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DOMINICA (VOL. II)

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APPENDIX I

ANALYTICAL AND METHODOLOGICAL FRAMEWORK

ANALYTICAL FRAMEWORK

1. The CGA examines gender relations at the individual, household and national levels and identifies a range of institutions and thematic areas that must take on board gender differences to advance gender equality in the society. Therefore, the CGA is underpinned by a need for gender justice and rights-based development approaches and frameworks which seek to deepen understandings of gender equality and poverty reduction in Dominica. The CGA also uses two guiding frameworks— the Assets Model and the Economic Systems Framework.

WHY THE NEED FOR GENDER JUSTICE?


3. The ‘gender agenda’ promotes the view that equality between men/boys and women/girls has positive long-term socio-economic and developmental consequences, and is essential in the fight against poverty, and the achievement of economic growth and sustainable development. Another approach is to examine the cost to a society’s economic, social and governance development of not promoting gender equality. Ensuring that gender equality issues are fully considered in development policy-making, planning and programming thus requires a clear understanding of why they are important and how women/girls and men/boys, by virtue of their gender-based social roles and responsibilities, participate in and experience society differently. The focus on gender equality must therefore address the different ways in which political, economic and social issues affect men and women, and ensure that the situations and needs of both are considered and addressed.

GENDER INEQUALITY AND POVERTY

4. Amartya Sen’s entitlements and capabilities’ approaches have been instrumental in broadening and deepening mainstream economic understandings of poverty and inequality. Sen (1993; 1999) contends that poverty reflects deprivation not only in income and consumption, but importantly also in entitlements and capabilities such as health, education and civil liberties. These and other entitlements/capabilities allow individuals to convert their incomes into well-being, i.e., to establish personal goals and have realistic means of attaining them.

1 Please note that this approach of quantifying the cost to a society’s economic, social and governance development of not promoting gender equality is an emerging one, which is beyond the scope of the Dominica CGA.
5. The **social exclusion approach** analyzes how and why particular groups are systematically denied rights, livelihoods, and sources of well-being which they should properly enjoy. This approach also includes considerations of exclusion from security, justice, representation and citizenship. Poverty is thus regarded as multidimensional – incorporating political and social realities. Importantly, social exclusion is concerned with agency and thus “goes beyond entitlement analysis by looking more deeply at the processes behind entitlement failure.”

6. **Rights-based approaches** contend that certain aspects of deprivation result from the lack of rights and/or the failure or inability to claim rights, rooted in unequal power relations. The core principles underlying the human rights framework are universality and indivisibility, equality and non-discrimination, participation and inclusion, and accountability and the rule of law. They recognize that power relations are key to securing rights and that access to and participation in the political process are prerequisites for making claims and ensuring that these are heard and understood.

7. Recent rights-based development approaches and frameworks (e.g. Human Rights, Social Exclusion and Capabilities) all justify and support the imperative to promote equality between men and women at all levels in the society, underpinned by the international, regional and national commitments that Caribbean governments have made to reduce poverty, and achieve economic growth and sustainable development.

**GENDER EQUALITY AND POVERTY REDUCTION, SUSTAINABLE LIVELIHOODS AND ECONOMIC GROWTH**

8. The four main dimensions of poverty encapsulated by the World Bank (2001) – **opportunities, capabilities, security and empowerment** – provide a useful framework for this study, as they incorporate the ‘entitlements/capabilities’, ‘social exclusion’, and ‘rights-based’ approaches discussed above. The CGA adds to these the understanding that in the Caribbean males and females are not homogeneous groups, and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, (dis)ability, etc. deeply affect gendered experiences and outcomes.

9. **Opportunities:** To what extent do women and men have access to labour markets, employment opportunities and productive resources, and with what consequences for gender equality, poverty reduction, sustainable livelihoods and economic growth? What are the constraints for women and men due to the fragility of the labour market in the context of the collapse of the sugar and banana industries, the impact on tourism resulting from the 2008 global economic crisis, and the uncertainties of the CARICOM Single Market and Economy (CSME) regional economic cooperation mechanism and the external Economic Partnership Agreement (EPA)? And what are the opportunities for women and men in the emerging niche markets such as eco-tourism and other economic diversification initiatives, and their impact on sustainable livelihoods and economic growth?

10. **Capabilities:** To what extent do women and men have access to core functional entitlements/capabilities such as health, education and training, basic amenities and services (such as water and sanitation), and civil liberties, and are able to convert their entitlements/capabilities into sustainable livelihoods? In the current Caribbean and global context, this includes girls/women and boys/men’s access to ICTs including mobile phone technology, and its potential for social well-being as well as economic activity (e.g., setting up of internet-based businesses, linking of innovative Caribbean products to global value chains, etc.).

11. **Security:** What differential risks (to economic downturns, domestic and civil violence, natural disasters and climate change) do women/girls and men/boys encounter? This moves the discussion
beyond the focus on state security to include the impact of high male dropout rates and under-performance at all levels of the education system (Caribbean Human Development Report, 2012), and human security, including the increasing incidence of gender-based violence as well as gang violence and criminal activity related to trafficking in drugs, arms, humans, etc.

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

13. The CGA also uses an **Assets Model** which looks at five categories of ‘assets’ which an individual man or woman requires in order to be a fulfilled, productive and self-supporting member of society: personal, social, physical, financial and human assets. In addition, the **Economic Systems Framework** analyzes the interplay between economic development and gender equality at the levels of households (including intra-household decision-making, and access to resources), formal institutions (e.g., legal, education, banking/credit systems and informal institutions (which include gendered belief systems, values and attitudes), and markets.

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

**METHODOLOGY**

15. The Government of Dominica has been engaged in the process of updating the 2006 National Gender Policy and accelerating its implementation. Since CDB’s process of preparing the *Dominica Country Gender Assessment (CGA)* has coincided with this, it was agreed by both institutions to maximize and deepen the process of primary data collection and gender analysis.²

16. The methodology for the collection of primary data to fill information gaps and enhance the *Dominica CGA*, included the conduct of focus group discussions and semi-structured interviews on five (5) themes (see below) which reflect areas aligned with CDB’s strategic interest in economic growth, poverty reduction, and environmental sustainability and climate change. Participants in the focus group discussions and semi-structured interviews included strategically placed representatives of Government, the private sector, civil society organizations, and importantly, practitioners (e.g., farmers, entrepreneurs, etc.). The interviews were accompanied by the collection of relevant statistics, policy documents, reports, policy briefs, public awareness brochures, etc.

17. The following five themes selected are ‘drivers’ or ‘disablers’ of economic growth, poverty reduction and sustainable development in Dominica:
   - Gender, agriculture, rural development and agri-business;
   - Gender, tourism and eco-tourism;
   - Gender, education/training and labour/employment;
   - Gender, unemployment, poverty and social safety nets; and
   - Gender, violence, crime and security.

² The Consultant working with the Government of Dominica on the updated National Gender Policy (March–July 2013) is also CDB’s Expert for the Dominica CGA, which has facilitated the linkages between both processes.
APPENDIX II

STRUCTURES AND MECHANISMS TO IMPLEMENT THE NATIONAL GENDER POLICY

18. The Minister of Social Services, Community Development and Gender Affairs has overall responsibility for the implementation and monitoring of the 2006 National Gender Policy, and is the central link to Cabinet and the institutional structures (see Diagram 1 below). The Bureau has lead responsibility for coordinating the implementation of the National Gender Policy, in collaboration with Sector Ministries across the public sector, in partnership with the private sector and civil society.

19. In the period 2006-2013, i.e., in the seven years since the adoption of the 2006 National Gender Policy, the Government has established Gender Focal Points (GFPs) in Ministries. However, implementation of the 2006 National Gender Policy has lagged behind expectations generated with regard to the following:
   i. Establishment of the National Gender Advisory Committee, which was only set up in April 2013 as part of the process of accelerating implementation of the Policy;
   ii. Coordination of and support to the structures and mechanisms to enable implementation of the Policy has been uneven;
   iii. Institutional strengthening of Bureau of Gender Affairs, as lead agency for the implementation of the Policy has not taken place. The Bureau currently has exactly the same staff complement as it did in 2005/06 (5 staff members including the Director), prior to Cabinet’s adoption of the 2006 National Gender Policy; and its annual budget allocation has not seen a significant increase to deliver on the policy measures and action plan committed to by the Government;
   iv. The portfolios covered by the Ministry itself (Social Services, Community Development and Gender Affairs) are strategic entry points for gender equality with regard to: providing social safety nets for the poor and vulnerable, empowering adults who have ‘dropped out’ from the education system, strengthening local government and communities, etc. However, a gender sensitization workshop facilitated by the Consultant for the Ministry’s senior technical staff in April 2013 indicated that gender awareness is low, and thus the Ministry is not effectively mainstreaming gender equality issues through the work of its own Divisions.

20. Thus, while Dominica can be justifiably proud (both within the Caribbean and globally) of having put in place the 2006 National Gender Policy, the Government has not demonstrated the requisite follow-up commitment to its implementation. Weak policy implementation has meant that no new or amended legislation to advance gender equality has been tabled in Parliament or enacted since the Policy was adopted. In addition, the Policy’s Action Plan has been unevenly implemented by relevant Ministries and agencies in areas including: political decision-making, health, education, labour and employment, economic growth, poverty reduction, gender-based violence, and cultural beliefs and practices (Baksh, 2013a).

21. The draft updated National Gender Policy 2014-2019 endorses the national gender machinery or institutional framework which was proposed by the 2006 National Gender Policy to coordinate policy implementation. The national gender machinery below is based on lessons learnt from the functioning of the structures and mechanisms during the period 2006-2013, since the adoption of the 2006 National Gender Policy to the present.
D 1: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTATION OF THE NATIONAL GENDER POLICY

22. The updated National Gender Policy 2014-2019 proposes the following composition and responsibilities of the national gender machinery:

i. **Bureau of Gender Affairs** is the lead agency with responsibility to:
   a. Lead and advocate on gender equality and equity issues in the society;
   b. Coordinate and facilitate the meetings and work of the National Gender Advisory Committee (NGAC) and Gender Focal Points (GFPs);
   c. Support and facilitate the implementation of the National Gender Policy and Action Plan by the public and private sectors and civil society;
   d. Support and monitor the mainstreaming of gender equality/equity concerns in all national legislation, policies, plans and programmes;
   e. Develop and implement an ongoing gender sensitization, education and training programme throughout the country;
   f. Facilitate the development of gender-sensitive indicators in collaboration with relevant sectors;

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g. Establish and maintain a national gender database, and prepare strategic research/analytical reports, policy briefs, newsletters, etc. to inform national policy-making and planning;
h. Manage the flow of information and communication.

ii. **The National Gender Advisory Committee (NGAC)** is comprised of male and female representatives of strategic government agencies (Bureau of Gender Affairs, and Ministries of Finance and Legal Affairs); non-governmental organisations representing men, women and youth; private sector agencies and trade union representatives; and faith-based organisations. The NGAC has responsibility to:
   a. Act as a consultative and advisory body to the Ministry of Social Services, Community Development and Gender Affairs, and the Bureau of Gender Affairs on matters related to gender equality and equity;
   b. Monitor the implementation of the National Gender Policy and Action Plan;
   c. Build/strengthen linkages with relevant stakeholders, in particular government, the private sector, and civil society organizations, in order to raise awareness of gender issues and advance implementation of the National Gender Policy;
   d. Monitor the implementation of CEDAW, Belem do Para, and contribute to the preparation of national reports on these and other relevant international conventions and treaties;
   e. Keep abreast of gender issues nationally, regionally and internationally, and put forward new and emerging gender issues for consideration.

iii. **Gender Focal Points (GFPs)** are senior technocrats/administrators appointed by all Government ministries and statutory bodies in the public sector. They play a critical role in promoting gender mainstreaming in their respective ministries and agencies, ensuring that gender equality and equity is a guiding principle in all Government policy, planning and service delivery. Their responsibilities include, *inter alia*, to:
   a. Promote gender mainstreaming in the Ministry/ Statutory body by advising and supporting senior managers and professional staff, and monitoring, reporting and disseminating information on progress, challenges and opportunities;
   b. Develop (drawing on the National Gender Action Plan): a gender analysis that identifies and analyses the gender issues in the Ministry/ Para-statal body and outlines the ways in which gender equality is relevant to the agency’s work; a sector-specific gender policy statement which provides a framework for the agency; and a sector-specific gender action outlining the concrete actions to be taken by the agency;
   c. Collect, analyze and disseminate gender-disaggregated statistics on the work of the agency, including participation in and the impact of policies and programmes;
   d. Collaborate with the Bureau of Gender Affairs and other Gender Focal Points, and build contacts with gender experts in the field including in NGOs/ CBOs/ CSOs, academia, regional and international agencies, etc.
   e. Engage in opportunities for professional development in the field including gender sensitization/ training at GFP meetings, and specialist seminars and courses in their areas of work/ interest.

23. Based on views expressed widely during the consultative process, it is evident that while Dominica exhibited a history of strong civil society organizations in the 1980s and 1990s, the NGO sector has been increasingly weakened since the turn of the 21st century, linked to the crisis in the banana/agricultural sector in the early 2000s, the global economic crisis in 2008/2009, the “drying up” of international donor funding, an ageing civil society leadership which has not undertaken effective succession planning, out-migration of significant numbers of tertiary-educated graduates,
etc. In addition, consultations held at the national and district/community levels indicate public understanding that ‘gender equality’ means ‘a focus on women’s rights and empowerment’, and the perception that the name change from the Women’s Bureau to the Bureau of Gender Affairs has not resulted in enough focus on “male issues and gender gaps”. Further, there seems to be a need for the regeneration of the government-civil society-private sector partnership to enable both an awareness of the specific gender issues facing the society, as well the need for deepening implementation in the specific sectors, e.g., education, agriculture, tourism, poverty reduction, etc.
## APPENDIX III

**LIST OF FOCUS GROUP PARTICIPANTS**

<table>
<thead>
<tr>
<th>NAME</th>
<th>ORGANIZATIONAL AFFILIATION(S)</th>
<th>THEMEATIC AREA</th>
</tr>
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<tbody>
<tr>
<td>MR. KENT COIPEL</td>
<td>IICA/Technical Officer</td>
<td>Gender, Agriculture, Rural Development &amp; Agri-Business</td>
</tr>
<tr>
<td>MS. BELLA JOACHIM</td>
<td>Fair Trade Farmers Organization</td>
<td>&quot;</td>
</tr>
<tr>
<td>MR. GILLES JNOBAPTISTE</td>
<td>Farmer</td>
<td>&quot;</td>
</tr>
<tr>
<td>MS. MURIEL JOSEPH</td>
<td>Giraudel/Eggleston Flower Growers Association</td>
<td>&quot;</td>
</tr>
<tr>
<td>MS. ROSEANNA NELSON</td>
<td>WINFA Dominica</td>
<td>&quot;</td>
</tr>
<tr>
<td>MS. CATHERINE ORMOND</td>
<td>DHBA; Dominica Organic Agriculture Movement</td>
<td>&quot;</td>
</tr>
<tr>
<td>MS. NADIA PACQUETTE</td>
<td>Dominica Export/Import Association (DEXIA)</td>
<td>&quot;</td>
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<tr>
<td>MS. VANESSA PREVOST</td>
<td>Dominica Organic Agriculture Movement (DOAM)</td>
<td>&quot;</td>
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<tr>
<td>MS. SUSAN BLANC</td>
<td>Giraudel/Eggleston Flower Growers Association</td>
<td>Gender, Tourism &amp; Eco-Tourism</td>
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<tr>
<td>MS. KATHLEEN CUFFY</td>
<td>Discover Dominica Authority</td>
<td>&quot;</td>
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<tr>
<td>MS. DAWN FRANCIS</td>
<td>D-Smart Farm; Eco-Balance; Heart of Dominica</td>
<td>&quot;</td>
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<tr>
<td>MS. PETRONALD GREEN</td>
<td>Dominica Community Tourism Association Inc.</td>
<td>&quot;</td>
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<tr>
<td>MR. EDWARD HENDERSON</td>
<td>Chief Technical Officer, Ministry of Tourism &amp; Legal Affairs</td>
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<tr>
<td>MS. ROSLYN PAUL</td>
<td>Waitukubuli National Trail</td>
<td>&quot;</td>
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<tr>
<td>MR. SMITH PRINCE</td>
<td>Dominica Taxi Association</td>
<td>&quot;</td>
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<tr>
<td>MS. KELLY WILLIAMS</td>
<td>Dominica Taxi Association; Nature Island Tours Association</td>
<td>&quot;</td>
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<tr>
<td>MS. JO-ANNE Rolfe CARETTE</td>
<td>Ministry of Education</td>
<td>Gender, Education/Training &amp; Labour/ Employment</td>
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<tr>
<td>MS. VANYA DAVID</td>
<td>Dominica National Council of Women</td>
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<tr>
<td>Name</td>
<td>Position/Department</td>
<td>Department/Division</td>
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<tr>
<td>MS. YOSHABEL DURAND</td>
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<tr>
<td>MR. FRANCIS JOSEPH</td>
<td>Social Worker</td>
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<td>MS. AUGUSTINA WILLIAMS</td>
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<td>MS. RUTH ALLPORT</td>
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<tr>
<td>MS. PALESA LEEVY</td>
<td>Child Fund Caribbean</td>
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<tr>
<td>MS. OPHELIA LINTON</td>
<td>DNCW; Dominica Nurses Association</td>
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<tr>
<td>MR. LEROY MORVAN</td>
<td>Social Welfare Division</td>
<td>&quot;</td>
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<tr>
<td>MS. FELICIA PIERRE</td>
<td>National Youth Council</td>
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<tr>
<td>MR. PHILLIP CARLISLE</td>
<td>CariMAN</td>
<td>Gender, Violence &amp; Security</td>
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<tr>
<td>MR. RAPHAEL CATIN</td>
<td>Prison Services</td>
<td>&quot;</td>
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<tr>
<td>MS. NATASHA JERVIER</td>
<td>CARICOM Youth Ambassador</td>
<td>&quot;</td>
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<tr>
<td>MS. NOREEN JOHN</td>
<td>Dominica Legal Aid</td>
<td>&quot;</td>
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<tr>
<td>MS. KYRA PAUL</td>
<td>Bureau of Gender Affairs</td>
<td>&quot;</td>
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<tr>
<td>MS. DOLPH VALERIE</td>
<td>Pentecostal Church</td>
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