situate *gender* within a context that allows for consideration of the regional (and global) realities of both sexes.
3. How Gender Mainstreaming can be achieved both internally, in the development of systems, processes and policies, and externally, in the dissemination of knowledge to relevant stakeholders. In this regard, thought was given to specific strategies, which identify centres of responsibility in the process of gender mainstreaming and a monitoring and evaluation programme to ensure its successful implementation.
4. An evaluation of the Training Programme to determine future directions for training.

5.2 Report on CARICOM Training Workshops for Gender Audit Project

5.2.1 Overview of Training programme

The gender mainstreaming workshops were delivered over the period 2008, October 09 through 10 to thirty-eight participants in the Annexe of the CARICOM Secretariat in Georgetown, Guyana. This was part of Component #4 of the project, Capacity Building, and was intended to ensure that a number of CARICOM workers would be trained in gender mainstreaming techniques. The design and content of the workshop were informed by the Terms of Reference, the findings of preliminary project activities including elite interviews and group discussions with members of staff of the Secretariat, as well as, internal and external scans of the Secretariat's policies around issues of gender. Four workshops were presented to four mixed groups of CARICOM staffers over the period, each three and a half hours in duration.

It is to be noted that a gender awareness survey undertaken in 1998 by the officer at the Women's Desk found, inter alia, that there were varying levels of gender awareness in the Secretariat; challenges to the instituting of gender mainstreaming in the Secretariat; and need for interventions to mainstream gender into the life and work of the Secretariat, recognition of a multiplicity of gender issues that impinges on the development of the Region. With changes in the composition of staff and what the Terms of Reference describe as 'new and/or deepened mandates', the urgency of providing staff with these skills became heightened. The context created by all of these referenced factors informed the workshop objectives.

5.2.2 Workshop Objectives

The training was designed to offer staff members:

1. An introduction of basic concepts related to *gender*, in an attempt to address common misperceptions of the term as one that is exclusive to the concerns of

women. Definitions addressed *gender* as an issue of power within and between various groups in competition for resources.

2. An understanding of Gender as an issue of development
3. Exposure to the process of Gender Mainstreaming and how it can be achieved both internally - in the development of systems, processes and policies - and externally, through the dissemination of knowledge to relevant stakeholders. In this regard, a Case Study Approach was used, which situated *gender* within a context that allows for consideration of the realities of both sexes.

The time allowed for the workshops, largely, defined the ways in which the workshop objectives would be operationalised in the content.

5.2.3 Workshop Content

The workshop was presented in six sections (See **Appendix 6**):

1. Concepts related to Sex and Gender
2. Gender as a Structure of Social Organization
3. Gender as a Development Issue (WID and GAD)
4. Gender Mainstreaming: A Strategy For Promoting Gender Equality
5. Gender in Policy Formulation
6. Tools and Strategies for a Gender Analysis

The concepts that were dealt with in the first section were situated within the notion of the politics of identity. Participants were encouraged to recognise the matrix of identities that are attached to persons and groups and to explore the issues of power that were entwined therein. This important idea of inter-sectionality of identities was reinforced at the beginning of the second section of the workshop. The second section then exposed the participants to the ways in which patriarchy and capitalist ideologies in the Western world were complicit in creating gender ideologies that facilitated a sexual division of labour designed to fix men and women in different and unequal social spaces and roles.

Section Three focused on gender as issue of development, particularly because the CARICOM Secretariat's interventions are undertaken, largely, within the ambit of regional development. The participants were at this time taken quickly through the history of women and development and considerable focus was placed on the ideologies that had informed the various movements in that history. In Section Five the focus was on the philosophy underlying gender mainstreaming while Section Five focused on the kinds of questions and considerations to be included in that critical tool for gender mainstreaming - gender analysis. The workshop concluded with attention being paid to the critical importance of monitoring and evaluation at all stages of the process of gender mainstreaming and identified indicators to be used in this process.

5.2.4 Workshop Evaluation

Every effort was made to get participants to complete the workshop evaluation instrument (See **Appendix 7**) and most, but not all did so. Most of the participants were pleased with the content and conduct of the workshop.

Generally, participants believed that the workshop was a useful one, which was “thought provoking” and allowed meaningful dialogue around the concept of gender and related issues.

In this regard, participants recorded the following positive comments:

- This was an excellent workshop. It has enabled me to understand the issue of gender a lot better and how important it is to address gender issues at the conception of any process instead of at the end or only when lack of consultation threatens to derail any entire project.
- Much appreciated this workshop as it contributed to a better understanding of the topic.
- A very good w/shop. Well-timed and very informative. Has helped me greatly in now understanding gender mainstreaming.
- Session was very interesting and thought provoking. I’m leaving here with my many thoughts and questions in better perspective. Thank you.
- Workshop was very interesting and thought provoking. It brought an issue that is frequently overlooked to the forefront in my mind. I’m sure that it will now provide me with a useful frame work for analyzing policies in the future.

Some participants even suggested follow-up workshops, through which discussions could be continued and issues of gender analysis, gender mainstreaming and monitoring & evaluation further explored.

- However, follow up is required to touch more on the analysis / mainstreaming / monitoring / evaluation aspects.

These follow up training sessions, it was felt, could be even further enhanced if they were tailored to the specific needs of the various Secretariat departments, which would allow for appropriate implementation of the principles learned. Participants suggested:

- For a follow-up workshop we could distinguish/separate staff according to needs, background etc. i.e. Programme Managers as a group etc.
- There should be follow-up workshops with reps from each quadrants/programme to ensure that there is the transfer from theory to practice.
- A similar workshop should be organized and each dept/unit mandated to attend a specific date and time, so that those were not initially “interested” would still realize the importance and relevance of the discussion to all aspects of the secretariat’s work.

Participants did however feel that the time allocated to the workshop was inadequate, indicating that the workshop “needed more time... two sessions would have been more adequate.”

Other suggestions to improve the workshop included an increased focus on male participation and issues of male marginalization. Participants noted that “...my session could have benefitted from more male participation,” and a little more information on marginalization of men could also be presented.

In addition to giving their overall perceptions, participants were also asked to rate various aspects of the Workshop, in relation to it’s a) organisation and b) content & delivery.

Participants’ opinions were captured using a Likert scale, on which they were asked to indicate their level of agreement with statements around the two afore-mentioned aspects of the workshop.

5.2.4.1 Organisation

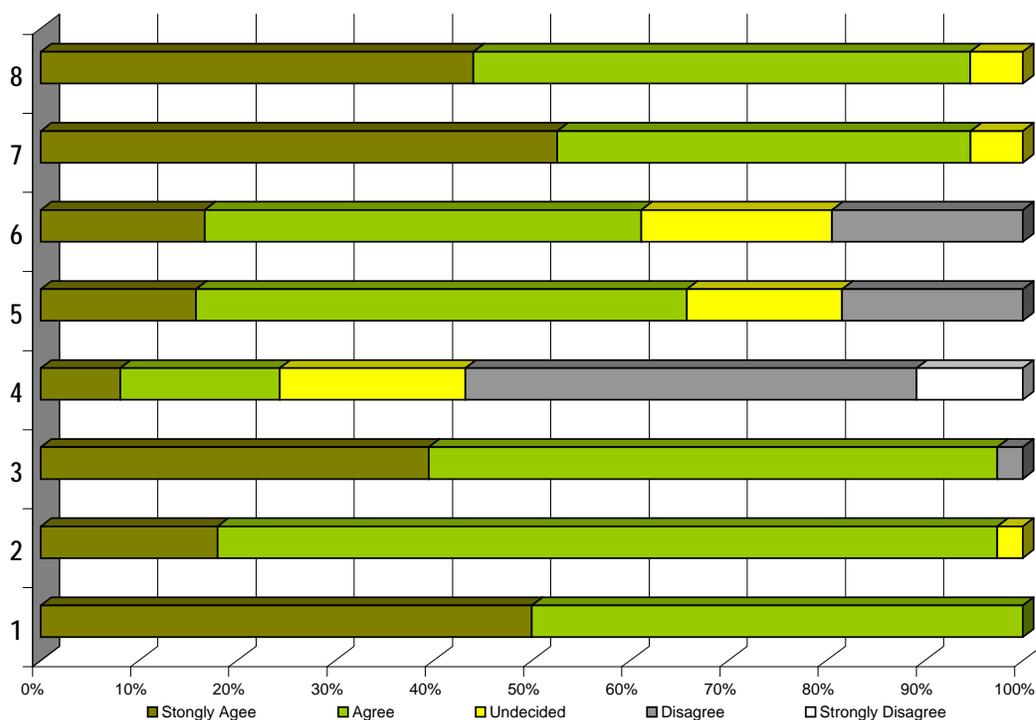
1. With regards to the organisation of the Workshop, all participants agreed that the objectives of the workshop were clearly stated, with half strongly agreeing that this was the case
2. One participant was undecided as to whether the objectives of the Workshop had been met.
3. Similarly, only one participant believed that the activities used throughout the workshop were not useful for understanding the concepts. All other participants either agreed (22 / 57.9%) or strongly agreed (15 / 39.5%) that the activities were useful as intended.
4. Consistent with comments around the adequacy of the time dedicated to the workshop, only nine of the 38 participants believed that the time given for activities was adequate. More than half of the participants (21 / 56.7%) disagreed that the time for activities was adequate.
5. Similar responses were received from participants, with regards to the time given to assimilate the material presented at the Workshop. In this instance 13 participants (34.2%) either disagreed or were undecided about the sufficiency of time allocated to assimilate material presented.
6. Only two participants believed that the use of a power point presentation and the venue of the workshop, were not suitable to achieving its objectives.

The following graph and table gives additional detail:

Table 5.1: Participants' Evaluation of the Organisation of the Gender Training For Policy, Planning and Development Workshop

	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%	N	%
1. The objectives of the workshop were clearly stated	19	50.00	19	50.00						
2. The objectives of the workshop have been achieved	7	17.90	30	78.90	1	2.60				
3. The activities were very useful for understanding the concepts	15	39.50	22	57.90			1	2.60		
4. The time given for activities was adequate	3	8.10	6	16.20	7	18.90	17	45.90	4	10.80
5. The pacing of the workshop activities was good	6	15.80	19	50.00	6	15.80	7	18.40		
6. There was not enough time to assimilate the material presented in the workshop	6	16.70	16	44.40	7	19.40	7	19.40		
7. The use of a power point presentation was good for summarizing the main points of the sessions	20	52.60	16	42.10	2	5.30				
8. The venue was suitable for the workshop	17	43.60	19	50.00	2	5.30				

Figure 5.1: Participants' Evaluation of the Organisation of the Gender Training For Policy, Planning and Development Workshop



5.2.4.2 CONTENT and DELIVERY

1. With regards to content and delivery of the Workshop, all participants either agreed (10 / 27%) or strongly agreed (27 / 73%) that the workshop helped to better their comprehension of the concepts of gender.
2. Similarly most participants either agreed (10 / 27%) or strongly agreed (25/ 69.4%) that the workshop helped to situate gender as a structure of social organisation. In this regard however, one participant remained undecided.
3. While most participants indicated comprehension of the concepts presented, more than half of the sample (22 / 57.9%) indicated that it did not leave the workshop aware of how to conduct a gender analysis. This could be a reflection of the time constraints.
4. Overwhelmingly, participants believed that the Workshop exposed them to new concepts. Six of the 38 participants, however felt that they had learnt little that was new to them.

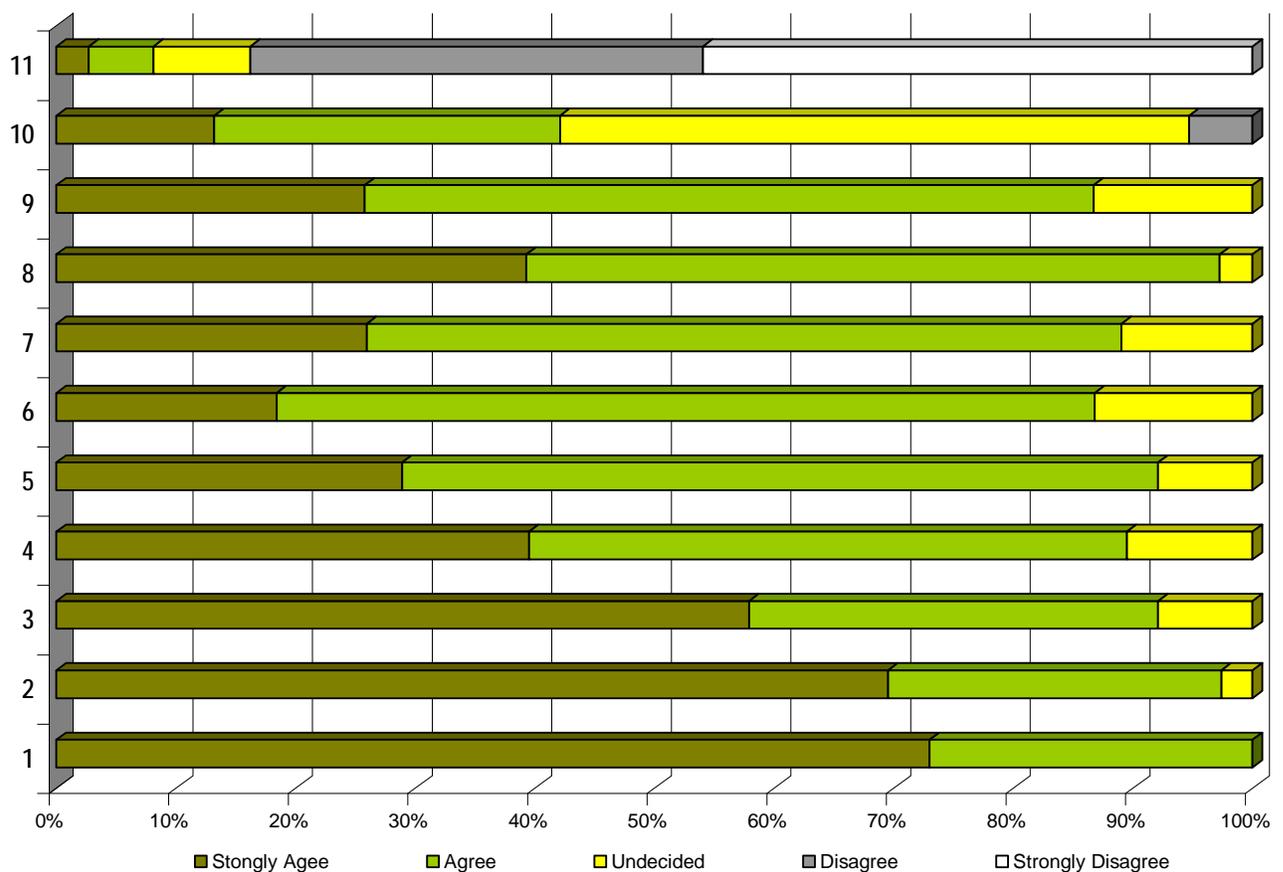
Figure 5.2 and Table 5.2 give additional detail:

Table 5.2: Participants' Evaluation of the Content and Delivery of the Gender Training For Policy, Planning and Development Workshop

	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%	N	%
1. The workshop has helped me to understand more clearly the concepts of Gender	27	73.00	10	27.00						
2. The workshop has helped me to understand more clearly the concept of Gender as a structure of social organization	25	69.40	10	27.80	1	2.60				
3. The workshop has helped me to understand more clearly the distinction between WID (Women in Development) and GAD (Gender and Development)	22	57.90	13	34.20	3	7.90				
4. The workshop has helped me to understand more clearly the concept of Gender Mainstreaming	15	39.50	19	50.00	4	10.50				
5. The workshop has helped me to understand more clearly the concept of Gender Analysis	11	28.90	24	63.20	3	7.90				
6. The workshop has helped me to understand more clearly the process of Monitoring & Evaluation (Indicators)	7	18.40	26	68.40	5	13.20				
7. The workshop has helped me to understand more clearly the following concept of Gender in Policy Formulation	10	25.60	23	62.20	4	10.80				
8. I now understand the relevance of gender analysis as a priori stage of policy formulation	15	38.50	21	56.80	1	2.70				

	Strongly Agree		Agree		Undecided		Disagree		Strongly Disagree	
	N	%	N	%	N	%	N	%	N	%
9. I now appreciate the importance of selecting and using indicators for monitoring and evaluation	10	25.60	23	60.50	5	13.20				
10. I am now aware of how to conduct a gender analysis	5	13.20	11	28.90	20	52.60	2	5.30		
11. I have learnt very little that is new from this workshop	1	2.70	2	5.40	3	8.10	14	37.80	17	45.90

Figure 2: Participants' Evaluation of the Content and Delivery of the Gender Training For Policy, Planning and Development Workshop



5.3 Summary

It was very unfortunate that the time allocated for the workshop could not have been extended. The data emerging from the group discussions clearly point to the desire on the part of staff members to have the tools to conduct proper gender analysis. The data also pointed to the confusion around the definition and application of foundation concepts. While the case studies were a serious attempt to get practical application of the concepts, it was impossible to deliver properly in the limited time on all of these critical requirements. It was

also regretted that more of the staff members were not present at these workshops since it is clear that the skills that were the core of the workshop were ones that were needed.

5.4 Recommendation

It would seem a matter of urgency that the Secretariat arranges for follow-up workshops that will allow the staff members to experience more in-depth application of the tools of gender mainstreaming.

APPENDIX 2:

THE TERMS OF REFERENCE

1. BACKGROUND

The CARICOM Secretariat is the principal administrative organ of the Community and is headed by the Secretary General who is the Chief Executive Officer of the Community. The Community stands on four pillars - economic integration, foreign policy coordination, security and functional cooperation and as such, the organisation of the administrative organ reflects those principles. The Secretariat is tasked to provide dynamic leadership and service in partnership with Community institutions and groups, toward the attainment of a viable, internationally competitive and sustainable Community, with improved quality of life for all. To make the most of opportunities, an institution must have both the will and the ability to take action as it seeks to fulfill its mandates. In this regard, there is need to increase efficiency, strengthen ownership, and plan for the future through organisational assessments that are participatory, inclusive and sector driven.

The area of functional cooperation deals essentially with human and social issues that form part of the development agenda. The Gender and Development programme is anchored within that organisational structure and derives its challenges and mandates from the ways in which marginalization and inequalities are expressed. Further, the issues associated with functional cooperation underpin the operationalisation of the CARICOM Single Market and Economy and it is fundamental that the area including gender is enhanced if the quality of life is to be improved and economic development realised.

There have been two CARICOM Regional Plans of Action: *Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000* and *Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes*. The former Plan detailed the pre-Beijing process, problems with the ideological shift from the Women in Development (WID) to the Gender and Development (GAD) approach, and more importantly, a forward looking plan that could accommodate the priorities of the individual nation states. The latter provides the 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.³⁹

As part of the process of institutional strengthening, the last gender awareness survey in the CARICOM Secretariat was done in 1998 guided by the then officer at the Women's Desk and administered by an independent consultant. The process of triangulation was used to accommodate the multiple realities that exist in the organization; hence there was the collection of data from a variety of sources, namely survey questionnaire, interviews and focus group, to understand the level of gender awareness in the secretariat; the extent to which gender mainstreaming occurs; and receptivity to preparation for achieving this objective and the strategy for doing so.

The findings of this study indicated:

- ❑ varying levels of gender awareness in the Secretariat;
- ❑ recognition of a multiplicity of gender issues that impinges on the development of the Region;
- ❑ varying levels of awareness as to the work of the Women's desk and the production of documentary materials;
- ❑ challenges to the instituting of gender mainstreaming in the Secretariat; and
- ❑ organisational development that perpetuates and reinforces gender notions of gender relations.

The study, also, recognised that there was need for interventions to mainstream gender into the life and work of the Secretariat that were grouped together into four strands: strengthening of the machinery in the Secretariat; promoting collaboration among programmes as well as within and across Directorates; training; and information dissemination and utilisation.

³⁹ *Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes.*(CCS, 2003)

Since that gender analysis was completed, the Secretariat has undergone several changes – not the least of which is staff mobility, new and/or deepened mandates and relocation to its new Headquarters. These social and environmental changes have impacted upon its operations and ways of doing business. Further, as the Secretariat moves towards restructuring and an institutional audit, it is timely that a gender evaluation is undertaken to ascertain the extent to which conditions and standards are present to promote the twin-track approach to gender mainstreaming.

2. OBJECTIVES OF THE ASSIGNMENT

The main objective of the audit is to promote organisational learning at the individual, work unit and office levels that would facilitate the promotion of a gender-responsive development in the CARICOM Secretariat as a whole. The gender audit coverage comprises both an external assessment of key stakeholders' development objectives and an internal organisational assessment. Thus, the specific objectives of the gender audit are to:

1. Analyse the gender capacity of the Secretariat's Programme and its institutional capacity (i.e., networking, partnerships, co-operation, etc.) to determine the levels of gender mainstreaming;
2. Assess and analyse the gender knowledge, attitudes and awareness of Secretariat's staff, resulting in a gender action plan, a gender capacity building plan and a gender policy to facilitate gender mainstreaming of Secretariat's work programme and mandates;
3. Examine the documents, systems, procedures and processes with respect to gender sensitivity in recruitment, promotion, training; and
4. Develop a Gender mainstreaming Action Plan and Gender Capacity Building Plan for the Secretariat toward promoting gender equality.

3. SCOPE OF THE ASSIGNMENT

Component 1 (a): Desk Review and Internal Assessment

This component will involve a review using document analysis, interviews, surveys, focus group discussions of the procedures, processes and tools used to integrate gender into the Secretariat and its programmes. In this regard, the Consultant (s) will:

- Analyse the integration of gender mainstreaming policies and principles into programmes and Secretariat systems and procedures

The focus of analysis should be on those priority areas in which the Secretariat has worked in recent years and identify the key issues relevant to gender mainstreaming. This may require a series of interviews with staff, administering of a survey questionnaire and a desk study of the relevant documents, systems and tools including:

- Revised Treaty of Chaguaramas
- CARICOM Charter of Civil Society
- *Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000*
- *Plan of Action to 2005: Framework for Mainstreaming Gender into Key CARICOM Programme*
- CARICOM Secretariat's Staff Rules (1970s)
- Annual Work Programmes of the Directorate of Human and Social Development
- Ministerial mandates articulated by the various Councils in particular Council of Human and Social Development and the Conference of the Heads of Government
- Statements relating to issues of gender equality and women's empowerment
- Secretary General's Annual Reports
- Reports of the Bureaux of Women's/Gender Affairs Meetings
- Assessments conducted by other stakeholders.

Component I (b)

- Development of a questionnaire to gauge the perceptions and ideas of Secretariat staff about gender equality in the Secretariat and its programmes.
- Analysis and reporting of the data collected from the survey and interviews.

In developing the sample, the sample size and representation across the Secretariat regarding levels, programme areas, expertise and experience and sex should be significant. The survey may address the broad categories of programming and organizational framework and

dynamics covering topics such as programme planning, technical expertise, monitoring and evaluation, human and financial resources and organisational culture.

Component I (c)

- Prepare a sustainability analysis with respect to gender outcomes

Following the completion of the interviews and focus groups process, and the review of relevant documents and operational systems, the consultant (s) will undertake an analysis and complete a report addressing the following issues: gender equality, programme strategies, gender advice, information and technical support.

Component 2: Draft guidelines on gender equality and gender mainstreaming

This component will seek to articulate a gender mainstreaming strategy for the Secretariat. It is also aimed at enhancing gender equality in the workplace. A gendered cost benefit analysis would also be undertaken to provide information to assist in advocating and planning programmes that are gender responsive. Consequently, a tool would be developed to monitor and evaluate the coordinated and sequenced attempt to integrate gender into programmes. The Consultant (s) will therefore be expected to:

- Develop and harmonize the gender and development monitoring instruments with regard to Gender Mainstreaming strategy
- Prepare a resource allocation and cost benefit analysis for gender within the Secretariat

Component 3: External environmental scan

This section will assess the advancement of gender issues within a particular external environment

This component will involve focus group discussions with representatives of the national women's machineries aimed at assessing their capacity needs and current approach to gender mainstreaming. This will provide the basis for the external environment scan which in turn would provide insight to the perceptions of achievement on gender mainstreaming and

equality among key stakeholders as well as current gender issues. The Consultant (s) will be expected to:

- Hold discussions (telephonic or email) with a cross-section relevant representatives of the national women/s machineries and national planning departments
- Document sectoral and/or regional differences in achieving gender objectives and outcomes.

Component 4: Capacity Building

The Consultant (s) shall facilitate four (4) half day gender mainstreaming workshops aimed at building capacity to integrate gender into various policies, programmes and projects. The Consultant (s) will;

- Organise and facilitate capacity building workshops for gender mainstreaming.

Component 5: Report

The Consultant (s) will produce:

1. Report of not more than 70-75 pages containing the following elements:
 - baseline data on the levels of gender awareness in the Secretariat;
 - information on the extent of gender equitable working environment;
 - information on the extent to which gender mainstreaming has taken place within the Secretariat;
 - gendered cost benefit analysis; and
 - current gender issues and debates within the Secretariat.
2. Gender Mainstreaming Strategy
 - budget for the Secretariat that addresses the institutional capacity needs for its policy and programmatic activities vis à vis the Region;
 - recommendations on how to strengthen gender equality and mainstreaming in project design and implementation, including programme strategy, formulation and reporting; and
 - recommendations should be made for training and other systems of analysis, review, monitoring and evaluation of gender issues in the Secretariat programmes.

Timing and Level of Effort

The Consultant (s) will be expected to spend an estimated 40% of their contracted twenty-four (24) days spread over three (3) months at the CARICOM Secretariat. The gender audit is expected to commence in June 2007. The completion date is expected to be in September 2007. A specific schedule for activities, deliverables, and completion will be detailed as part of the work plan for the gender audit to be developed at the initiation of the gender audit. The schedule of tasks is set out below.

No	TASKS	No of days
1	Preliminary Work Plan and monitoring instrument	3
2	Desk review (virtual)	2
3	Internal assessment (Secretariat)	5
4	External scan (virtual)	3
5	Capacity building workshops (Secretariat)	4
6	Report preparation (virtual)	7
7	TOTAL	24

4. DELIVERABLES

At the conclusion of each of the following components, the following deliverables are expected:

Component 1: Desk Review and Internal Assessment

- Detailed work plan and schedule for the gender audit process
- List of key issues from the review of background materials and the findings of the surveys

Component 2: Draft guidelines on gender equality and gender mainstreaming

- Draft guidelines on gender equality and gender mainstreaming

Component 3: External scan

- Findings on the sectoral and regional differences in gender mainstreaming, gender equity and current gender issues

Component 4: Capacity Building

- Workshops (number of persons trained in gender mainstreaming techniques)

Component 5: Report

- Draft report of not more than 70- 75 pages containing the following elements:
 - internal assessment of gender knowledge and organisation culture
 - external environmental scan
 - gender mainstreaming strategy
 - resource allocation and cost benefit analysis for gender within the Secretariat
- Final report in electronic and hard copy submitted and approved by CARICOM Secretariat and UNIFEM

5. Expertise Required

The Consultant (s) gender audit will have expertise in gender and development i.e. gender mainstreaming strategies, gender capacity building, social policy planning and development; organisational development and training. Previous experience with gender mainstreaming at the regional and international levels within development agencies will be an asset.

5. Project Management and Coordination:

The consultant will be managed by the Deputy Programme Manager, Gender. The coordinator shall be the Assistant Secretary General, Human and Social Development.

APPENDIX 3:

Internal Assessment Instrument

Questions/Issues for the Interviews for CARICOM

Interviewee:.....

Portfolio Responsibility.....

Date of Interview.....

Time Interview started.....

Time Interview ended.....

1. What do you understand by the concepts 'gender' and 'gender-mainstreaming'?
2. In your opinion how important is 'gender' to your specific area of work at CARICOM?
3. Are there any ways in which the work of the Women's Desk and the work of your Unit interface?
4. Are you aware of the Work Plan for the Women's Desk and does it, in a formal way, interface with your own unit/section Unit Plan?
5. Are you aware of *Gender Equality Social Justice and Development: Plan of Action to the Year 2000* that was an outcome of Beijing (1995) and recommended as follow-up and the publication, *Status of Gender Equality* in CARICOM?
6. Do any of the activities or recommendations of this POA have implications for your own responsibilities/Work Plan?
7. Are you aware of *The Plan of Action to 2005: Framework for Mainstreaming Gender into key CARICOM Programmes*?
8. Does either of these POAs influence your work in any way overtly or otherwise?
9. Have you ever been involved in any initiatives, either in-house or external to CARICOM that were aimed at building awareness of gender?
10. If not, is this something in which you think the Secretariat should invest?
11. If these initiatives were provided what would be your particular areas of interest? Why?
12. Is there need for a stronger mandate for addressing gender in CARICOM?

13. Is gender sufficiently central to the mission, vision and realities of the secretariat's work and the region?
14. Is the Women's Desk, as it is currently constituted, adequate for the work that it is currently required to do?
15. If you had the opportunity to influence structural change in the organization, how would you task the Women's Desk? Would any changes have to be made to facilitate your vision and if so what would these be?
16. Do council meetings (and the decisions that come from them) really influence what happens in member states? How functional is the relationship between Secretariat and member governments and their technocrats? How do you see this relationship affecting the secretariat's plans to mainstream gender into the work of CARICOM?
17. In your opinion, how critical is gender to the various pillars of CSME?
18. In your opinion is gender an over-rated concept for organisations such as CARICOM?



APPENDIX 4: INTERNAL SCAN INSTRUMENT
THE CARIBBEAN COMMUNITY SECRETARIAT
Gender Audit

DATE: _____

The findings of the Gender Audit will be used to facilitate organizational learning at the individual, work unit and office levels that would facilitate the promotion of a gender-responsive development in the CARICOM Secretariat. Thank you for taking the time to complete the following questions.

1. Sex:

¹ Male ² Female

2. Age Range:

¹ 20 - 29 ² 30 - 39 ³ 40 - 49
⁴ 50 - 59 ⁵ 60 and over

3. Years of Employment at the Secretariat:

¹ 0 – 5 years ² 6 – 10 years ³ 11 -15yrs
⁴ 16-20 yrs ⁵ more than 20 years

4. In which Directorate do you work?

¹ Foreign and Community Relations
² Human and Social Development
³ Regional Trade and Economic Integration

5. As far as you are aware, do hiring practices at the Secretariat favour one sex over the other?

¹ Yes ² No

6. If you said “Yes” to item 5 above, select the group which in your opinion is favoured and say why:

Males: _____

Females: _____

7. If you said “No” to item 5 above, give reasons for your opinion

¹ _____
² _____
³ _____

8. Which of the following best describes how you became aware of a job opportunity at the CARICOM Secretariat?

- | | | | |
|-----------------------|--------------------------|--|--------------------------|
| 1 Advertisement | <input type="checkbox"/> | 2 Word of mouth (Friends / Colleagues) | <input type="checkbox"/> |
| 3 Personal invitation | <input type="checkbox"/> | 4 Other (Please Indicate) | <input type="checkbox"/> |
-

9. As far as you are aware, do males or females have greater opportunity for advancement, through promotion, in the institution?

- 1 Males 2 Females 3 Neither

If you think that one sex is more favoured, identify the barriers that restrict the movement of the other group:

- 1 _____
 2 _____
 3 _____

10. Which of the following two statements best reflects your understanding of gender?

- 1 Gender means giving equal attention to men and women
 2 Gender is an unequal relation of power between men and women that permeates all aspects of life

11. In your opinion how important is 'gender' to your specific area of work at the CARICOM Secretariat?

- 1 Very important 2 Important
 3 Somewhat important 5 No at all important

12. To what extent does the work of the Gender Desk at the Secretariat interface with the work of your unit?

- 1 To a great extent 2 To some extent 2 Not at all

13. Are you aware of the following CARICOM Publications?

- | | 1
YES | 2
NO |
|---|--------------------------|--------------------------|
| a. Gender Equality Social Justice and Development: Plan of Action to the Year 2000 | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Status of Gender Equality in CARICOM | <input type="checkbox"/> | <input type="checkbox"/> |
| c. The Plan of Action to 2005: Framework for Mainstreaming Gender into key CARICOM Programmes | <input type="checkbox"/> | <input type="checkbox"/> |

14. Have you ever been involved in any initiatives, either in-house or external to CARICOM, which were aimed at building awareness of gender?

- 1 Yes 2 No

15. Is Gender training an activity in which you think the Secretariat should invest?

¹ Yes ² No

16. If these initiatives were provided what would be your particular areas of interest?

¹ _____
² _____
³ _____

17. Is gender sufficiently central to the mission, vision and realities of the secretariat's work and regional issues?

	¹ YES	² NO
a. The Secretariat's work	<input type="checkbox"/>	<input type="checkbox"/>
b. Regional Issues	<input type="checkbox"/>	<input type="checkbox"/>

18. Is there need for a stronger mandate for addressing gender in CARICOM?

¹ Yes	² No	Not Sure
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

19. Is Gender mainstreaming relevant to the work of the Secretariat?

¹ Yes ² No

20. If you had the opportunity to influence structural change in the organization what would you recommend to enhance the function of the Gender Affairs Desk in promoting a gender Mainstreaming strategy in the work of the Secretariat?

21. At this time the CSME is a CARICOM priority. In your opinion, how critical a consideration is gender to the establishment of the CSME?

¹ Very critical	<input type="checkbox"/>	² Critical	<input type="checkbox"/>
³ Somewhat critical	<input type="checkbox"/>	⁴ Not at all critical	<input type="checkbox"/>

22. In your opinion is gender an over-rated concern in organizations such as CARICOM?

¹ Yes ² No

Thank you for your time!

APPENDIX 5 CAPACITY BUILDING PROGRAMME

Slides 1&2

The Caribbean Community Secretariat



**GENDER TRAINING
for
POLICY, PLANNING and DEVELOPMENT**

The Centre for Gender and Development Studies

2

Workshop Objectives

- The Training is premised on the findings of preliminary activity including Focus group discussions with members of staff of the Secretariat as well as internal and external scans of the Secretariat's policies around issues of gender.
- It is designed to offer staff members:
 1. An introduction of basic concepts related to gender, in an attempt to address common misperceptions of the term as one that is exclusive to the concerns of women. Definitions will address gender as an issue of power within and between various groups in competition for resources.
 2. An understanding of Gender as a development issue.
 3. Exposure to the process of Gender Mainstreaming and how it can be achieved both internally - in the development of systems, processes and policies - and externally, through the dissemination of knowledge to relevant stakeholders.

Slides 3&4

3

Content Overview

1. Sex and Gender: Concepts and Definitions
2. Gender as a structure of social organization
3. Gender: A Development Issue (WID and GAD)
4. Gender Mainstreaming: Concepts and Issues
5. Tools and Strategies for a Gender Analysis
6. Monitoring & Evaluation (Cost Benefit Analysis)
7. Gender in Policy Formulation

4

SEX AND GENDER: CONCEPTS AND DEFINITIONS



Slides 5&6

5

The Politics of Identity **ACTIVITY #1**



Denzel Washington
Millionaire / Actor
 Elizabeth Taylor
Millionaire
 Mother Theresa
 Unidentified Poor
Young man
 Young man
 Unidentified
Differently-abled Woman

Bill Gates
Billionaire
 Oprah Winfrey
Billionaire
 The Dalai Lama
 Unidentified Poor
Old Woman
 Young woman
 Unidentified
Differently-abled man

6

The Politics of Identity **ACTIVITY #1**

1. Rank the following pictures / personalities in order of status and power, identifying the criteria you have used to arrive at this ranking.
2. Generally, do any of the men in the picture have more status and power than the highest ranked woman?
3. Is there any instance where any woman in the picture has more power and status than the highest ranked man?
4. If your answer to questions 2 and/or 3 was "Yes", what factors account for this?

Slides 7&8

7

DEFINITIONS - Sex and Gender

- The term 'sex' refers to biological differences between women and men. Biological differences are fixed and mostly unchangeable and vary little across cultures and over time.
- The term 'gender' refers to socially constructed differences between the sexes and to the social, economical and political relations between women and men. Gender identity depends on the circumstances in which women and men live and includes economic, cultural, historical, ideological and religious factors. Gender relations also vary according to the economic and social conditions of the society and differ between social and ethnic groups.

www.unecdc.org/stabs/gender/

8

DEFINITIONS - Sex and Gender

- Gender does not necessarily refer to differences or concerns linked to biological characteristics of women and men, although gender-based differences and sex-based differences are often interrelated. Whereas sex-based differences are unchangeable, gender-based differences and gender relations are affected by policies, regulations and legislations, and can be changed.

http://www.kom.int/jahia/jahia/pid633

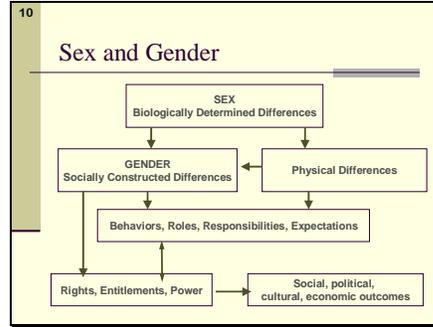
Slides 9&10

9

DEFINITIONS - Sex and Gender

What is not stated in these definitions and what needs to be noted, is that these behaviours, roles etc historically have been sex-linked and clearly differentiated so that different cultures are transmitted and received by males/females. Male culture is generally more highly valued by society so that the relationship between the sexes is hierarchical – male superiority/female subordination.

Of course, as we will see based on the intersection of other structures of inequality, there are subordinated males and dominant females. An important dimension of gender relations is a power differential.



Slides 11&12

11

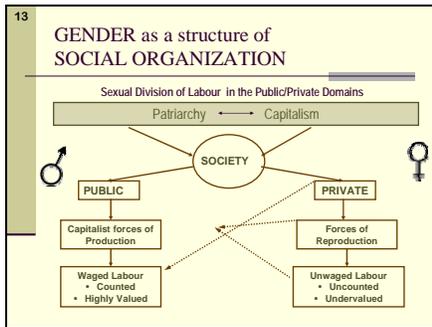
GENDER AS A STRUCTURE OF SOCIAL ORGANIZATION

12

GENDER as a structure of SOCIAL ORGANIZATION

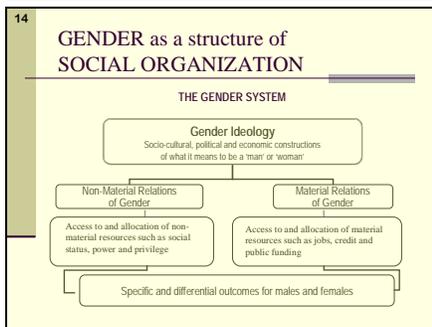
- Gender interacts with other organising social structures, such as race, age, socio-economic status, ethnicity, religion, location and ability, resulting in different experiences for women and men - in the household, the community and the state - according to these factors.

Slide 13



The subordination of women is institutionalised through the devaluation of roles in the private sphere because of their association with the feminine

Slides 14&15



15

GENDER as a structure of SOCIAL ORGANIZATION **ACTIVITY #2**

- The project was established by an agricultural development office within the central government with the intention of generating cash exchange. An all-male team of government planners designed the project to produce rice for sale.
- The project coordinator met with the men and technical assistance to grow new rice varieties on the common lands around the village. The men agreed to these arrangements.
- The women in this region had secured use rights to the common lands, on which they grew traditional rice varieties, well suited to the local environment. By farming the common land the women provided the main food crop for domestic consumption. With the support of the project and government officials, the men of the community established exclusive rights to the common lands and forced the women off onto inferior plots some distance away from the village on which they attempted to continue growing the traditional rice crops for subsistence.
- In this region rice cultivation is traditionally viewed as women's work and so the men refused to work in the fields, expecting the women to work as unpaid family labor growing and harvesting the new rice crops. The men controlled the sale of the yield and distribution of the earnings. When the women demanded to be paid in full for their work they were refused and so they withdrew their labor from the scheme. The new varieties did not fair well in the local environment, and the cash crops and the project failed.
- The inferior plots on which the women had been forced yielded a bad harvest, severely affecting the domestic food supply and leading to nutritional problems. The women did not regain use rights to the common land.

Slides 16&17

16 **GENDER as a structure of SOCIAL ORGANIZATION** *ACTIVITY #2*

1. Evaluate why and in what ways the projects failed.
2. Produce a list of problems/issues arising from assumptions about the sexual division of labour as illustrated in the case.
3. In the case, who had access to material / non-material resources?
4. How would you attempt to avoid some of the problems encountered in these examples ?

17 **Gender as a Structure of Social Organization: The Gender System – Access to Education**

Total University (UWI) Enrolment by Campus and Sex (2000/2001)

Campus	Male Count / Percent	Female Count / Percent	Total	GPI
Cave Hill	1334 33.8	2604 66.2	3938	1.95
Mona	2668 30.1	6186 69.9	8854	2.32
St. Augustline	2893 41.4	4102 58.6	6995	1.42
Sub - Total	6895 34.8	12892 65.2	19787	1.87
Outreach	1083 26.2	3058 73.8	4141	2.82
GRAND TOTAL	7978 33.3	15950 66.6	23928	2.01

Slides 18&19

18 **Gender as a Structure of Social Organization: The Gender System – Access to the Labour Market**

Caribbean Labour Market Participation

19 **Gender as a Structure of Social Organization: The Gender System – Access to Equal Wages**

Mean Yearly Earnings of Employed Males and Females by Highest Level of Education (Jamaica)

Slides 20&21

20 **Gender as a Structure of Social Organization: The Gender System – Access to Decision Making**

Political Participation in the Caribbean

21 **GENDER: A DEVELOPMENT ISSUE**

Slides 22&23

22 **GENDER: A Development Issue**

- Women have not historically been seen as full participants in the general economic activity of a nation. For the most part, their input into production and the fiscal life of society has been ignored, as the work they accomplish - relegated largely to the home and the care economy - was not seen as a significant contributor to the economic value of a nation, on which development strategies were premised.

23 **GENDER: A Development Issue**

- In fact, the standard measures of development, based on the traditional Modernization approach - GDP, per capita income, net income reserves - are all economic based measures, which, while adequate to provide a picture of a society's progress towards development, are woefully inadequate in providing a measure of the experience of development and the lived realities of those less socially privileged groups: such as women and girl-children.

Slides
24&25

24

GENDER: A Development Issue

- The Women in Development (WID) approach was created in the 1970's based on liberal feminists' recommendation to have development policy integrate the concerns and lived realities of women.
- At the heart of this approach is the core belief in expanded participation of women in the public sphere.

25

WID and GAD

Women in Development (WID), is a policy approach that is an outcome of the work of Liberal Feminists. Following on the work of Ester Boserup, which revealed insufficient attention paid to how women contributed to a country's development, Liberal Feminists designed specific measures to ensure that women and women's concerns were included in development policy and planning

Gender and Development (GAD) is an alternative set of policy prescriptions that emerged in the 1980s, which linked relations of production (all the activities of the public sphere in relation to work), with relations of reproduction (all activities around reproductive work in the private sphere). The perspective incorporated the connections among gender, class, race and development, facilitating a fundamental re-examination of social structures and institutions (Rathgeber 1990).

Slides
26&27

26

WID and GAD

	WID	GAD
The Approach	An approach that views the absence of women in development plans and policies as the problem	An approach to development that focuses on global and gender inequalities
The Focus	Women	Socially constructed relations between women and men, with special focus on the subordination of women
The Problem	The exclusion of women (and of productive resources) from the development process	Unequal power relations (rich vs. poor, women vs. men), which prevents equitable development and women's full participation
The Goal	More efficient, effective development that includes women	Equitable, sustainable development, with women and men as decision makers
The Solution	Integrate women into the existing development process	Empower the disadvantaged, women and transform unequal relations
The Strategies	Focus on women's projects, on women's components of projects, and on integrated projects Increase women's productivity and income Increase women's ability to take after the household	Recognize/qualify the development process, taking gender and global inequalities into account Identify and address practical levels, as determined by women and men, to improve that condition at the same time, address women's strategic interests Address strategic interests of the poor through people-centred development

27

GENDER MAINSTREAMING: CONCEPTS AND ISSUES



Slides
28&29

28

Gender Mainstreaming

- Emerging as a new development issue with the advent of GAD, was the recognition of the importance of gender analysis as a tool for understanding the unique needs of men and women in development policies, programmes and strategies and the need for gender analysis in a systematic way.
- In this way, the process of Gender Mainstreaming was developed.

29

What is Gender Mainstreaming?

- Gender mainstreaming is a strategy and process to assess - through the use of a gender analysis, which produces gender indicators and statistics - the implications of planned policies and programmes.
- It recognizes the need to make the different (social and economic) experiences of men and women an integral dimension of the design, implementation, monitoring and evaluation of these policies and programmes, to ensure fair results for women/girls and men/boys.
- It is a strategy which facilitates gender equality.

Slides
30&31

30

What is Gender Mainstreaming?

- Premised on principles of human rights, social justice resulting in equitable distribution of resources:
 1. Every policy and activity has a gender perspective or implication
 2. Policies and programmes are most effective when the impacts on gender are considered; and the needs and rights of all groups involved are addressed.

31

What is Gender Mainstreaming?

In order to Mainstream Gender, one needs to take into account:

1. Who are the stakeholders of a policy / programme
2. What kind of consultations need to take place and with what groups
 - Have exhaustive ways been sought to include the perspectives of all groups of male and female stakeholders?
3. What are the expected impacts (positive and negative) of the policy / programme on each group of stakeholders?

Slides
32&33

32

Why Gender Mainstreaming?

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream.

Every individual and all peoples are entitled to participate in, contribute to and enjoy civil, economic, social, cultural and political development in which all human rights and fundamental freedoms can be fully realized.

This requires all groups, but particularly the most vulnerable, to have opportunities to improve or maintain their well-being.

33

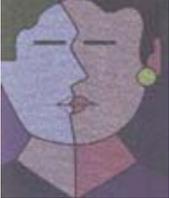
Why Gender Mainstreaming?

- Gender Mainstreaming:
 - is based on international human rights standards (CEDAW, Beijing Platform for Action, MDGs) and directed to promoting and protecting these rights, whether in the social, economic, political, civil or cultural spheres (or a combination of these).
 - has the ability to identify those most marginalized and excluded in society, as a result of the gender system.
 - can enhance equitable development by empowering people and communities to take their own decisions about what development means to them and how it will be achieved.
 - is particularly useful in development planning due to its potential to alleviate injustice, inequality and poverty.

Slides
34&35

34

TOOLS AND STRATEGIES FOR A GENDER ANALYSIS



35

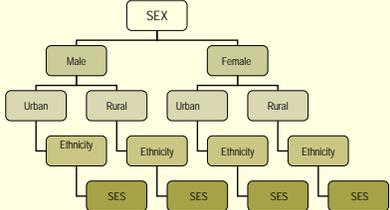
Gender Analysis

- Gender analysis is a tool for identifying the different roles and needs of men and women in any given situation.
- Through gender analysis, planners can develop and implement concrete measures to promote equality of opportunity and treatment between men and women.

Slides
36&37

36

Gender Analysis: Taking into account the many faces of Gender



37

Gender Analysis **ACTIVITY #3**

Gender, HRBA and HIV / AIDS – Case Study

- Guzmán, a shy 21-year-old, was interviewed by Human Rights Watch. She came to the interview with her two-month-old son and seemed surprised that anyone would take an interest in her life.
- Guzmán had married a 27-year-old man when she was 15. She has one son from this marriage. The headmaster of the public school she attended at the time told her that married women were allowed to attend classes only on Sundays, and she, consequently, never graduated from high school. Her husband died, she believes from AIDS, some years ago. She then married another man, who physically abused her on a regular basis. However, she was not able to ask for condom use because he accused her of being unfaithful. The attacks continued even after she learned she was pregnant again.

Slides
38&39

38

Gender Analysis **ACTIVITY #3**

- Guzmán found out that she was HIV-positive during this second pregnancy when doctors at the public hospital tested her as part of prenatal routine care, without counselling and without obtaining her consent. The doctors informed her that she would have to have a caesarean section to avoid transmitting the virus to her child. She reported, however, that the doctors then began delaying and refused to see her until she was nine centimetres dilated, too late for a caesarean section. She explained what happened when she gave birth:
- "[Because I was HIV positive] I had to clean myself alone. They did not clean the baby. My mother cleaned him... One nurse did not want to inject me. She told my mother she did not want to [because I was HIV-positive]."
- In January 2004 Guzmán had recently separated from her second husband, and was struggling to make ends meet for herself and her two children.

39

Gender Analysis **ACTIVITY #3**

- Examine the Case and identify issues related to women's access to material and non-material resources raised in the interview.

Slides
40&41

40

Gender Analysis *ACTIVITY FEEDBACK*

In examining the case, regarding access to material and non-material resources, did you consider the following issues?

1. Women are subject to relationships of unequal power in which they lack sexual agency and decision-making power (e.g. to have sex or not and how), as well as, the control over resources with which to effect decisions (e.g. the use of condoms). In some instances they suffer violence if the balance of power is challenged
2. Women in some societies are denied access to education, which limits their life chances and their economic security.
3. Women, particularly those living with HIV/AIDS, are often left without the social security and protection of the state, which is reflected in their inability to access appropriate and affordable health care.
4. Health-care providers require specialized training to provide care to all PLWHA, to ensure that the stigma and discrimination experienced by many of these persons is significantly reduced.

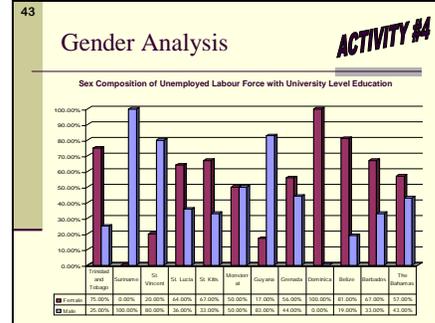
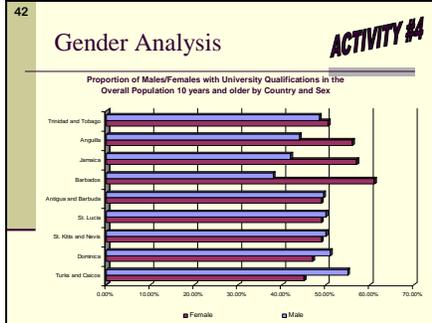
41

Gender Analysis *ACTIVITY #4*

Labour and the CSME – Case Study

- In 1989, a decision was taken to establish the CARICOM Single Market and Economy (CSME) by CARICOM Heads of Government.
- One of the tenets of the arrangement would allow for the free movement of skilled and professional persons, as well as for seasonal contract and project workers.
- In 1995, the implementation of the agreement started in earnest, with the further decision lat as an initial step CARICOM nationals who are university graduates would be allowed to work and live in any member state without work permits.
- Labour specialists attached to the CSME Regional Unit claim that 'CARICOM states should suffer no major disruption from the free movement of labour and skills provided under the CARICOM CSME'.

Slides
42&43



Slides
44&45

44

Gender Analysis *ACTIVITY #4*

- Given patterns of university enrolment, as well as, employment based on university qualification, what are the gender implications, if any, of the provision for free movement of university graduate within the CSME arrangement?

45

The Need For Gender Analysis

- *Gender Analysis* refers to a systematic way of looking at the different impacts of development on women and men. It requires recording and exploring the different roles and experiences of men and women in the development process and monitors these differences based on data sets disaggregated by sex. These data sets are known collectively as indicators.
- Gender analysis ought to be done at all stages of the development process, as it facilitates an examination of how a particular activity, decision or plan will affect men differently from women. Gender analysis explores these differences so policies, programs and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men.

http://www.unescobkk.org/fileadmin/user_upload/apeal/gender/Gender%20Difinitions.doc
http://global.inland.tyuk.abu.ru/taustat/rev_gender/glossary.htm

Slides
46&47

46

Gender Analysis

- "Gender analysis is based on the standpoint that policy cannot be separated from the social context, and that social issues are an integral part of economic issues. Gender analysis is not just an add-on, to be considered after costs and benefits have been assessed, but an integral part of good policy analysis."

http://www.swc-dc.gc.ca/pubs/gbguide/gbguide_e.html#1_3

47

MONITORING & EVALUATION (COST BENEFIT ANALYSIS)

Slides
48&49

48

M & E: Cost Benefit Analysis

INDICATORS

- In order to measure the quality and impact of development programmes and policies, **indicators are used**.
- Indicators are objectively verifiable measures of changes or results brought about by a project or an activity and the standards used to measure achievements of that project or activity. They are pointers, numbers, facts, opinions or perceptions that look into and measure changes of specific conditions or situations.
- Indicators provide a close look at the results of initiatives and actions. Indicators are useful tools to assess where we stand and where we are going with respect to values and goals, and to evaluate specific programs and determine their impact.
- The generally accepted criteria for good indicators are **SMART** ones, i.e. Specific, Measurable, Achievable, Realistic, Time-bound.

http://www.apcwomen.org/gem/gem_southphase1stage4.htm#Indicators

49

M & E: Cost Benefit Analysis

INDICATORS

- An indicator is a variable/factor that provides a reliable means to measure achievement and changes connected to an intervention.
- The factor measures changes in a condition or situation **over time** (short, medium, long term) and gives an indication of the results of an initiative.
- Indicators measure gender related changes in society over time.

Slides
50&51

50

M & E: Cost Benefit Analysis

TYPES of INDICATORS – Quantitative & Qualitative

- Both quantitative and qualitative indicators are important in monitoring and evaluation – they complement each other.
- Focus is usually on quantitative indicators but they do not tell us the entire story and can in fact distort the reality – access to a service does not necessarily tell us about the quality of the experience eg. More victims of GBV have cases reported and taken to court but victims often revictimised.

51

Quantitative/Qualitative Indicators

TYPES of INDICATORS – Quantitative & Qualitative

- Quantitative Indicators
 - Useful in terms of monitoring input, process and output variables in relation to targets.
- Qualitative Indicators
 - Essential in evaluating impact and gathering information on experiences and understanding people's views.
 - Not easy to identify or measure – different data collection strategies required.

Slides
52&53

52

M & E: Cost Benefit Analysis

GENDER INDICATORS

- Gender indicators point out how far and in what ways initiatives have met the gender equality/equity target.
- Gender indicators are data that take into account the existence of (sex-linked) gender roles (cultural) and differentials in the power-base in relations of gender (social, economic, political). They attempt to describe/measure/track the situation of women and men and allow for a systematic study of gender differentials and gender issues over time in all policy areas.

53

M & E: Cost Benefit Analysis

GENDER INDICATORS

Gender disaggregated Gender disaggregated data indicate gaps on a particular indicator between males and females. E.g. % of male/female parliamentarians
Gender specific Gender specific data relate to one or other of the sexes only, as with the case of data on incidence of rape, which, as legally defined, only takes into account female victims. E.g. number of reported rape cases prosecuted in courts (victims almost exclusively female)
Implicitly gendered Implicitly gendered indicators provide data from which inferences can be drawn about the differences between males and females as in the case of time use by both sexes, which points to differences in gender roles and the extent to which a sexual division of labour is evident. E.g. It is women rather than men who take children to health clinics and accompany them to/from school, this indicator is implicitly gendered.

Slides
54&55

54

M & E: Cost Benefit Analysis

Example of Gender Indicators

Refer to ACTIVITY #3, the Case Study on PLWHA. The following indicators together comprise a good benchmark by which to determine the effectiveness of programmes and policies aimed at addressing issues around HIV/AIDS:

- The extent to which there exists incorporation of human rights and non-discrimination practices into policy and legislation, in accordance with international guidelines, best practice and commitments.
- The existence of legislation on statutory rape, sexual abuse and violence against women.
- Ease of accessibility to avenues that increase the participation of persons infected with and affected by HIV/AIDS in policy dialogue in a manner that protects their privacy but makes it possible to hear their needs.
- The existence and effectiveness of policy programmes that give economic and financial support to poor mothers and provide opportunities for work.
- The existence of counselling and diagnostic facilities targeted towards vulnerable groups, especially adolescent girls.
- The integration of HIV and STI issues into education programmes, including Health and Family Life Education Programmes.

55

M & E: Cost Benefit Analysis

The Need for Indicators

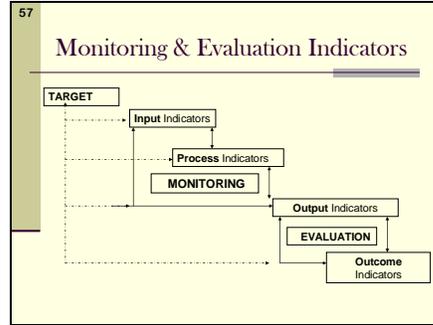
- Indicators provide a means of showing how well the Project / Programme is being implemented against expected results (targets).
- They make progress measurable and visible and help us to determine whether commitments have been or are being fulfilled.

Slides
56&57

56

Monitoring and Evaluation

- When we use indicators to track progress we should engage in two processes:
 - Monitoring, that is, the regular collection and analysis of data to provide information on progress achieved during implementation of activities related to targets – can have a formative function.
 - Evaluation, that is, assessing the positive and negative medium and long term impacts of the intervention on the target group in terms of effectiveness and sustainability of the outcomes – summative.



Slides
58&59

58

Monitoring & Evaluation Indicators

Questions to ask

- Inputs:** What resources are required to achieve the target?
- Process:** Measures implementation - What has to be done to ensure that the target can be achieved?
- Output:** What immediate results do you expect from implementation of the intervention?
- Outcome/Impact:** What long term changes occur as a result of the intervention? - negative, positive, sustainable?

59

GENDER IN POLICY FORMULATION

Slides
60&61

60

Gender in Policy Formulation **ACTIVITY #5**

61

Gender in Policy Formulation **ACTIVITY #5**

A new consultant in an engineering firm that works with the Ministry of Local Government overhears the conversation recorded in the previous cartoon.

The road being proposed will disturb water supplies to the small vegetable gardens in the community, tended mostly by women, the sales from which allow women to have some level of independence from their husbands, many of whom are abusive.

The small local cooperative (mainly comprising women), which has some power with the community council and has helped to build a small day care centre in the community, is also supported by these funds.

Slides
62&63

62

Gender in Policy Formulation **ACTIVITY #5**

- If CARICOM was approached to consider such a Project and you were the desk officer assigned, indicate:
 - The anticipated impact of this project on the intended community.
 - Your recommendations to ensure that the social/economic relations of gender are considered as a condition for funding.

63

Gender in Policy Formulation

- Because substantial differences in the lives of women and men exist, these differences must be taken into consideration in the development of policy.
- Apparently neutral policies may impact differently on women and men and reinforce existing inequalities.
 - Vassell (1997) argues that "unevenness in contemporary gender systems that is ignored, produces policy that is ...partial to one expression of gender".

Slides
64&65

64

Gender in Policy Formulation

The CARICOM Secretariat has made a strong call for women and men to be treated equally in Regional development policies. Deputy Secretary-General Ambassador Lolita Appleywhite suggests:

"...the well-being of society is dependent on taking account of the roles of men and women alike, their demands, entitlements and access to resources and services." She stressed the importance of gender equality in this context, and pointed to existing gender biases in the CARICOM region in labour, politics and the social system that continue to favour men.

GENDER EQUALITY A PRIORITY FOR CARICOM
http://www.caricom.org/jgip/secretariat/sgpr_05.html

65

Gender in Policy Formulation

The CARICOM Secretariat has made a strong call for women and men to be treated equally in Regional development policies:

1. Towards Equity in Development: A Report on the Status of Women. Alicia Mondesire and Leith Dunn. Caribbean Community Secretariat. Georgetown, Guyana 1995.
2. Gender Equality Social Justice and Development: The CARICOM Post-Beijing Regional Plan of Action to the Year 2000. CARICOM Secretariat 1997.
3. Plan of Action to 2005: Framework for Mainstreaming Gender Into Key CARICOM Programmes. Prepared for the CARICOM Secretariat by Andalye. Caribbean Community Secretariat. Georgetown, Guyana 2003.
4. Working Document for the Twelfth Meeting of the Council for Human and Social Development (2005)

Slides
66&67

66

Gender in Policy Formulation

The CARICOM Gender Mainstreaming Strategy's Overall Goal includes:

...the building of new structures of power-sharing at the household, community, national and regional 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.

Framework of Social Justice & Gender Equality

67

Gender in Policy Formulation

**Plan Of Action To 2005:
Framework For Mainstreaming Gender Into Key CARICOM Programmes**

1. To encourage a more strategic approach to pursuing gender equality, 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 policies and programmes.
3. To bring the regional desk into the mainstream of the concern of major sections of the Secretariat, which, may translate into increased political, technical and financial support.
4. To provide a practical basis for increased collaboration between the desks, the relevant Ministries and the relevant NGOs.
5. To create and/or strengthening of focal points demonstrating the relevance of gender.

Slide 68

The Caribbean Community Secretariat



**GENDER TRAINING
for
POLICY, PLANNING and DEVELOPMENT**

Summary Statement

EVALUATION FORM

APPENDIX 6



GENDER TRAINING for POLICY, PLANNING and DEVELOPMENT

CARICOM Secretariat
Georgetown Guyana
October 9 – 10, 2008

Training Objectives

The Training is premised on the findings of preliminary activity including Focus group discussions with members of staff of the Secretariat as well as internal and external scans of the Secretariat's policies around issues of gender.

It is designed to offer staff members:

1. An introduction of basic concepts related to *gender*, in an attempt to address common misperceptions of the term as one that is exclusive to the concerns of women. Definitions will address *gender* as an issue of power within and between various groups in competition for resources.
2. An understanding of Gender as a development issue.
3. Exposure to the process of Gender Mainstreaming and how it can be achieved both internally - in the development of systems, processes and policies - and externally, through the dissemination of knowledge to relevant stakeholders.

Workshop Sessions

Specifically, the workshop will be presented in six sections, as follows:

1. Sex and Gender: Concepts and Definitions
2. Gender as a structure of social organization
3. Gender: A Development Issue (WID and GAD)
4. Gender Mainstreaming: Concepts and Issues

5. Tools and Strategies for a Gender Analysis
6. Monitoring & Evaluation (Cost Benefit Analysis)
7. Gender in Policy Formulation

Workshop Evaluation

Please respond to the following statements, indicating whether you Strongly agree (SA), Agree (A), are Undecided (U), Disagree (D) or Strongly disagree (SD).

	SA	A	U	D	SD
1. The objectives of the workshop were clearly stated	<input type="checkbox"/>				
2. The objectives of the workshop have been achieved	<input type="checkbox"/>				
3. The workshop has helped me to understand more clearly the following concepts and/or processes:					
• Gender	<input type="checkbox"/>				
• Gender as a structure of social organization	<input type="checkbox"/>				
• The distinction between WID (Women in Development) and GAD (Gender and Development)	<input type="checkbox"/>				
• Gender Mainstreaming	<input type="checkbox"/>				
• Gender Analysis	<input type="checkbox"/>				
• Monitoring & Evaluation (Indicators)	<input type="checkbox"/>				
• Gender in Policy Formulation	<input type="checkbox"/>				
4. I now understand the relevance of gender analysis <i>an a priori</i> stage of policy formulation	<input type="checkbox"/>				
5. I now appreciate the importance of selecting and using indicators for monitoring and evaluation	<input type="checkbox"/>				
6. I am now aware of how to conduct a gender analysis	<input type="checkbox"/>				
7. The activities were very useful for understanding the concepts	<input type="checkbox"/>				
8. The time given for activities was adequate	<input type="checkbox"/>				
9. The pacing of the workshop activities was good	<input type="checkbox"/>				
10. There was not enough time to assimilate the material presented in the workshop	<input type="checkbox"/>				
11. The use of a power point presentation was good for summarizing the main points of the sessions	<input type="checkbox"/>				
12. The venue was suitable for the workshop	<input type="checkbox"/>				
13. I have learnt very little that is new from this workshop	<input type="checkbox"/>				

