

**VISION 2030 JAMAICA  
NATIONAL DEVELOPMENT PLAN**

**GENDER SECTOR PLAN**

**PREPARED BY THE  
NATIONAL GENDER TASK FORCE  
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# VISION 2030 JAMAICA

## GENDER

## SECTOR PLAN 2009 - 2030

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## **BACKGROUND**

In 2006, the Planning Institute of Jamaica (PIOJ) was given the mandate to develop a National Development Plan that would put Jamaica on the road to becoming a developed country by 2030. In pursuit of this objective, a vision Statement was conceived and later accepted as the National Vision Statement. This Vision Statement, “*Jamaica, the place of choice to live, work, raise families, and do business*” has been shared across Jamaica and has gained wide acceptance among Jamaicans.

In furthering its objective, the PIOJ, through a scoping exercise, identified 31 thematic areas that would form the basis for developing sectoral plans. These Plans would become the foundations for developing an integrated national development plan referred to as Vision 2030 Jamaica - National Development Plan. Thirty one task forces were established for crafting the Sector Plans concurrent with the thematic areas. The task forces were comprised of individuals from all spheres of society including the public and private sectors, civil society, academia and technical experts in each thematic area.

One of the thematic areas identified was gender. This is the final draft of the Gender Plan developed by the Gender Task Force. It is a crosscutting area and as a result, the Plan impacts on all thematic areas addressed under the integrated Vision 2030 Jamaica - National Development Plan.

## 1. OVERVIEW

### 1.1 Gender as a Crosscutting Issue

The achievement of gender equality, equity and women's empowerment are accepted development goals and essential planks for Jamaica to become a developed country by 2030. Gender is assumed here as a crosscutting issue which undergirds the fact that women and men have different problems and therefore different needs in areas such as governance, the economy, health, education.

In general, individuals are born male or female with certain associated biological characteristics and therefore sexual differences. The biological body becomes a 'scaffold' on which society (individuals and institutions) constructs social meanings related to appropriate sex-linked behaviours referred to as masculine and feminine traits. The term 'gender' refers to these socially constructed differences between the sexes and to the social, economical and political relations between men and women. These norms in turn define what is considered 'appropriate' behaviour for women and men, and determine differential access to social, economic and political power, and the allocation, targeting, use and control of resources by men and women. Gender relations vary according to economic and social conditions of the society and differ between social and ethnic groups. The challenge with gender is the differential and lower value assigned to feminine roles and responsibilities in most societies.

Gender ideologies and normative social structures not only provide the basis for the reproduction of sex-appropriate roles and relationships and the construct of masculinity and femininity but also embody beliefs and attitudes, which underpin sex stratification and ultimately, also determine access to material resources and differences in status, power and privilege between women and men. This imbalance between the sexes in terms of both material and non-material resources of power and status has long been acknowledged.

Over the decade, 1985-1995, some eight United Nations (UN) international conferences were held which focused on human rights, women, social issues and sustainable development. At

these conferences, a number of actions were identified to promote, *inter alia*, greater gender equality and gender equity in relation to a number of critical issues. The Government of Jamaica has responded to these issues by the establishment of a Bureau of Women's Affairs, through ad-hoc projects and programmes, and, among other things, by the signing of several international instruments and conventions aimed at achieving gender equality and improving the status of women.

The goal of gender equality is to ensure equal opportunity and equality of outcome to allow for the possibility that both women and men may freely make different life choices. These choices are often constrained by systemic and structural barriers such as legal frameworks and institutional structures. On the other hand, gender equity refers to elimination of differences which ascribe lower value to women's contribution and perpetuate unequal power and resources; and involves fairness and equality of opportunity where gender is no longer a basis for discrimination and inequality. In a gender equitable society both women and men enjoy equal status, rights, levels of responsibilities, and access to power and resources. This enables them to make their own informed, realizable and free life choices<sup>1</sup>. An agenda for promoting gender equity and gender equality is therefore consistent with a rights-based approach which calls for the Jamaican State to protect, respect and fulfill the rights of all citizens in keeping with the international conventions and instruments to which it has been a signatory. This is done by integrating the norms, standards and principles of these obligations into domestic legislation, plans, programmes, and policies. The expected outcome of implementing a rights-based approach is a people-centred focus and the creation of a society that is marked by mutual respect and dignity for all.

In spite of significant gains in access to basic services and in legal reform to protect certain rights of women, a 2001 World Bank Policy Research Report<sup>2</sup> claims that in no region of the developing world, including Jamaica, are women equal to men in legal, social, and economic rights. The focus therefore has been on parity in terms of promoting equality of opportunity as

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<sup>1</sup> Linda Mayoux, 2005, "Gender and Empowerment Concepts", p. 3. Available at <http://www.genfinance.net>. Downloaded June 7, 2007.

<sup>2</sup> World Bank. 2001. *Engendering Development – Through Gender Equality in Rights, Resources and Voices*. World Bank Policy Research Report. New York. Oxford University Press.

measured by the Gender-related Development Index (GDI) rather than on issues of empowerment and equity as measured by the Gender Empowerment Measure (GEM). This is borne out by the fact that the GEM for Jamaica calculated on the basis of male and female shares of: parliamentary seats; administrative, professional technical and managerial positions; and, earned income is lower than the GDI calculated on the basis of indicators of life expectancy at birth, combined gross enrolment ratios and estimated earned income. In 2006, the GDI for Jamaica ranked 77 in the world with a GDI of .721, with no corresponding GEM measure because of lack of available gender statistics. In comparison, Norway ranked number 1 in the world with a GDI .962 and a GEM of .932.<sup>3</sup>

Several approaches, which are not mutually exclusive, have been pursued in an effort to address gender inequalities and inequities and women's historical lack of access to both material and non-material resources. A distinction is made between two major policy perspectives: WID (Women in Development) which aims to improve the efficiency of development projects by the inclusion of women; and GAD (Gender and Development) which takes into account gender and global inequalities and the socially constructed unequal relations of power between men and women with a special focus on women's subordination.<sup>4</sup>

The WID approach to development has been criticized on the grounds that, to varying degrees, it only serves to assimilate women into existing capitalist and patriarchal State systems and structures and does not go far enough in transforming these structures. At the same time, little account is taken of the fact that the very foundation of these patriarchal structures is being challenged by the greater movement of women out of the household and into paid employment in the public domain. These shifting gender roles impact not only the traditional role and identity of males as sole economic providers but also threaten the assumed role of women as homemakers. This assumed role of women is often undervalued, yet it under girds both patriarchal and capitalist systems of social and economic organisation and reinforces the hierarchical relationship between men and women. Further, globalisation and shifts in global economic relations have impacted cultural values, attitudes and gender roles as well as the

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<sup>3</sup> Human Development Report 2006 UNDP, UNDP New York.

<sup>4</sup> Symth, Ines. 1999. Introduction. In: (eds.) March, C., Symth, I & Mukhopadhyay, M. *A Guide to Gender Analysis Frameworks*. Oxfam GB.

structure of the labour market and employment opportunities for working class men in particular.

A central premise of the Gender and Development approach is to explore and understand the ways in which men exercise power over and dominate women, resulting in inequities, discrimination, and the subordination of women. Conversely, it is also about the way in which women assert their own power through commanding their rights as equal human beings through various means in their relations with men. Gender is also about the way social structures and authority give some men power over other men, thus resulting in the marginalization, discrimination and subordination of some men, within the system, but not necessarily in their gender relations with women. The gender differentials and inequalities faced by women are related primarily to their dual roles and responsibilities – reproductive and productive. The inequalities faced particularly by low-income and poor men are related primarily to the large gap between the dominant model of masculinity and the associated responsibilities, and the reality of what they can achieve.

Gender analysis within the GAD approach therefore, “...acknowledges that different social norms and values pertaining to women and men result in development policies and practices having a differential impact on women and men; and it argues, therefore, for the development of policies and practices that take account of and address areas of disadvantage that arise from the structure of gender relations.”<sup>5</sup> In the case of GAD, there is a greater awareness to address the historical disadvantage of women as active participants in the development process as well as address their triple roles in home, community and State and their strategic need for social, economic and political empowerment; and to focus on promoting a more active role of men in the home. The goal of this approach is to empower disadvantaged women and men by transforming unequal gender relations and so promote more equitable and sustainable development for both women and men.

In recognition of the systemic and structural nature of gender inequality, gender mainstreaming, which emerged out of the GAD approach, is now endorsed by major global

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<sup>5</sup> 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, p.7.



development partners as the strategy for achieving transformation of gender relations in the social, economic and political spheres. Gender mainstreaming is defined as ‘a process of assessing the implications for women and men of any planned public action and is a tool for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres’.<sup>6</sup> This strategy is aimed at creating a more balanced and sustainable approach to development where the needs of both urban and rural populations, as well as vulnerable groups are met. The elaboration of a gender mainstreaming strategy, however, has to be evidence-based and is dependent on access to adequate data-sets, which incorporate a range of gender sensitive quantitative and qualitative indicators to ensure that issues of equality and equity are addressed.

## **1.2 Gender as Culture**

Culture is part of the fabric of *every* society, including our own. It shapes “the way we are and how we do things” and our understanding of why we are the way we are. This more comprehensive approach is proposed in the definition of culture adopted at the World Conference on Cultural Policies (Mexico, 1982) and used in ongoing discussions on culture and development:

*Culture... is... the whole complex of distinctive spiritual, material, intellectual and emotional features that characterize a society or a social group. It includes not only arts and letters, but also modes of life, the fundamental rights of the human being, value systems, traditions and beliefs.*

Expectations about attributes and behaviours appropriate to women or men and about the relations between women and men (in other words, gender) are shaped by culture.

Gender identities and gender relations are critical aspects of culture because they shape the way daily life is lived in the family, but also in the wider community and the workplace.

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<sup>6</sup> Network: The UN Women’s Newsletter. 2(1): April 1998, p.3.

Essentially many of the gender inequalities and inequities persist because of culture which undergirds prevailing beliefs, values and attitudes about roles and positions of men vis a vis women. Many of these belief systems directly impact all areas of development and hinder individual advancement and the overall development process. The issues Stated below have impact in this regard.

- Traditional gender socialization which reflects patriarchal notions of what it means to be masculine and feminine - men as aggressive, public, unemotional, rational, made to rule and be in control; women as passive, subordinate, private, emotional, irrational, and born to be led. Whereas the socialization process begins in the home, the school is an agent of social transmission which reproduces class and gender structures and establishes the sexual division of labour.
- The influence of popular culture and the media, mirror gender stereotypes and promote hyper-masculinities and female objectification.
- The impact of globalization on hegemonic masculinities which is dislocating traditional forms of labour primarily occupied by working class men. This dislocation of some men has fuelled the view that all men are marginalized and masks the nuances of intra-male exploitation across class within the patriarchal system.
- A general culture of violence that says it is acceptable to hit women and that it is not a 'public' issue but rather a 'private' matter. A cultural perception of men that says that men are 'naturally' violent, aggressive and rough; this stereotype hinders the rearing of gentle, caring and nurturing men.
- A general culture that expresses a preference for male leadership or leadership as a male affair; that men are better decision-makers and the perpetuation of women in the private domain, men in the public domain.

- A general culture that sees sexuality in a negative light and emphasizes the heterosexual norm with total intolerance for expressions of sexuality outside of that norm. Within the heterosexual norm, multiple partnering among males is condoned whereas similar behaviour among women is condemned by society.
- A culture which is embedded in the legal framework that conveys traditional gender biases and has therefore discriminated against women and men. Only recently, attention has been paid to removing these biases found in Offences against the persons Act, Domestic Violence Act, Marriage and Property Ownership Act, etc. This affects protection and granting of human rights.
- A culture of male authoritarianism expressed through some religious bodies and justified by Holy Texts which promote the subordination of women by men as something mandated by a Higher Being.

Culture and its influence on gender relations are not static and are continually being renewed and reshaped. As with culture more generally, gender definitions change over time. Cultural change occurs as communities and households respond to social and economic shifts associated with globalization, new technologies, environmental pressures, armed conflict, development projects, and the realities of daily life. Change also results from deliberate efforts to influence values through changes in the law or government policy, often due to pressure from civil society.

New cultural definitions are formed through a process in which some segments of society promote change through advocacy and example, while others resist it. Societies are not homogeneous and no assumptions can be made about a consensus on “cultural values.” Views on what is culturally acceptable are subjective and depend on the positions people hold on the cultural direction of a society, what their own individual perceptions are and what they believe should be subscribed *for* the benefit of society.

However, the cultural community is a diverse one and is often outside of the policy arena where decisions take place. Therefore, cultural values are continually being reinterpreted in response to new needs and conditions. Some values are reaffirmed in this process, while others are challenged as no longer appropriate.

Development initiatives (by governments, NGOs or development agencies) are investments in promoting social, political and economic change. Some development initiatives bring about intended and unintended change in values and practices that shape social relations, generally, and gender relations in particular. Some development models also incorporate cultural values but more consideration may be given to the economic value than to the cultural impact of the project.

## 2. SITUATIONAL ANALYSIS

### 2.1 INTRODUCTION

By virtue of its historical insertion via enslavement and colonization, Jamaica became a participant in the global economy. This historical juncture established Jamaica's peripheral status in the global economy subject to the needs of empire and regulated by white minority ruling class. The gaining of Independence in 1962, created a space for indigenous development efforts, but at the same time an emerging nationalist political 'elite' continued to rely on the metropole for resources, markets and preferential treatment. While critical development initiatives were established, the repositioning of the country in the global capitalist economy was not a consideration and, therefore, there was no significant *structural* change to the economy. The society and its relationship with the environment, and thus Jamaica, still stands as a peripheral economy participating in global capitalism.

During the 1970s, efforts were made to change the nature of the economy and insert Jamaica into the global economy with the experiment of Democratic Socialism. This period recorded both successes and failures, in the effort to shape an autonomously driven path of development, from which we can draw lessons. There was much local and international resistance to this path from the late 1970s into the 1980s as this was undertaken in an international environment that was (and remains) hostile to intellectual and developmental autonomy of the developing world that is not tied to satisfying the needs of multilateral agencies and some developed countries. Thus, the country saw a reversion to total dependency on external lending agencies to support the local economy and the imposition of contingent conditionalities, accompanied by a stream of macro-economic stabilization policies including market deregulation and deepening privatization (Le Franc 1994; Elson & Cagaty, 2000). Since the late 1980s, these arrangements have continued to intensify to varying degrees and have translated into deeper unequal gender relations in every sphere of endeavour. Additionally, modes of production which followed emancipation and independence up to the 1990s, became systematically sexually divided, inequitably valued and differentially compensated (Draft Gender Policy, 2007).

Jamaica, along with other countries in the Commonwealth Caribbean, has been a part of this global capitalist restructuring, particularly through multilateral institutions, to bring the market in line with the new requirements of capital accumulation (Lewis, 2006: 121). This involves a neoliberal policy framework, such as trade liberalization, re-regulating of the State as provider of social services, the promotion of the private sector as the most appropriate vehicle of development, and the reorientation of fiscal policy to facilitate the free flow of international capital. This neoliberal orientation of the State does not appear to be compatible with social development and creates an artificial separation of economics from the social sphere. Additionally, this neoliberal approach forces us to question the ability of the State to provide basic welfare provisions such as subsidized housing, education, water and health care. If these services are no longer to be provided for by the State in the long run, how will they be managed and how will the bulk of the working class who have depended on the State for public sector provisions of social services then cope? How can we achieve and sustain substantive economic growth without delaying human development? How then can Jamaica by 2030 become a country in which all Jamaicans will want “to raise our families, live and work”?

The principles of Vision 2030 are guided by “a people centred and transformative approach”, buttressed by “strong leadership” which seeks to respond to these dilemmas. Thus, as is Stated, “enhancing the quality of life for all Jamaicans, could only be done by critically addressing – education, health and nutrition, the basic amenities of water, housing and infrastructure, access to environmental goods such as clean air and water and civility and social order”. (Palmer, Presentation on the NDP to the Ministry of Justice, 2006).

The JASPEV<sup>7</sup> 2015 project contributed to ensuring that gender analysis informs the national social policy goals. Similarly, the legislative framework has been undergoing reform to ensure the elimination of gender discrimination in certain laws. A national gender policy has also been drafted and is expected to be finalized in the near future. Other pieces of legislation, Government institutions and other policy frameworks have addressed, or are currently addressing gender biases at different levels, namely the:

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<sup>7</sup> Jamaica Social Policy Evaluation Project.

- Early Childhood Commission’s regulatory framework;
- operations framework of the Office of the Children’s Advocate;
- Ministry of Health’s efforts at accommodating fathers in maternal clinics; the consideration of gender issues in local government reform;
- efforts of the Registrar General’s Department to improve the name of fathers in birth registration;
- improved targeting among PATH beneficiaries; and
- consideration of gender issues in relation to water and sanitation management of the Ministry of Water and Works.

All these initiatives at various levels of government, point to the fact that the consideration of gender in the National Development Plan is not only timely but inevitable in undertaking a people-centred, sustainable and transformative approach.

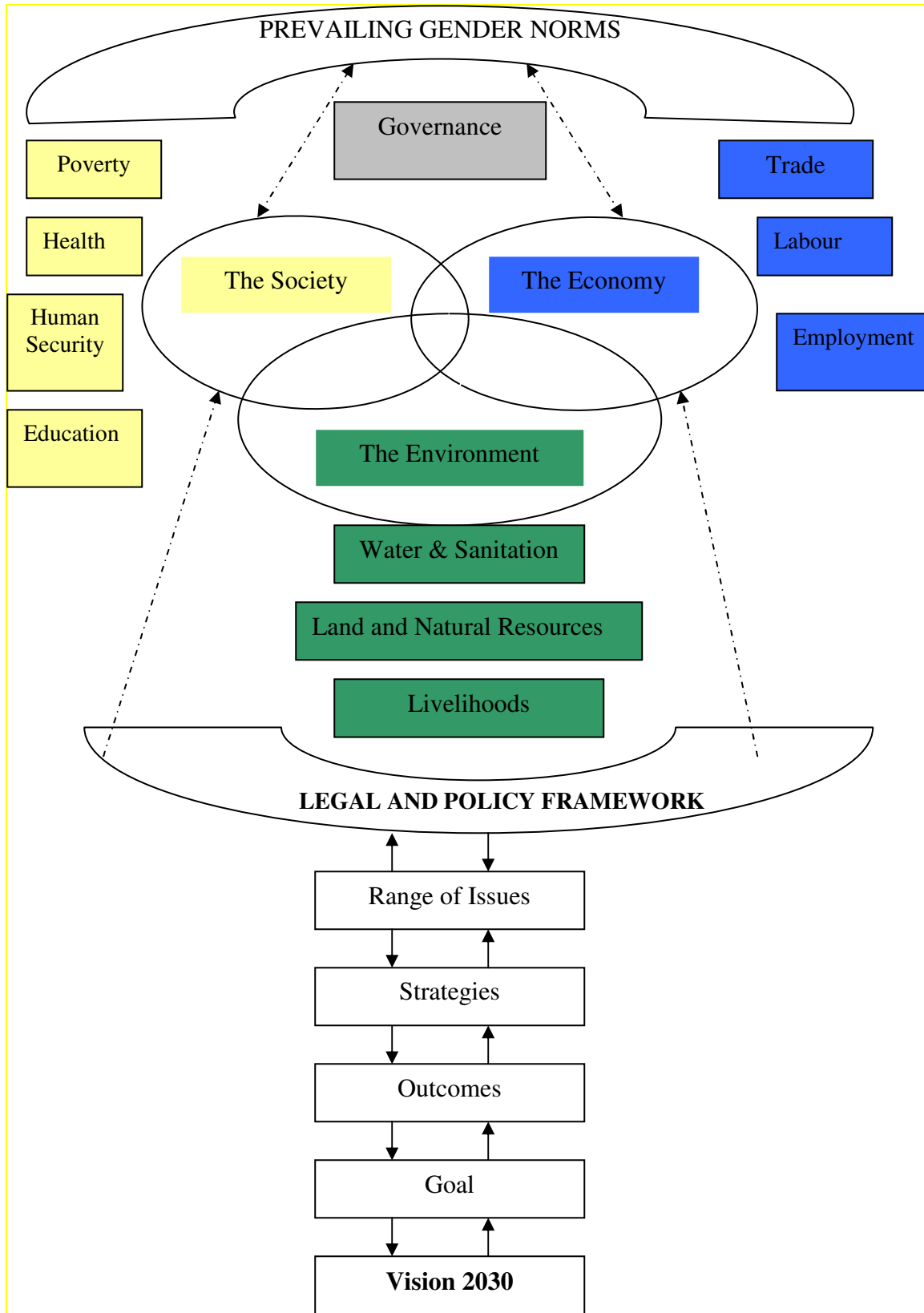
The last two decades have marked by an accelerated pace of globalization that has further exacerbated the unequal relations between men and women, between classes and between developing countries and developed countries. According to Cagaty and Erturk (2004), economic processes associated with globalization have deeply impacted the lives of men and women of all ages... these processes have been argued as being “corporate-led”, anti-poor, gender- and class-biased and destructive to the environment. At the international level, the World Social Forum, the *What Next Development Project*<sup>8</sup> and the research agenda of the UN

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<sup>8</sup> For elaboration, see *What Next: Prerequisites for Alternatives*”. In *development dialogue*, vol. 1, June 2006.

The Conceptual Framework of the Gender Sector Plan

Research Institute on Social Development, among others, all point to emerging





analyses of global inequalities and the social impact of uncritical implementation of neo-liberal policies. These are all concerns that the integrated approach as advanced by the PIOJ, has identified through the three-pronged integrated modelling framework – the society, the economy and the environment. As such, the Sector Plan should address **structural** deficiencies hitherto not addressed or resolved in previous planning frameworks.

## **2.2 THE SOCIETY**

### **2.2.1. The Family**

More economically deprived children living in FHH are also emotionally disadvantaged as they are usually deprived of one parent or parental figure. Only approximately one quarter of females heading a household have a partner, compared with close to three-quarters for males heading households (SLC 2005; UNICEF 2007). Rather than the traditional role as economic provider, it has been shown that equality in parenting and the role of men as fathers and positive role models are important in the child's overall development. Research has indicated that children, especially boys, performed better in school when their fathers were involved in their lives.<sup>9</sup> Father's absence may have different effects on boys and girls. Boys tend to experience more academic and social disruption when fathers are not present in the household. While father's absence challenges the emotional stability of girls, it seems to have minimal impact on their academic performance.

Male-headed households are more likely to report the presence of a spouse. So, females who head households were more likely than males to be single parents. Consumption level of female-headed multi person households was 11 per cent lower than in male-headed and female-headed households bought higher quality foods and spent less on alcohol. Children in female headed households were not disadvantaged relative to male headed. Education was more favourable for children in single parent female-headed households and boys were more likely to be in school.

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<sup>9</sup> Heather Ricketts and Patricia Anderson, Parenting in Jamaica, 2005.

### **2.2.2 Poverty**

In the Jamaican context, poverty and gender intersect and their impacts are inter-sectoral and affect conditions in education, health, justice, community life, and family life, etc. and have the following features:

- there is chronic intergenerational poverty, made intractable by low levels of literacy, skills, and access to social services;
- there is situational poverty- which is created by external forces such as natural disasters or impacts from world trade/globalization e.g. in the banana industry;
- there is locational poverty as in inner cities or remote isolated rural communities;

In all these cases single women who head households stand out as the most vulnerable.

While unemployment is the leading cause of poverty there are many who are employed but whose income from work is just above the poverty line, for example, the large numbers who earn the minimum wage. A very narrow range of occupations is filled by the poor – farmers, agricultural labourers, domestic workers, gardeners, street vendors, and crafts persons (Henry-Lee et. al, 2000). Anderson (2000) therefore makes a distinction between the poor who live below the poverty line and the vulnerable that are within 1.25 times above the poverty line. There is a 50/50 split in the number of men and women living in poverty. Parishes with large urban populations have lower levels of poverty than those with large rural populations.

There have been several attempts to address the incidence of poverty, including the National Poverty Eradication Programme that targets some of the most deprived communities. The Bureau of Women's Affairs also has programmes targeting women in poverty. Additionally, several programmes are in place – income support, community-based education initiatives, provision of low cost drugs, housing, and school-feeding – many of which target women either directly or indirectly.

Close to half of Jamaican households are headed by a woman (46.3%)<sup>10</sup>. While the proportion of female headed households (FHH) in poverty is comparable to that of male headed households (MHH) at 10.8 per cent and 9.9 per cent respectively (Draft SLC 2006; UNICEF 2007), resources available to each member of the household vary significantly whether members live in a female or male-headed household. In 2005, household per capita consumption for FHH was 77.7 per cent of that of MHH, and the gap seems to be increasing (86.7% in 2004). This is even more alarming when it is considered that FHH are larger in size (3.6 members compared with 3 for men) (Draft SLC 2006, UNICEF 2007).

Many of the poor and vulnerable draw upon the support of internal and external networks of kinfolk and friends. External networks deliver remittances while internal networks provide assistance with children supplying immediate needs for cash and food. Research has established (Benfield, 2008) a statistical relationship between remittance flows and changing poverty levels. Households receiving remittances were more likely to be female-headed than male-headed. Of three groups working for the minimum wage, domestic workers and women working in the free zone were more likely to receive remittances than security guards. In addition, remittances received by female headed households were 38 per cent higher than those received by male-headed.

Poverty is a deprivation of basic rights. A transformative approach to poverty requires a rights-based approach which challenges prejudicial attitudes and focuses on equity concerns. Such an approach would allow not only for resource transfer but also a 'transformative' element addressing power imbalances. It would address socio-cultural values that have placed women in vulnerable positions and undermine satisfactory gender relations in families. Poverty must be de-linked from the concept of income insufficiency to include freedom from discrimination, the right to participate, and the right to access to resources. It must be seen as social inclusion.

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<sup>10</sup> SLC 2006.

### **2.2.3 Social Protection**

The Government of Jamaica has made a concerted effort to address the incidence of poverty and some measures have had an impact on the decline in poverty. A National Poverty Eradication Programme (NPEP) was put into effect in 1997. It was supposed to target the most deprived communities, to provide employment for unemployed youths and to establish safety nets for those who fell below the poverty line (Salmon, 2002). Women were singled out for special attention and the Bureau of Women's Affairs asked to develop and implement programmes to reduce poverty among women and ensure that women were treated as a priority group.

In relation to addressing the welfare needs of the poor, the country had a tradition of providing safety nets dating back to the first Poor Relief Law in 1886. In recent years, a range of Government programmes has been put in place (Blank, 2001) covering:

- a) income support – poor relief, food stamps, economic and social assistance;
- b) education based – school feeding, school fee, tertiary grants, text book rental;
- c) community-based – social investment fund;
- d) labour market – Lift up Jamaica, MIDA;
- e) pharmaceutical – Jamaica Drugs for the Elderly (JADEP);
- f) housing – Operation Pride, Indigent housing; and
- g) feeding programmes – Supplementary Feeding, Golden Age.

While the existence of these programmes has had positive impact in some respects, it has been acknowledged that targeting vulnerable groups needs to be strengthened. Blank (2001) also highlights the challenge of income support to provide improvements in living standards; and the errors of inclusion and exclusion (only 28% of the assistance in the Food Stamp Programme reach the poorest 20% of the population; the School Fee Assistance Programme provides a larger share of the assistance to school children in quintiles 3 and 4 than in the poorest 1 and 2). The JADEP programme does not specifically target the poor. A more effective system of targeting, a national system of means testing would provide cost savings that could increase the benefits to the needy. This is currently being addressed by the Ministry

of Labour and Social Security. Blank (2001) also calls for more on the job training tightly targeting to women.

## **2.2.4 Health<sup>11</sup>**

Table 2.1 shows the leading causes of death among men and women in Jamaica.

<i>Male</i>	<i>Female</i>
Cerebrovascular Diseases	Endocrine, Nutritional and Metabolic Disease
Endocrine, Nutritional and Metabolic Disease	Cerebrovascular Diseases
Ischaemic Heart Disease	Hypertensive Disease
Hypertensive Disease	Ischaemic Heart Disease
Other Heart Diseases	Other Heart Diseases

The relative position does not give a full indication of the gender disparities. For example:

- the rate for Endocrine, Nutritional and Metabolic Disease was 35 per cent higher in females than in males;
- the rate for cerebrovascular diseases was 24 per cent higher in women than in men;
- the death rate from Ischaemic Heart Disease was 9 per cent higher in men than in women;
- the rate for homicides among men was 8 times that of women.

Diseases of the circulatory system – hypertension, stroke and heart, together with diabetes (captured in Table 2.1 under Endocrine, Nutritional and Metabolic Disease) are leading causes of morbidity and mortality.

There has been improvement in life expectancy for both men and women and this, together with a decline in fertility of the population is resulting in a rapid demographic transition. In 2006 10 per cent of the population of the country was over the age of 60. It is estimated that

<sup>11</sup> Data from this section have been extracted from Ward, E. and A. Grant (2005), *Epidemiological profile of selected health conditions and services in Jamaica 1990-2000*, Ministry of Health, Jamaica.

should this trend continue, one person in every 10 would be over the age of 60 by the year 2010. However, some of the gains in life expectancy have been reversed in recent years because of the impact of HIV/AIDS. There is a female advantage in life expectancy and the disparity is growing. However, while the life expectancy for women is higher, health adjusted life expectancy (HALE) after the age of 60 shows that women spend more time in illness and disease than men. Women have more co-morbidity – diabetes and hypertension, for example.

The male : female infection ratio for HIV/AIDS in the 10 to 19 age group is 1 male to 2.84 females. Adolescent females in the 10 to 14 age group face twice the risk and those in the 15 to 19 age group, three times the risk of acquiring the infection than males in the same age groups. Male to female transmission is easier than the reverse. There are taboos which put young girls at risk. Women are not sufficiently empowered to insist on safe sex practices.

Standardized for age, Jamaica has one of the highest rates of cervical cancer in the world. Like prostate cancer, it is preventable, and mortality from both can be prevented by better knowledge of screening, early diagnosis, better laboratory facilities, and more prompt recall when tests are positive.

Men and women (but especially older women) with disabilities are at risk of several health problems – depression, urinary tract infection, restricted lung disorder. Women with disabilities are also at risk of coercive sterilization, abortion and a denial of custody of children. Inadequacies of reproductive health care and education and ignorance of contraception make them vulnerable to sexual abuse. Often, they fail to report physical and sexual abuse because they are dependent on caregivers. Attention must be paid to these problems as well as the social experiences that impact on their health. The gender dimensions of mental health are that women predominate among depression and anxiety complaints (71.6% in 2007) while drug dependence is more common among men (95.4% in 2007) and men are more likely to suffer from schizophrenic/psychotic disorders (61.3% in 2007). Social and economic factors that impinge on men and women's mental health are single parenting, poverty, violence and caring responsibilities. Violence-related mental health is poorly

identified because women are reluctant to disclose spousal abuse. A number of mechanisms were put in place by the State to ensure that the most vulnerable would have access to care.

The PATH programme which guarantees beneficiaries' health benefits as well and certain health and education benefits to their children, women access these benefits more than men. The Jamaica Drug for the Elderly Programme (JADEP) initiated in 1996 target citizens 60 years and over with specified chronic diseases, the majority of whom are women. Under this programme, the elderly pay nominal prices for prescribed drugs which are available at public and some private sector pharmacies. Like JADEP, the National Health Fund targets all persons with specified chronic diseases. Its guiding principle is universal coverage.

In spite of these provisions, large numbers of poor clients cannot access all prescribed medication and this has significant medical effects while middle/upper income clients who are covered by private insurance enjoy the full benefits since the schemes meet the co-payments. Among the most disadvantaged is the rural population, especially the women, for they have several hurdles to overcome. Pharmacies are often inaccessible and they do not all belong to the programmes nor are they all well stocked. Transportation costs are high as are the costs of the drugs. There are gender and class and rural and urban issues that need to be addressed. Above all, there is an equity issue. All persons with specified chronic conditions are treated equally under the NHF programme. Giving rich and poor equal benefits when the poor are unable to meet co-payments cannot lead to equality in outcome.

The Ministry of Health and Environment launched a healthy lifestyles project that focussed on the encouragement of healthy habits and behaviours - physical activity, diet (an increase in the intake of fruits and vegetables, a reduction in the intake of fats, sugars and salt), reduction in the consumption of alcohol and smoking. The policy was later extended to adolescents to address challenges such as substance abuse, low self esteem, violence and sexual practices. However, the lifestyle model fails to acknowledge that lifestyle decisions are functions of socio economic status. One's ability to choose is largely determined by living and working conditions. The greatest threat to health in later life is early deprivation and poverty. There is now abundant research evidence to show that many chronic diseases increase faster with age

among those subject to deprivation in early life and among those in lower socioeconomic groups (the so-called ‘weathering effect’). This is especially important for women because it affects their experiences of maternal mortality, successful pregnancy outcomes, and low birth weight. To blame ill health on behaviour might be to blame people who are already the victims of social and economic circumstances – low incomes and standards of environmental sanitation. The formal adoption of this strategy however, should draw attention to the manner in which unequal life chances influence the quality of life. There is the possibility, however, that the emphasis could be a distraction by minimizing the role of socio-economic conditions as determinants of health.

One of the reasons for the male/female disparity in life expectancy is the extent to which men are victims of incidents of intentional and unintentional violence. This is another lifestyle factor responsible for preventable injuries and death in young men. In 2002, the male/ female ratio of intentional injuries seen at Accident and Emergency units was 1.4:1 and unintentional, 1.7:1. Homicides were the second leading cause of death among men but ninth among women, and men were eight times as likely to die as a result of homicides as women. In addition, men were four times as likely to die in motor vehicle accidents as women. A Violence Injury Surveillance System has been set up to collect data on all injuries seen at nine Accident and Emergency departments and from available monthly reports. The reports are comprehensive and include data on date and place of occurrence. The data could be used to analyse risks, trends and identify new hazards to assist in an injury prevention programme.

### **2.2.5 Education**

Jamaica has achieved near universal education at the early childhood, primary, and junior high school levels of education. It has not yet met the target of universal education at the upper secondary level and the Government of Jamaica has set this as a target for the year 2015. It has achieved near parity in access to education for boys and girls at the early childhood, primary, and lower secondary level. However drop out rates for boys and girls at the secondary level are a cause for concern. Attendance for boys is also of concern. Females are overrepresented



in the teaching force at all levels of the system. The majority of teachers' college students are female.

The stratified education system, a relic of the colonial past reflects the inequalities and lack of equity. The unevenness in the quality of education has led to differential levels of achievement according to the type of school which is related in part to the origins of the different types of schools. Gender intersects with academic achievement and type of school at all levels of the system. Although the average performance of boys and girls is less than optimal, girls at the secondary level outperform boys in all subjects at the end of secondary school. As a result, there are more females admitted to the tertiary system than males. At the same time, the structure of the labour market influences students' decisions to continue their education and influences the choice of subjects taken. Because the labour market is gendered, it has a gender differential effect on students' decision making and hence on the benefits they gain from attending high school.

The elimination of gender disparities is a goal of the Dakar Framework for Action (2000). The promotion of gender equality and empowerment of women and girls is one of the Millennium Development Goals (MDG) and the elimination of gender disparities is a precondition for achieving this goal. This analysis is informed by these two instruments to which the GOJ subscribes and also adopts the Rights-based framework and outlines the rights to education as under:

*Rights to education or Access* at all levels of education (early childhood, primary, secondary, tertiary).

*Rights within education* which focus on the experience of schooling and the extent to which patriarchal attitudes are reproduced at school and opportunities for empowerment of both sexes exist. It will be interpreted as the processes, interactions/treatment, and inputs, as well as the teaching methods, curriculum, subject choices and learning outcomes at the school level. Rights within education also are concerned with whether gender inequalities and gender stereotypes are being addressed by the school.

*Rights through education* which refer to the outcomes and benefits of education and the relationships between education outputs and wider outcomes beyond school in terms of employment for males and females.

### **2.2.6 Governance**

Governance and democracy in Jamaica has been based on the inherited Westminster model of Britain. Prior to independence from Britain in 1962, governance was mostly the matter of European men - colonialists and the planter class, with a small band of elite 'coloured' men, especially in the early 1900s. Select women<sup>12</sup> were first allowed to vote in Jamaica in 1919 and the country began to elect women to represent them in national government in 1944 with the granting of Universal Adult Suffrage. In that year, female representation amounted to 3 per cent. It increased unevenly to 11.7 per cent in 2004. Male domination in governance continued throughout the 20<sup>th</sup> century. In 1953 a woman was appointed Minister of Health and up to 2000, except for a short period in 1976, 1980 and 2000 when there were two female Cabinet Ministers in the house, the country has been represented by one female Cabinet Minister. From 2002, there have been three female Cabinet Ministers including the Prime Minister comprising 18 percent of all Cabinet ministers. In 2003, the percentage of women in the Senate and among Parliamentary members was 19 per cent and 10 per cent respectively. The percentage of female Permanent Secretaries rose from 38.5 in 2000 to 62.3 two years later. A woman was first elected to serve as a councillor in the KSAC in 1939. Representation in local councils islandwide reached its highest level in 1998 when 25 per cent of the seats were held by women. In 2003, there was one female Mayor (7%), one female Deputy Mayor (7%) and 37 female Councillors (16%) in the country (Hamilton & Vassel, 2006; BWA, 2007). These disparities in sex composition of government at local and national levels exist in spite of the fact that women enjoy numerical superiority in political party groups. (See Tables 2.2, 2.3 and 2.4)

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<sup>12</sup> The criteria were based on property ownership, marital status and literacy levels. This excluded the majority of women in Jamaica at that time – those of African, Chinese and Indian descent.

**Table 2.2: Male/Female Representation in National Government 1944 - 2004**

Year	Total	Male	Percentage	Female	Percentage
1944	32	31	97	1	3
1949	32	31	97	1	3
1955	32	31	97	1	3
1959	45	43	96	2	4
1962	45	44	98	1	2
1967	53	51	96.3	2	3.7
1972	53	51	96.3	2	3.7
1876	60	56	96.3	4	6.7
1980	60	55	91.7	5	8.3
1983	60	52	82.7	8	13.3
1989	60	54	90.0	6	10
1993	60	53	88.3	7	11.7
1997	60	53	88.3	7	11.7
2004	60	53	88.3	7	11.7

Source: Electoral Office of Jamaica, Desk Review, Status of Men and Women (2005), Gender Advisory Committee.

**Table 2.3: Male/Female Representation in National Government in 2005**

Categories	Total	Male	Percentage	Female	Percentage
MPs	60	53	88.0	7	11.7
Cabinet	17	14	82.4	3	17.6
Senators	21	16	76.2	5	23.8

Source: Electoral Office of Jamaica, Desk Review, Status of Men and Women (2005), Gender Advisory Committee.

**Table 2.4: Local Government Composition by Sex**

Categories	1998 <sup>i</sup>					2004 <sup>j</sup>				
	M	%	f	%	total	M	%	F	%	total
Mayors	10	77	3	23	13	13	93	1	7	14
Deputy Mayors	11	85	2	15	13	13	93	1	7	14
Councillors	167	74	60	26	227	190	84	37	16	227

Sources: i - Kingston & St. Andrew Corporation; j - Bureau of Women's Affairs; Desk Review, Status of Men and Women (2005), Gender Advisory Committee.

There is a better sex balance in the Criminal and Civil Administration of the Justice system. Females are in the majority at the lowest level of Resident Magistrates (63%). Women form 43 per cent of High and Supreme Court Judges and a woman was appointed Chief Justice in June, 2007.

Eighty-five percent (85%) of the teaching profession comprise women, yet at the level of governance (administration and as principals) men are disproportionately represented. Similarly, 66 percent of the General Council of the JTA are women, while the leadership has been primarily male.

In 1998, women comprised 29 percent of Board members in public sector agencies and 10 percent of the Boards of private enterprises.

In general, therefore, there is gender disparity in most areas of public life. Men are - under represented in education in situations where boys could benefit from a strong male presence. Women are under represented in areas where caring and nurturing are not palpably required. Change is occurring but at an extremely slow rate.

Despite the strides made in education, politics is seen as the domain of men. Given their role within the household, many women cannot sustain a high level of involvement in politics except with the 'permission' and cooperation of their partners. Moreover, politics can be rough and can involve attacks on personal and family life. Other factors working against women are the expense of political campaigns, the burden of family responsibilities and their lack of confidence.

There has been recognition in Government regarding the need to reform the institutions and the overall system of governance. Efforts have been made to reduce the gender disparity and decentralise local government. In this light, the Report of the National Advisory Council on Local Government Reform posits that good governance:

- is directed to build 'a culture of multi-level political partnerships' ;
- requires moving from old patterns to new relationships, roles and responsibilities as men and women and as stakeholders;
- calls for new ways of interaction and working together at all levels;

- is a process towards a ‘change of purpose’; towards new ideas about power and power relationships- the purpose being not power over, but empowerment; power with and power to create transformation;
- seeks to build a ‘coalition of change’ as a driver of the democratic transformation process.

### **2.2.7 Human Security**

Human security in any given society assumes that each human being may exercise his or her right to live in a peaceful, safe, and secure environment, free from fear in the home and public spaces (JASPEV 2015). Human security encompasses various forms such as personal security, community security, political security, economic security, food security, health security and environmental security.<sup>13</sup>

Personal security involves protection against threats of physical violence exercised by states or individuals. Personal security also encompasses personal security of women against the particular violence they experience because of their gender, referred to as gender-based violence or gender violence.

Community security includes protection against threats of violence, in intra-community strife and tensions. It also includes hurtful practices specifically aimed at especially vulnerable members of the community, such as women and children, who may be linked to gang members, drug leaders and dons and may get caught in the web of violence and terror. As victims of reprisals, these crimes may go unreported because of fear and intimidation (Mogensen, 2004)

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<sup>13</sup> Other types: **Economic security:** An assured basic income, minimum job security. **Food Security:** Assured provision of basic nutritional requirements. Protection from unequal distribution of food supplies, particularly during periods of famine and food shortages. **Health security:** Access to health care and facilities which militates against death and illness particularly linked to poverty, such as unsafe and unclean environments. **Environment security:** Prevention of degradations and global ecosystems. (See UNDP, *Human Development Report*, 2000; and JASPEV 2015 Social Policy Framework. For the purposes of this report, this section will only refer to personal security, community security and political security.

Political security includes protection against all forms of torture including rape which has been used as a form of torture especially in situations of community violence, political repression, ill treatments and abductions.

Gender issues are most prominent with respect to personal security, community and political security. Vulnerability to gender-based violence may exist because of lack of economic security such as basic sufficiency and reliability of income, access to social safety nets, risk of joblessness and protection against unemployment.

Gender-based Violence (GBV) is frequently an act of violence using power or the abuse of power. According to the Commonwealth Secretariat (2002: 44), gender-based violence involves “a violation of human rights that results in all forms of violence based on gender relations. It includes physical harm, sexual acts, emotional and psychological abuse and economic deprivation. Its forms include: rape, carnal abuse, family violence, sexual harassment, sexual assault, battery, buggery, wounding with instruments”.

In most instances, gender-based violence occurs within a patriarchal framework in which men exercise coercive power over women. However, it has been pointed out that patriarchy is not monolithic or totalizing and in other instances power is not always balanced in favour of men. Thus, gender politics *within* masculinities also occurs which has repressive consequences for some men and boys. The overarching culture of masculinity more often than not, gives an even less therapeutic atmosphere for male victims of GBV whether committed by a homosexual male or by a female (Bailey & Yusef-Khalil, 2007 forthcoming).

Defining GBV in this context therefore requires a broader conceptualization that acknowledges that both sexes can be incriminated as well as violated (Bailey, 2007, forthcoming). The most common form of GBV is Violence Against Women (VAW) which has been defined as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.” (United Nations

Declaration on the Elimination of Violence against Women, General Assembly Resolution 48/104, 20 December 1993).

Youth constitute roughly 50 per cent of the offenders and victims of gender-based violence. In 2006, of the 368 persons arrested for rape, 47 per cent were between 12-25 years of age, while for carnal abuse 56 per cent of those arrested were in this age group (ESSJ 2006). This high rate of youth offenders has continued since 2002. Boys and girls are more vulnerable to sexual violence and more likely to become abusers or violators themselves due to contributing factors such as poor parenting, child abuse, sub-standard living conditions, low levels of education, and lack of social services. Popular media images of super-aggressive men, alongside highly sexualized female bodies—as seen in music videos - affect young people’s behaviours and attitudes towards self and the opposite sex. These factors all intersect: they contribute to damaging gender relations and fuel sexual violence (Heron, 2007).

In 2002, 52 per cent of total offenders of rape were between 12-25 years, and 59 per cent of the offenders of carnal abuse were in the same age category. For victims, there has been a shift from children and youth (5-24 years) making up three-quarters of the cases of rape or carnal abuse in 2002, to half of the victims by 2006 (ESSJ, 2002, 2006). But the disturbing reality is that this only represents cases that are reported.

In 2002, The Police reported 1,145 cases of rape and carnal abuse combined, of this only 570 were cleared up. By 2006, of the 1,269 reported cases of rape and carnal abuse, only half (636) were cleared up (ESSJ, 2002, 2003, 2006). There were 21 cases of buggery. Child victims of other forms of violence including murder have also increased significantly. In 2002, 89 children were killed, most of them boys. The number of shootings increased by over 400 per cent from 96 in 2002 to 430 in 2004 (398 boys and 32 girls) (UNICEF, 2004).

The occurrence of community-based violence and incidences of violence perpetrated by State bodies and gang leaders particularly in urban areas, remain pressing issues that are also connected to gender-based violence. The persistence of violence against women carries with it implications well beyond the personal and has particular implications for society’s efforts to

create an environment in which all human rights are respected. In many cases, low levels of education and skills, large families and a perceived inability to access the means by which to free themselves and their children from abuse, result in women being trapped in a cycle of abuse and disenfranchisement.

### **2.3 THE ENVIRONMENT**

Discussions around gender and the sustainability of the environment suggest that there is need to examine gender differentiated activities as well as rights and responsibilities in the process of natural resource management. The role of women was acknowledged and formalized by the UN Conference on Environment and Development (UNCED) in Chapter 24 of Agenda 21. This has been reiterated in the proceeds of critical follow-up meetings such as the UN World Summit on Sustainable Development (WSSD), in South Africa, 2002, the 10 year review of the UNCED and again at the Conference to Review the Sustainable Development Plans of Small Island Developing States (SIDS), the Barbados Programme of Action held in Mauritius, 2005, again a 10 year review of the Programme of Action for SIDS. Both, Jamaica and the Caribbean played key roles as did Caribbean NGOS, including women's organizations.

However, this has not necessarily been translated into action on women and the environment or for that matter a gendered approach to environment planning, management and conservation. Within the context of sustainable development the environment is treated as a dynamic entity where ecological, political, social, cultural and economic forces are at play. This has given rise to many ideological streams of thought with varying impact on the lives of women and men.

The UN in its deliberations has generally enunciated the view in agreement with feminists and women's equality advocates, that women's interaction with the environment is governed by the same forces that govern women's lives that lead to the inherent inequalities present in all societies. It is generally acknowledged, that Caribbean women made a significant contribution to the debate and to the shaping of Chapter 24 in Agenda 21.



While many may not obviously see how the environment can have different impact on women and men, examining this issue through political, economic, social and cultural analyses reveals the ever-present layers of inherent inequalities in our society.

A key issue that demonstrates the need to include a gender lens in dealing with the environment is poverty. Successive UN World Reports consistently indicate that women remain the majority of the poor. This poverty is translated into the key area of women's unequal economic status. The major centres of our global and national economy are closely linked to the environment. These include areas such as: food production; energy/ fuel; access to credit; construction/ housing (the built environment); industries such as flower production, citrus, etc which differentially impact on women's reproductive health due to environmental causes such as pesticide and fertilizers in their work environments; land based commercial ventures – links to the issues of land ownership and tenure. In addition, the critical issue of climate change has particular significance for gender relations. Experts agree that it is the poor that will more feel the impact of climate change and its impending disasters – earthquakes, flood, hurricane, and droughts.

In their primary role as caregivers, women also tend to be responsible for disaster mitigation and recovery. This placed alongside the fact that they also have less access to rehabilitation resources (building materials and labour to re-build shelters/housing) and have to deal with reproductive health and sanitation issues, means that women will end up carrying the traditional uneven burden for social reproduction.

Climate Change adaptation and mitigation measures will need to take into account issues such as energy production and use; water production, access and right; land use and management; disaster mitigation; gendered governance and decision-making; impact on the economy, migration and displacement of peoples. In all of these areas, women's and men's roles and status have to be taken into account if the solutions are to be viable and sustainable. A new political ethos has to prevail when taking into account this issue in our planning to 2030 – one that places the equality between men and women at its centre, especially those living in poverty.

Water is acknowledged by governments and environmentalists alike as the new gold, “Blue Gold”. The *WHO/UNICEF Joint Programme for Water Supply: Water for Life* indicates that water stresses are being increasingly experienced by nations - rich and poor countries alike. Trading in water and water rights issues are the source of increasing conflicts, including wars, within and across borders. Water is used to keep groups in line and in a number of nations, male mediated access to water is a fact of life for women, including women in Jamaica who have to deal with ‘Dons’ whose areas traverse the location of standpipes.

Further, access to water is increasingly moving into the privatisation arena. Water access will also be radically affected by climate change and global warming. This environment stressor exacerbates water access issues. Water is a fundamental pinnacle of any economic activity as well as for everyday survival (food, sanitation, hygiene, etc.) The importance of water is such that political, social and cultural structures must take into account how people access water. While the World Summit on Sustainable Development (WSSD) Conference affirmed access to water as a human right, this has not largely been the practice and people living in poverty still have difficulties with access to safe water.

The lack of access to safe water is exacerbated by lack of access to affordable housing and the increasing incidence of squatting. Safe water sources in this context may not be guaranteed which has serious implications for households and in particular women who have the lion’s share of social reproduction –caring for children, the elderly and the disabled. `

The issues raised in the foregoing are also factors that affect Jamaican communities. Poor women’s access to water whether in inner-urban or rural communities, is affected by community dynamics such as the ‘Don system’, competing use priorities with males and human security issues. Although no formal studies have been done, work in communities on water access issues reveal tensions relating to water use. These express themselves in communities as ‘everyday’ conflicts such as community male taxi drivers dominating communal sources of water to ‘wash car’ for their livelihood during the little time the water is available, while the women must wait in order to ‘wash clothes’ and for ‘little farming’ and

other domestic use. Further, the same conflicts are experienced with male-dominated farming such as coffee-farmers who control the water during key parts of the season while leaving the community 'dry' for periods of time, usually when women need access. In some inner city communities, anecdotal evidence suggests that women are often forced to support Dons or engage in sex trade for Dons in order to have access to the standpipe. Policies and programmes that take these gendered dynamics into account are part of the new political ethos that must prevail.

The issue of sanitation, which is often close to the conflict surrounding water, is often left to the women to 'manage' for both the household and the community and has major implications for environmental health as seen in the increasing incidences of 'pink eye', gastro-enteritis, and malaria. Sanitation-related diseases increase in times of water scarcity or poor water quality.

People engage with the environment in ways that they see as supporting their basic needs and livelihoods. One such way is the use of natural resources for fuel. In Jamaica, this usually results in the cutting down of trees for firewood and coal production. In its most extreme forms this practice has caused deforestation which impacts water production and access and land degradation resulting in flooding, global warming. Women living in poverty in Jamaica eke out an existence through coal production. Alternate and more sustainable livelihoods as well as more affordable fuel are needed in order to prevent this kind of interaction with the environment.

The JASPEV Gender Review is taking us in the right direction by exposing issues such as those listed below relating to Gender and the Environment (Gender Review, JASPEV ARP 2003).

- Women's relationship with nature and unwaged labour in subsistence farming
- Economic and food security in female headed households
- Credit and enterprise development
- Land area management
- Quality of housing and household size

- Management and use of natural fuels
- Sustainable agriculture and farming systems
- Land rights and legislation around land ownership
- Management of and infrastructure for water resources, particularly labour involved in providing potable water in rural and inner city areas
- Access to and training in scientific and technological methods for protection and optimal/sustainable use of natural resources

However, in any National Plan to 2030, a full treatment of Climate Change (Mitigation and Adaptation), water access and sanitation issues, and affordable and sustainable fuels/energy must be included as a way forward. In this context, the gender implications are of critical importance.

Research on gender and the environment, in particular as it pertains to Jamaica and the wider Caribbean, is practically non-existent. Besides the gendered approach, the lack of sound research on the issue is a major stumbling block to informed planning and policy decisions.

## 3. SWOT Analysis

### 3.1 THE ECONOMY

#### 3.1.1 Trade

##### Strengths

1. Non-Government Organisations active in the CGTN and DAWN<sup>14</sup> have sought to raise awareness of gender and trade issues in a rapidly changing global trade environment.
2. Trade in music and other cultural products have expanded with several artistes, especially men, earning significant revenue in the global music markets.
3. Existence of a diverse environment, diverse cultural products and under utilized capacity of young men and women who can reverse the negative trade situation particularly as it relates to the music industry.

##### Weaknesses

1. Trade liberalization has resulted in the relocation of free zones with marked decline in exports from the free zone and loss of jobs for women.
2. Trade liberalization has had a negative impact on domestic production, e.g. women in poultry farming and men in cattle rearing.
3. Jamaica continues to register a negative trade balance which has increased by 45 % between 2004 and 2006.
4. The absence of a gender framework from current trade impact analysis and the assumption that trade is a gender-neutral activity.
5. Lack of awareness on the part of policy makers and negotiators on issues relating to gender and trade and therefore limited capacity to ensure that gender implications are considered in negotiating terms and conditions of trade between Jamaica and other trading blocs and bilateral partners.

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<sup>14</sup> CGTN: Caribbean Gender & Trade Network, DAWN: Development Alternatives with Women for a New era.

6. Seemingly gender blind market mechanisms and macroeconomic policies that reinforce social biases and gender inequalities.
7. Lack of research on the impact of trade policy reforms and gendered socioeconomic outcomes.

### **Opportunities**

1. The trade in non traditional exports- fruits, ground provisions, chemicals and scrap metal is growing and this is important when set against the threats to traditional exports.
2. Discussions on a new Economic Partnership Agreement (EPA) between Jamaica and the Caribbean could result in products (except rice, bananas and sugar) being exported to the benefit of women in vegetable production.
3. Current undertaking to review and strengthen Jamaica's legal and regulatory framework surrounding trade and the economy could be used to ensure gender equality within the bilateral and multilateral trade agreements.
4. New opportunities for inter-regional trade have emerged with the advent of the Caribbean Single Market and Economy in January 2006.
5. Opportunities for trade in services have expanded with increased political commitment and foreign direct investment in telecommunications and computer technology services and training and have expanded employment opportunities in the ICT sector for both males and females.

### **Threats**

1. Trade policy changes could adversely affect the relative price of goods and essential services which, in turn, could affect the demand for labour in the public and private sectors and contribute to increased unemployment for women and men.
2. Policy changes also have implications for the value of real wages and will affect household consumption. This will impact differentially on single female headed households which can increase levels of poverty:

- a. A change in policy could affect relative prices which, in turn, could affect the demand for labour in the public and private sectors. This has implications for the real wages and affects household consumption.
- b. Trade agreements often result in loss of revenue through reduced tariffs on a range of goods and services. This could result in a change in the provision of public sector and social services for men and women differently.
3. There are threats to intellectual property – music, food and herbal medicines. High tariffs and customs on goods imported for the music industry also threaten an industry that has potential for the young.

### **3.1.2 Labour and Employment**

#### **Strengths**

1. The number of women participating in the formal labour force has increased marginally between 2005 and 2006. (55.5% and 56.3%).
2. There are more women than men in the category of Professionals/Technicians/Officials
3. The telecommunications sector is growing and providing job opportunities and workers are being trained under the Intel programme.
4. Agricultural export industries have created jobs for males.
5. Women's participation in non-traditional jobs has expanded, resulting in more diverse employment and increased levels of income (e.g. construction; fisherfolk).

#### **Weaknesses**

1. Data on labour participation in sub-sectors is not sex-disaggregated, for example, it is not known how many males and females are employed in Community, Social and Personal Services and Hotels and Restaurant Services etc.
2. Women's labour force participation is still unequal compared to men. Despite women's increased investments in higher education and training, this has not translated into equality in the labour force. Female unemployment, underemployment, and participation in seasonal and part time work continue to be higher than that of their male counterparts because of their gender roles and responsibilities in the family.

3. The majority of persons in the informal sector are women with little job security or social protection.
4. The majority of women in the employed labour force are still concentrated in the sectors with the lowest wages, monotonous conditions of work and little social protection.
5. Loss of low-skilled jobs for women with the relocation of free zone garment industries.
6. Occupational sex segregation persists (female nurses, teachers etc which attract lower wages).
7. The glass ceiling persists in some occupational categories which results in a concentration of women in middle management positions but few women as CEOs and Chairs of private sector Boards responsible for key decision-making. There is more equity in the public sector.
8. Despite legislation on equal pay for work of equal value, wage differentials persist in favour of males.
9. Women involved in agriculture generally do not benefit from the channels used for the dissemination of technologies.
10. The unpaid work sector is dominated by women and the contribution of this sector to the national economy is both undervalued and unrecognised.
11. The education system is lagging behind in the preparation of the workforce to meet national and international opportunities.
12. Absence of flexible work agreements limits women's access to employment and discourages gender equality in parenting.
13. Absence of a paternity leave law and policies contribute to women being the main caregivers and deprives men of a more active role in parenting.
14. Although The Women (Employment of) Act, 1942, restricts women's participation in night work, save and except under prescribed conditions within approved trades and occupations, the cultural practice has ignored this stipulation. The law is regarded as archaic and redundant and has been eclipsed by custom.
15. Inadequate day care facilities for young children and the elderly continue to limit women's participation in the labour force.



16. Trade Union membership and protection is less accessible to women than men. Women dominate the service sector and unionization is not yet at a desired level. The labour statistics on unionization is not disaggregated by gender.
17. Absence of a sexual harassment law and workplace policies to address this problem continues to impact negatively on job security of primarily women and hinders gender equality in the workplace.

### **Opportunities**

1. The labour environment presents opportunities for research on unpaid work to be carried out to determine time used by men/women in production for the household and/or the welfare of the community.
2. The current reform of the education system presents opportunities for improving the preparation of the workforce to meet national objectives.
3. Government policy emphasis on the micro, small and micro-economic enterprise sector (MSMEs) offers an opportunity to give special attention to businesses led by and dominated by women to enhance skills in management, marketing, finance, product development, customer service etc.

### **Threats**

1. Labour market is vulnerable to shifts in the global economy.
2. High percentage of both men and women in the formal labour market without formal certification.
3. Migration of skilled/qualified professionals and impact on the family.
4. Inability of the governance structure to resolve the tensions between the formal and informal economy.

## **3.2 THE SOCIETY**

### **3.2.1 Poverty**

#### **Strengths**

1. Housing solutions have increased over a 10 year period benefiting the poor.
2. Legal reform and improved institutional frameworks- over a 15 year period that protect the entire society but will offer greater protection to the poor and vulnerable - including the Domestic Violence Act; Property Rights of Spouses Act; The Maintenance Act; Offences Against the Persons (Amendment) Bill, The Incest Punishment (Amendment) Bill; the Child Care and Protection Act, the Office of the Children's Advocate, the Child Development Agency; the Early Childhood Commission; and the A draft Sexual Harassment Policy.
3. Expansion of Women's Centre services for pregnant teenage students in three rural parishes.
4. Re-establishment/strengthening of organizations benefiting women e.g. Jamaica Rural Women's Network, Combined Disabilities
5. Reductions in unemployment and poverty rates over a 10 year period (1995-2005) for both sexes.
6. Shifts in labour market in favour of some women with a reduction in elementary occupations and an increase in shop and market sales and the professional/senior officials and technicians categories.
7. Reduction in paediatric AIDS cases and deaths, due to an aggressive mother/child preventive programme.

#### **Weaknesses**

1. Increases in incidence of violence against women.
2. Increasing abuse and murder of children.
3. Criminalization of boys, young men in inner city and poor communities for minor offences.

4. Male cultural resistance to pursuing preventive health care often leaving women with additional economic and social costs for their care when they become seriously ill. No clear policy evident on preventive health care.
5. Less than 12 per cent of children of poor have accessed traditional high schools, particularly males. (Samms-Vaughn, 2002.).
6. Men's involvement in community level decision making remains low unless their strategic interests (money, power) are to be met.
7. Given the downsizing of the health care system, and closing of well-baby clinic services, access to health care for the poor is beyond their reach especially for children who are critically ill. Mothers predominantly bear this burden.
8. Given the concentration of poor in rural parishes (two and a half times the rate of poor in towns) highest in 2005 in Clarendon, Portland, and the vulnerability of single female household heads (highest in Portland) the absence of a clear strategy to reduce poverty in **specific locations** is problematic.
9. Youth 15 to 24 years, have the highest rate of unemployment (females twice the rate of males).
10. Unequal access to land ownership/ and acquisition of housing for women vs men.
11. While there has been a reduction in unemployment and poverty rates over a 10 year period (1995-2005) for both sexes continuing disparities exist in favour of males.
12. Among age 10 – 19 year olds, the rate of HIV/AIDS infection is three times higher for females than males (Samms Vaughn, 2006).
13. Programmes promoting contraceptive use and adolescent sexual and reproductive rights have had little impact on- the rate of teenage pregnancies (consistently 20% over the period)

### **Opportunities**

1. Effectiveness of the public education programme on HIV/AIDS can be used as a model for design of other public education programmes e.g. one geared to improving men's use of health care facilities, or a documentary to reduce police brutality (excesses) against, or to build trust with, young males in the pre-crime years.

2. Employment opportunities are opening up for some disabled persons, particularly the physically disabled, as access to training increases.

### **Threats**

1. Fragmented results in individual projects, and non-accountability for gender mainstreaming in projects.
2. Sexual and reproductive rights of poor women are not recognised and pose increased threat to gender-based violence especially in inner city communities.
3. Inadequate provisions for their protection make it easier for the sexual rights of women with disabilities to be violated.
4. Absence of employment opportunities for graduates from post secondary institutions who are visually or hearing impaired makes it likely that they will remain in unemployment.

### **3.2.2 Social Protection**

#### **Strengths**

1. The downward trend in levels of poverty.
2. A varied social protection programme exists.
3. Impoverished families can depend on internal and external networks of support
4. Legislation to safeguard against discrimination exists

#### **Weaknesses**

1. Increased vulnerability of female headed households in the poorest quintile
2. Rural populations are disadvantaged in terms of access to quality education, lucrative employment and social services.
3. Consumption levels in female headed households is lower than in male headed households.
4. Boys are at educational risk in single parent male headed households.
5. Women working for the minimum wage are more likely to live in poverty than men.

6. The lack of coordination among social protection agencies and inefficient targeting of programmes resulting in errors of inclusion and exclusion.
7. Remittance flows have negative effect on the labour market and threaten the country's competitive position.
8. Unequal impact of poverty on persons with disabilities.

### **Opportunities**

1. The environment is conducive to the investigation of the correlates of gender poverty in the five south western parishes.
2. To create a transformative rights-based approach which goes beyond poverty reduction and addresses other needs and deprivations in order to enable upward social mobility and personal development.

### **Threats**

1. Entrenched approach to poverty which focuses on alleviation more than poverty eradication and social transformation, thereby perpetuating dependency.
2. Absence of a transformative approach may ultimately result in further marginalization of vulnerable groups and reproduction of gender inequality.
3. Reduced productivity as a result of heavy reliance on remittance flows contributing to the uncompetitiveness of the economy.

### **3.2.3 Health**

#### *Health Status*

##### **Strengths**

1. Increase in life expectancy.
2. Decreased child morbidity.
3. Decrease in population < 15 years.
4. A shift from a narrow concern of family planning to an approach that focuses on reproductive health.
5. Decline in seroprevalence in STI and antenatal population.
6. Decline in cervical cancer.

##### **Weaknesses**

1. Women spend more time in illness such as hypertension and diabetes.
2. Women have more co-morbidity.
3. Inadequate focus on reproductive health needs of men.
4. The organization of health services discourage use by men.
5. Increasing HIV/AIDS risk to young women.
6. Needs of survivors of gender based violence not integrated into reproductive health care system.
7. High teenage pregnancy.
8. Inadequate screening for cancers.
9. Persons with disabilities have limited access to health care and their specific needs are not adequately catered to.
10. Insensitivity to gender dimensions of mental health.

##### **Opportunities**

1. Demographic shifts in the population which can ensure that health care needs of males and females are met at all stages of the life cycle.

2. Opportunity for research to examine how the full range of activities by women affects their health and well being.
3. Opportunity for research to determine what health risks are faced by men and women with disabilities.

### **Threats**

1. Increased demand for social protection of the elderly in the future.
2. Future demand for the care of elderly women.
3. Declining mental health of the population.

### *The health care delivery system*

### **Strengths**

1. The focus on Primary Health Care which benefits women and children primarily.
2. PATH provides health benefits to the poor that is fairly gender sensitive in its delivery.
3. Benefits of the Pharmaceutical programme (JADEP) which provides drugs for treating chronic illnesses that affects women disproportionately.

### **Weaknesses**

1. Changes in population profile and types of illnesses have not been matched by parallel shifts in health care delivery programmes, thereby disadvantaging men and the elderly.
2. Very little attention to gender issues in planning and implementation of health sector reform.
3. Health care services are not user-friendly with women being more vulnerable.
4. Inadequacies of Pharmaceutical Programmes – insufficient drugs, no means testing.
5. Inefficient and costly rural transportation which limits access to health services and increases the burden of health care on women.
6. Insufficient attention to the needs of fathers in maternal clinics/wards.

### **Opportunities**

1. Decentralization of the health care system shifts the focus to small regions thereby improving the specific needs of the client population, particularly giving attention to the health needs of men.
2. Women and their children are the primary beneficiaries of PATH. It therefore provides not only relief from poverty but the means to lift those children out of poverty by linking relief to education.
3. Improved targeting (means testing) in Pharmaceutical Programmes could bring greater benefits to those in need, particularly women who are the main beneficiaries.

### **Threats**

1. Continuing under financing and increases in the burden on public sector clients particularly women.
2. Increase in complications of chronic diseases, disproportionately affecting women.
3. Continuing lack of accommodation of the specific health needs of men will reinforce male cultural resistance to self care and preventative health care.

### *Healthy Behaviour*

### **Strengths**

1. Current emphasis on four life style behaviours – smoking, alcohol consumption, drugs – which encourages the young to improve behaviours that affect health in later life.
2. Improvement in health, though it has most effect on the non poor.
3. Injury surveillance data disaggregated by sex is available for informing gender-specific programme interventions by the Ministry of Health & Environment.

### **Weaknesses**

1. Emphasis on lifestyle locates the problem solely within the individual without taking into account the capacity of the individual to adhere to that lifestyle.
2. The Healthy Lifestyle policy is gender neutral.



3. The Health Lifestyle policy excludes the fact that there is growing problem of chronic diseases among the poor, especially among poor women.
4. Gender-based health inequalities which widens with age is not addressed.
5. There has been no test to determine the extent to injury data is representative of the wider population, including gender specificities.

### **Opportunities**

1. Creation of green spaces in inner city communities and in the wider urban areas could contribute to a decline in violence, mental illnesses, chronic diseases and increase emphasis on healthy lifestyles and also reduce health care delivery costs.
2. Data on violence related injury is available and could inform an effective gender specific and gender-responsive violence prevention programme.

### **Threats**

1. Lifestyle emphasis can be a distraction, deemphasizing the role of socio economic conditions and poverty as determinants of health.
2. Increasing disablement resulting from injuries.
3. Increasing cost of treating injuries and loss of productive time.
4. Burden of violence and risky lifestyle behaviour on the health care system undermines other health care delivery.

### **3.2.4 Education**

#### **Strengths**

##### ***Rights to education***

##### ***Early childhood level (3-5 years)***

1. Near universal access (gross enrolment rate of 96.8%; 96.6% boys/ 97.0% girls in 2006). (More boys than girls are born).

*Primary level (6-11 years)*

1. Near universal access. Overall gross enrolment rate of 97.9% in 2005/06 with female rate of 93.9 per cent and male rate of 95.5 per cent. (See Figure 1 in Appendix).
2. Teaching force predominately female and approximately 90 per cent trained.

*Lower secondary level 12-14 years*

1. Near universal access. Overall gross enrolment rate of 95.1 per cent in 2005/06 with female rate of 95.0 per cent and male rate of 95.1 per cent. (See Figure 1 in Appendix).

*Upper secondary level 15-18 years*

1. Continuing provision of additional spaces.

*Post-secondary Level*

1. Enrolment at the tertiary level has now surpassed the goal of 15 per cent set by CARICOM for the year 2015. Increase in number of students enrolled in local and overseas tertiary level institutions estimated at 61 619 with 63.7 per cent female, an improvement in the gross enrolment ratio to 26 per cent in 2006 compared with 20.7 per cent in 2005 (ESSJ 2006).
2. Expanded capacity of the HEART/NTA which has increased access to technical training. In 2006 females accounted for 55.8 per cent of enrolment in programmes and 54.1 per cent of the output. (ESSJ 2006) [See Figure 2 in Appendix].

***Rights within education***

*Primary & Secondary Levels*

1. Free textbooks and workbooks for all students (primary).
2. Subsidized textbook and loan scheme (secondary).
3. Steady improvements in the literacy rate as measured by the Grade 4 Literacy Test since 2004 but with achievement gaps favouring girls in all school types as well as a clear intersection with gender and socio economic status with both sexes in preparatory

school attaining higher levels than in other school types. (See Figure 3 in the Appendix).

4. In the 2004 GSAT, girls showed better performance in subjects in all school types with the gap being narrowest in preparatory schools. The performance of both sexes in preparatory schools was far superior to that in all other school types indicating a clear interaction between sex and socio-economic-status (See Figures 4.1 to 4.6 in Appendix).
5. Subsidized fee payment in 4 CXC subjects but with more girls than boys benefiting because they comprise the majority of those entered from the eligible cohort: English Language – F 66 per cent, M 45 per cent; Mathematics F 53 per cent M 39 per cent (2005/06).
6. National standardized assessment at Grades 9, and 11 (CXC).

#### *Tertiary Level*

1. Student Loan scheme available to students who meet the criteria.
2. Subsidized fees for all tertiary level students.

### **Weaknesses**

#### ***Rights to education***

##### *Early childhood level (3-5 years)*

1. Differentiated provision. Basic schools are not properly financed and do not all have adequate facilities and resources. Private kindergarten and nursery schools are well equipped and offer better environments. Girls and boys from lower income groups therefore disadvantaged.
2. Poor readiness for grade 1 as shown on grade 1 Inventory. National average of 42 per cent with female average of 49 per cent and male average of 36 per cent. Distinct differences in performance also evident based on school type with males and females in preparatory schools showing superior performance compared with those in other three school types. Boys and girls in Primary and Junior High schools show lowest level of performance. (See Figure 5).

3. Facilities to address non-readiness (rich learning environment, play) do not exist at the primary level.

*Primary level 6-11 years*

1. Differentiated provision by type of school. Prep (private) schools have adequate facilities and resources. Many primary schools average or below in facilities and resources. Male/female students from lower SES disadvantaged compared with preparatory school cohort.
2. Teaching force predominately female with a sex ratio of 8.1F to 1M but with sex ratio among principals of 2.2F to 1M.

*Lower secondary level 12-14 years*

1. More boys than girls in grades 7-9 of all age school (ratio of 7:3) and majority lack access to education after grade 9. More boys than girls affected (7 034 M, 3 488 F in 2006).
2. All-age school curriculum unsuited for work and further education for both sexes.

*Upper secondary level 15-18 years*

1. Gross enrolment rate is 83.1 per cent with female rate of 85.7 per cent and male rate of 80.5 per cent.
2. Insufficient number of school spaces. 24 per cent fall-out between Grades 9 and 10 with 65.5 per cent of those students being males.
3. More spaces available for females because there are more single sex girls than boys' schools.
4. Data on Secondary Schools Certificate (SSC) assessment not disaggregated by sex.

*Post-secondary Level*

1. Major gender differences in overall enrolment at UWI - 72.9 per cent (F), 28.1 per cent (M) in 2006.
2. All faculties at UWI now show a female numerical dominance for undergraduate and graduate students.

3. Programmes offered through HEART/NTA strongly sex-segregated with females and males in typical sex-linked areas (See Figure 2).

### ***Rights within education***

#### *Early childhood level*

1. Most teachers in Basic schools not trained (4% trained in 2006).
2. Gender biases in curriculum support materials reinforce teacher behaviour.
3. Teachers' stereotyped notions of sex-appropriate behaviour in relation to play areas, activities and student behaviour reinforce gender stereotyping in students.

#### *Primary and Lower Secondary levels*

1. Gender differences in attendance.
2. Violence against and sexual harassment of girls by students and teachers.
3. Use of corporal punishment and verbal abuse by teachers directed more to boys than girls.
4. Drop-out rates each year of the secondary level for both sexes. Dramatic reduction in capacity in grades 12 - 13 for both sexes. (See Table A1, p. 101)
5. Violence and anti-social behaviour (use of guns and other weapons) – mainly by boys.
6. Cross time tabling and gender stereotyping limits access to some subjects for boys and girls.
7. Gender stereotyping of sports.
8. Boys' anti-academic behaviour that influences learning and access to certification.
9. Low level of eligibility of both boys and girls for CXC (51% F, 49% M in 2006).
10. Performance for boys and girls nationwide inadequate (Mathematics: 53% of eligible female and 39% of eligible male cohort entered for CXC exam; 36% of females passed and 37% of males passed in 2006; ).
11. A higher percentage of eligible girls than boys are entered for CXC English Language (66% vs 44%; 38% of females and 19% of males in eligible cohort pass, 2006).
12. Outcomes differentiated by type of school. Students in upgraded high schools gain fewer passes than other schools – 11 per cent of eligible cohort and 30 per cent of

entries in 2006. In traditional high schools 62 per cent of eligible cohort and 71 per cent of entries gain grades 1-3.

*Post-secondary level*

1. Gender differences in cohort eligible for tertiary education because of gender differences in outcomes at the secondary level.

***Rights through education***

1. Academic qualifications loosely tied to jobs and employability.
2. Labour market favours work experience. Young people leaving school without experience or structured work experience as part of the curriculum, face difficulties in finding jobs.
3. Work experience not offered as part of the curriculum in high schools.
4. Structure of the labour market is gendered. Males are more likely to find work than females.
5. Many high school graduates discover that they lack the subjects needed in the labour force.
6. Vocational training also makes a difference in employability.
7. Males are more likely to be employed than females even though they are on average less qualified.
8. Youth with higher qualification are more likely to be employed.
9. In a recent study it was found that high school graduates waited on average 1.5 years to find a job. (Kerr, Bailey & Knight, 2006).
10. Job seekers' socio-economic status and place of residence play a role in finding a job.

**Opportunities**

***Early childhood level (3-5 years)***

1. Early Childhood Commission formed in 2003. Early Childhood Act passed in 2005.
2. Standards for early childhood education institutions and services now established.

3. These initiatives create an opportunity for incorporating gender concerns in early childhood education, particularly the role of care givers/ parents in gender socialisation. (Nos. 2 & 3).

***Primary level (6-11 years)***

1. Task Force Report on Educational Transformation convened in 2003. Task Force Report published in 2004. Recommendations made for the reform of the primary system.
2. Task Force Report has created a national vision for primary and secondary education in which gender disparities should identified and addressed (in access, participation, and outcomes).

***Lower secondary level 12-14 years***

1. Task Force Report published in 2004. Recommendations made for the reform of the secondary level. One recommendation was the elimination of the all-age school, in which boys are disproportionately impacted.

**Overall Threats**

1. Persistent structural barriers reflected in sex-segregated curriculum, especially in technical vocational areas at the secondary and tertiary levels and the implications for post-education opportunities.
2. Lack of understanding of the ways in which gender socialisation and gender biases within the process of education (teaching profession, pedagogic interactions, and examinations) affect educational outputs wider social, political and economic outcomes of both sexes.
3. Inadequate appreciation of the tools required for analysing the gendered impacts on education at all levels on the part of practitioners and policy makers.
4. The education transformation project does not explicitly address gender issues in education at all levels.

### **3.2.5 Governance**

#### **Strengths**

1. The Government of Jamaica's ratification of several human rights conventions which call for women's equal participation in the highest level of decision-making (see Introduction).
2. Local Government Reform (LGR) that process has included research and consultations which highlight the importance of women's equal participation in local government (Vassell and Hamilton 2007).
3. Through the JASPEV project an effort to incorporate gender issues in all national social policy goals including those related to governance (JASPEV, 2003; Bailey & Charles, 2006 ).
4. Jamaica's draft National Gender Policy promotes gender equality at the highest levels of political decision-making.
5. The Jamaica Women's Political Caucus and other women's organisations have historically championed the cause of women's equal participation in politics and have provided research, training, fund-raising support for candidates.

#### **Weaknesses**

1. The dominant culture of patriarchy in Jamaican politics with entrenched male political leadership as the norm, resulting in gender discrimination against women in leadership.
2. Widespread crime and violence associated with Jamaica's political process, discourages the participation of women and young girls in active politics as leaders and candidates.
3. Low participation rates in local and national elections, especially among youth and women as candidates because of gender biases, political patronage and garrison politics.
4. Colonial bias and contradictions in the articulation of the Jamaican Constitution does not facilitate a comprehensive protection and guarantee of the full range of human rights by all citizens. (Barnett, 2001; Vasciannie 2001, 25-51).



### **Opportunities**

1. Constitutional Reform process offers opportunity to include changes to promote gender equality for all.
2. Accelerating the legal reform process to strengthen the legislative framework will ensure that ALL citizens including women have access to their rights and to the highest level of decision-making, consistent with international, regional and national commitments made.
3. Take advantage of the local government reform process to create spaces for women and young people's greater participation in governance.

### **Threats**

1. Limited public awareness of the Government's political commitments to international instruments impedes compliance and implementation at the local level.
2. Lack of public awareness and civil society involvement of the Constitutional Reform process hinders substantive reorientation away from its colonial bias.
3. Pace of reform is slow and constrained by limited institutional capacity of the legal system.
4. Persistent apathy among young males and females undermines the democratic process in future and discourages youth participation in governance.
5. Political tribalism which polarizes society and hinders a more transparent and 'democratic' approach to governance and deters involvement by civil society.
6. Prevailing gender ideologies which undergirds the norm of male political leadership and the limited participation of women in the political process.

### **3.2.6 Human Security<sup>15</sup>**

#### **Strengths**

1. Legislation regarding Gender-based violence exists.
2. Amendments to legislation underway.

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<sup>15</sup> Includes some adaptations of these issues identified in JASPEV 2015.

3. State run unit to deal with specific cases of gender-based violence (Victim Support Unit, MOJ)..
4. Existence of a police unit to established to deal with cases of sexual offences and child abuse (JCF, CISOCA).
5. The existence of programmes and projects established by various government agencies in collaboration with several NGOs to address and reduce violence in the homes and violence in communities<sup>16</sup>.
6. Legal Aid is available.
7. The National Security Strategy (NSS) Green Paper calls for an integrated and multi-sectoral cooperation.
8. Justice Sector Reform Programme.
9. Gender sensitive services delivery such as the staff composition of the Centre For the Investigation of Sexual Offences and Child Abuse (CISOCA).
10. Some legislation Enacted: Trafficking in Person's (Prevention, Suppression and Punishment) Act 2007.
11. The Community Security Initiative (CSI ) to strengthen human security in the most marginalised communities through coordinated partnerships.
12. A children's Registry established to report on the number of cases of child abuse.
13. Key child development agencies have been established that will secure and protect the rights of children, including those affected by violence (eg. CDA, OCA, ECC).
14. The recognition of the need to address human rights issues as evidenced by the establishment of the Human Rights Consultative Committee chaired by the Minister of Justice, the Human Rights and Justice Education unit.

### **Weaknesses**

1. Discrepancies between data sources on gender based violence (GBV)<sup>17</sup>.

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<sup>16</sup> Examples: Peace Management Initiative, Citizen's Security and Justice Programme, Community Security Initiative.

<sup>17</sup> According to police statistical sources, GBV is largely under-reported, estimating that reported cases amount for only 30 – 50% of incidents with a decline since 2003 (ESSJ, 2006). While the VSU reports increasing incidents of GBV since 2003.

2. GBV perpetrated by women is not readily available; the power of gender stereotypes does not facilitate a social space for male victims of GBV.
3. The power of gender stereotypes and the cultural preference for heterosexuality does not provide a human rights framework for same sex victims of GBV, especially cases of buggery of young boys.
4. Inadequate public education with respect to legal reforms and rights under the law, (targeting both victims and law enforcement workers) therefore resulting in a lack of protection and the perpetuation of injustice.
5. A Judiciary System that is not user-friendly.
6. No State run crisis centres for survivors of gender-based violence...
7. Prevailing negative cultural attitudes towards women expressed as male entitlement to the female body and the expression of male emotions in aggressive ways, including in sexual relations, as the norm.
8. The role of popular culture on gender identities is strong: mirrors gender stereotypical views and promotes hyper-masculinities and female objectification.
9. Situations of poverty make some women and children more vulnerable to occurrences of gender-based violence and child abuse.
10. High level of public fear of crime and violence in terms of the vulnerability of households, business and community life erodes social capital Low level of trust of Police (Levy, 1996).
11. Slow rate of disposal of cases.
12. Backlog of legal fees for lawyers under the Legal Aid Programme.
13. The National Security Strategy does not address gender issues in human security.
14. The family, the education system, religious institutions and media reinforces the asymmetry of power that give rise to vulnerability through reinforcing the subordinate position of women vis a vis men.
15. The Police Public Complaints Authority (PPCA) needs to be reformed to offer more customers friendly services and have greater capacity to track cases to their completion/outcome in court.
16. Children's registry is not fully operational.

17. Greater awareness needed as to the role and function of the Office of The Children's Advocate (OCA).

### **Opportunities**

1. Juveniles, who come in conflict with the law, particularly young boys, should be monitored to prevent undue victimization through juvenile care, arrest, court case and incarceration.
2. The existence of statistical departments in the Police Force, the Courts, penal institutions and the health sector, provides an opportunity to establish an integrated sex disaggregated data base to inform law enforcement and policy formulation.
3. The existence of a vibrant media sector provides a window to promoting positive values and attitudes through alternative programming.
4. Human Rights entities within the Government can mount a coordinated public education programme of rights under the law.
5. The momentum created around the reform of gender discriminatory laws should be sustained.
6. Utilize the existing Victim Support Unit (MOJ) to set up region wide crisis centres for survivors of gender-based violence.
7. Increased public discussion on homosexuality creates an opportunity for a dialogue on sexuality and expressions of masculinities and femininities.

### **Threats**

1. Increasing power of community dons threatens the personal security and economic security of women and youth in inner city communities.
2. The absence of a legal framework that offers protection for women from *all* forms of violence.
3. Lack of awareness of rights and protection under the law results in perpetrators not being brought to the book.
4. Lack of attention to women as perpetrators of gender based violence and other crimes, could result in planning that only addresses women as victims.
5. Lack of harmonized data hampers efforts to elaborate programmes, design interventions, amend legislation and monitor changes to fulfil objectives toward the eradication of

violence against women as guided by the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW).

6. Inadequate resources to deal with gender based violence decreases capacity and effectiveness of institutions.
7. Institutional reluctance within MDAs to address gender issues, including gender-based violence.

### **3.3 THE ENVIRONMENT**

#### **Strengths**

1. A Ministry responsible for the environment exists. Other environmental regulatory bodies exist such as National Environmental Planning Agency, the Natural Resource Conservation Authority, and the Forestry Department.
2. Key tertiary institutions with environment based and gender based knowledge exists; therefore we are not starting at ground zero on the issues of ‘the environment’ and the issue of ‘gender’.
3. A fairly active civil society involved in promoting and protecting the environment.

#### **Weaknesses**

1. Limited local research on the connection between gender and the environment.
2. There is no gender based analysis in current environment policies, planning and programmes.
3. There is no information/research done to track the health of women and men in relation to environment based industries/working environments (bauxite, construction, commercial farming, etc).
4. There is no national public education programme on the impact of poor environmental practices on climate change, as in some livelihood activities.
5. There is no connection to gender in current disaster management strategies.

#### **Opportunities**

1. A number of tertiary institutions, in particular the UWI, have strong environment based programmes, in collaboration with the Centre for Gender and Development Studies (CGDS) and the Bureau of Women’s Affairs (BWA) a gendered approach could be integrated in the work of these departments/institutions.
2. Some women’s organizations and environmental organizations in the country have developed some expertise on the issue which offers opportunities for partnerships with Government in developing a gendered approach for the environment towards 2030.

3. Jamaica has participated and continues to participate in the relevant international spaces dealing with key environmental issues, and increasingly a gender analysis of the issues is emerging and can inform the Government of Jamaica's work in this area.
4. The Environmental Foundation of Jamaica is the single largest donor of environment based projects and includes gender and the environment as a theme especially with regard to Climate Change. This could facilitate some of the research and education programmes needed.

**Threats**

4. Failure to take a gendered approach towards the environment leading to unsustainable and ineffective solutions to environment based issues.

## 4. THE MANDATE FOR GENDER EQUALITY IN HISTORICAL PERSPECTIVE

Jamaica with a history of British colonial rule has always been marked by social inequalities based primarily on race and class but with obvious gender stratification. Under this arrangement, the white minority formed the dominant ruling class with the enslaved African population forming the working class on sugar plantations but with women in each group being subordinate to their male counterparts. The enslaved African female was, however, at a double disadvantage insofar as their bodies were subordinated to the African enslaved male and even more so to the whims and fancies of the European male slavemaster? In these relations, resistance to enslavement was exercised by both groups. Both enslaved African men and women resisted their imposed inferior status throughout the experience whether through daily sabotage, planned rebellion or by running away. After emancipation in 1838, the hierarchical gender relations were further broadened to include indentured labourers from India and China, with the white plantocracy maintaining the dominant position. Both periods laid the foundations of a social structure marked by injustice and inequality along ethnicity, class and gender lines within a capitalist patriarchal system, which, despite shifts since independence, persists in contemporary Jamaican society. Part of this 'structure' still includes gender inequality which has never really been considered a 'crisis' in Jamaica's national development by the primary decision makers.

Although women have supported men in mobilizing for general improvement of conditions, and although various women have stood out in various fights for dignity and human development (e.g. Nanny of the Maroons, Mary Seacole, Una Marson); the specific gendered needs of men and women, and particularly a mandate for women's economic empowerment did not come to the fore until the 1970s. The acknowledgment of women as conscious beings, whether by the academy or by the political and economic elite, has been driven for and advocated for by women (Mair, Beckles & Shepherd) and eventually responded to by Government.

Initiatives such as the Universal Declaration of Human Rights in 1948, Universal Adult Suffrage in 1944, the Jamaican Constitution, and the emergence of local legislation and other



rights-related international instruments, created an environment for the promotion of gender equality. By the mid-1970s, in response to the first UN World Conference on Women, a Women's Desk had been established. Instruments to which the Jamaican Government has ratified include<sup>18</sup>:

- The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- The Convention on the Rights of the Child
- International Covenant on Economic, Social and Cultural Rights
- International Convention on Civil and Political Rights
- The International Labour Conventions, C87, C98, C182, C131, C111, C117, C105
- The Beijing Platform for Action
- The Belem Do Para Convention on the Elimination of All Forms of Violence Against Women
- Convention on the Rights of Persons with Disabilities
- World Fit For Children Declaration
- Convention Against Transnational Organised Crime, Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children
- Optional Protocol, CRC: on the Sale of Children, Child Prostitution and Child Pornography
- The Millennium Development Declaration and Goals

The Millennium Development Declaration to which the GOJ is committed, States that “*Men and women have a right to live their lives and raise their children in dignity, from hunger and fear from violence, oppression and injustice*”.

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<sup>18</sup> The Government still has not ratified the Convention against Torture and Other Cruel, or Inhumane or Degrading Treatment or Punishment. At the same time, in the Jamaican Constitution, civil and political rights as guided by the International Covenant above are enshrined. Economic, social and cultural rights are not guaranteed by the Constitution. The commitment to respect the dignity of all persons and to be thus treated with dignity, while in the Constitution is eclipsed by clauses which stipulate that laws prior to Independence are still valid; and which under colonialism, the brutal use of force towards persons was permissible under the law. This gives space for this ‘retention’ and tendency to accept torture and brutality as a way of life to be perpetuated even if it is currently no longer appropriate or acceptable by standards of human decency. See Barnett, 2004 and Vasciannie, 2004 for further detail.

Jamaica established a National Policy Statement on Women in 1987<sup>19</sup>, whereby the government adopted the policy document to reaffirm its commitment to women's development and gender equality. Below are the main policy goals identified by the National Policy Statement on Women were:

- Reducing unemployment
- Providing skills training, credit, access to market
- Improving working pay and conditions: promoting diverse employment opportunities
- Expanding adequate and affordable child care services
- Providing adequate protection from and redress from violence
- Improving housing supply and acquisition for women
- Identifying gaps in and adjusting basic services, ensuring costs are distributed between women and men
- Ensuring that law and programmes protect and promote women's rights in reproductive health
- Ensuring female equal rights in education

However, the National Gender Policy is currently being finalized. A Sexual Harassment Policy was developed and submitted to the Human Resource Council of Cabinet in April 2007.

In response to Government's commitment to these various rights-based instruments, a programme of legal reform has been taking place over the years to amend existing laws and to create new ones to ensure compliance with international standards as laid out. The pace of this process has been slow but to date the following pieces of legislation have been or are being addressed:

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<sup>19</sup> The policy Statement does not include gender and political decision-making.

- 1979 Maternity Leave Act<sup>20</sup>
- 1988 Maintenance Orders Facilities for Enforcement Act
- 1989 Matrimonial Causes Act
- 1995 Domestic Violence Act
- 2004 Child Care and Protection Act
- 2004 Property (Rights of Spouses) Act
- 2005 Maintenance Act
- 2007 Trafficking in Persons (Prevention, Suppression and Punishment) Act
- The Occupational Safety and Health Act (OSHA) replacing the Factories Act of 1943 and addressing the plight of home workers, setting standards for pay on hazards relating to work, addressing sexual harassment (STILL IN DRAFT)
- The Offences Against the Person Amendment Bill introducing changes to the law relating to rape and sexual offences, extending the redefining rape, new provisions relating to the use of instruments and intrusions to other parts of the body apart from the vagina; and marital rape
- The Incest Amendment Bill extending the categories of relationships within which sexual intercourse is prohibited
- The Domestic Violence (Amendment Act) of 2004 widening the protection and coverage of the Act of 1995 to include violence in non residential relationships

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<sup>20</sup> This Act does not cover domestic workers.

<b>TABLE 4.1: LIFE CYCLE RISK ANALYSIS BY GENDER</b>			
<b>Age Group</b>	<b>Male</b>	<b>Female</b>	<b>Both Sexes</b>
Early childhood: 0-4 years	Higher mortality rates		Low birth weight Diarrhoea among children under 5 Incomplete immunization Lack of cognitive stimulation
School Age: 5-15 years	Poor education Poor attendance High Drop-out rates	Unplanned pregnancy Teenage pregnancy High prevalence rate of HIV/AIDS for the 10-19 year group Carnal abuse	The 0-14 years age group has been declining Death by violence for children Incest, carnal abuse
Working Age: 14-60 Years	Youth unemployment Poor education Involvement in crime Death by violence Identity Crisis	Higher Rates of unemployment High prevalence rate of HIV/AIDS for the 20-29 Low labour market participation Low presentation at the higher levels of decision making levels in the Country Domestic violence Rape	The working age population increased at a slower rate Youth unemployment is a major concern Inadequate access to education Poor quality education Working poor
Old Age: 60+ years	Higher mortality rates	Longer life for women means more expenditure on chronic illness, social exclusion and poverty	Poverty, Low income, poor health, unemployment, social isolation; Limited access to health insurance The age group 65+ continues to be the fastest growing segment of the population, Non-communicable chronic (lifestyle) diseases such as those associated with obesity were largely responsible for deaths within the age group fifty (50) years and over
Risks not related to age	Motor vehicle accidents		HIV/AIDS rate, disability incidence of crime, corruption, inequality
Source: Desk Review, <i>The Status of Jamaican Men and Women</i> , Prepared by Dr Aldrie Henry Lee for the Gender Advisory Committee, 2005.			

The legislative framework and international instruments form the basis of a rights-based approach continuing from earlier undertaking in other areas of social development policy and planning and legislative frameworks, namely the creation of the Child Care and Protection Act (in line with the Convention on the Rights of the Child), the Social Investment Children's Initiative and Draft National Integrated Response to Children and Violence and the National Child Justice Policy. The Bureau of Women's Affairs which was established in the 1980s, has since then been mandated to monitor the government's commitment to gender equality. Subsequently, the Gender Advisory Committee was formed in 2004 to prepare a National Gender Policy. The Draft National Gender Policy also informs this Gender Sector Plan. The strategies arising from this Gender Sector Plan will apply a rights-based approach which seeks to identify problems as they relate to rights violations and/or lack of protection; and solutions as they relate to guaranteeing rights according to the previously mentioned conventions and policy documents to which the Government of Jamaica has committed itself.

## **5. STRATEGIC VISION, GOAL AND OUTCOMES**

The long term Vision is to create a society that treats each gender equally, provides equal opportunities for all in all spheres of human involvement and one in which each gender is represented proportionately in all spheres including governance structures. The Vision Statement is presented below.

### **VISION STATEMENT FOR 2030**

A society marked by sustainable and humane development processes in which the rights of all persons are guaranteed and protected and where men and women enjoy equal access to opportunities, resources and rewards and where women are empowered to share equally in governance structures and decision-making at the micro and macro levels of the society.

### **STRATEGIC APPROACH**

The Gender Plan has been developed to address structural and societal factors that place men and women in unequal positions in various spheres of society. The Plan seeks to draft, develop and implement policies, laws, institutions and approaches that will encourage and support equity between men and women and inculcate wholesome attitudes in society that will prevent gender discrimination and various forms of abuse that are gender- based.

## Goals and Outcomes

The single goal and associated outcomes of the Gender Sector Plan are presented below.

<b>GOAL</b>	<b>OUTCOMES</b>
<b>A society free of sex and other forms of discrimination in all spheres that creates and maintains a socioeconomic, cultural, political and legal environment, in both the public and private domains free of sex discrimination, where all males and females, at all stages of the life cycle can enjoy full human rights and develop their full potential as productive citizens.</b>	1. Socio-economic, political, legal and institutional environments and arrangements facilitate and promote gender equity
	2. Women’s unpaid labour is valued and rewarded
	3. The Judicial system is free from gender biases and the reproductive health and rights of men and women are fully protected
	4. Appropriate policy frameworks are established to ensure that gender inequities are mitigated
	5. Governance structures and processes reflect gender equity in representation and decision making

## Sector Indicators and Targets

The proposed indicators and targets for the Gender Sector Plan over the period 2009 -2030 are presented in Table 5.1.below.

**Table 5.1: Gender Sector Plan – Indicators and Targets**

Sector Indicators	Baseline	Targets			Comments
	2007 or Most Current	2012	2015	2030	
1					
2					
3					
4					

## 6. Implementation Framework and Action Plan for Gender

### Implementation Framework

The implementation of the Gender Sector Plan is an essential component of the implementation, monitoring and evaluation framework for the Vision 2030 Jamaica – National Development Plan. The Plan is implemented at the sectoral level by ministries, departments and agencies (MDAs) of Government as well as non-State stakeholders including the private sector, NGOs and CBOs. The involvement of stakeholders is fundamental to the successful implementation of the National Development Plan and the Gender Sector Plan.

### Components of Vision 2030 Jamaica

The Vision 2030 Jamaica -National Development Plan has three (3) components:

- 1. Integrated National Development Plan:**  
The integrated National Development Plan presents the overall plan for Vision 2030 Jamaica, integrating all 31 sector plans into a single comprehensive plan for long-term national development. The integrated National Development Plan presents the National Vision, the four National Goals, fifteen National Outcomes, and the National Strategies required to achieve the national goals and outcomes.
- 2. Medium Term Socio-Economic Policy Framework (MTF):**  
The Medium Term Socio-Economic Policy Framework (MTF), is a 3-yearly plan which summarizes the national priorities and targets for the country and identifies the key actions to achieve those targets over each 3-year period from FY2009/2010 to FY2029/2030.
- 3. Thirty-one (31) Sector Plans:**  
At the sectoral level Vision 2030 Jamaica will be implemented through the strategic frameworks and action plans for each sector as contained in the respective sector plans. Vision 2030 Jamaica includes a total of thirty-one (31) sector plans covering the main economic, social, environmental and governance sectors relevant to national development.



### **Accountability for Implementation and Coordination**

The Cabinet, as the principal body with responsibility for policy and the direction of the Government, has ultimate responsibility for implementation of the Vision 2030 Jamaica - National Development Plan. Each ministry and agency will be accountable for its implementation through various policies, programmes and interventions that are aligned with the strategies and actions of the National and the sector plans. A robust results-based monitoring and evaluation system will be established to ensure that goals and outcomes of the Plan are achieved. This system will build on existing national and sectoral monitoring and evaluation frameworks and will be highly participatory.

### **Resource Allocation for Implementation**

Vision 2030 Jamaica places great emphasis on ensuring that resource allocation mechanisms are successfully aligned and integrated in its implementation phase. The requirements to ensure resource allocation for implementation will include alignment of organizational plans in the public sector, private sector and civil society with the National Development Plan, MTF and sector plans; coherence between the various agency plans with the National Budget; rationalization of the prioritisation process for public sector expenditure; and increased coordination between corporate planners, project managers and financial officers across ministries and agencies.

### **Action Plan**

The Action Plan represents the main framework for the implementation of the Gender Sector Plan for Vision 2030 Jamaica. The tracking of implementation of the Gender Sector Plan will take place through the Action Plan as well as the framework of sector indicators and targets.

The Action Plan contains the following elements:

- i. Sector Goal
- ii. Sector Outcomes
- iii. Sector Strategies
- iv. Sector Actions
- v. Suggested Indicators

**GOAL**

The Goal for the sector is:

“A society free of sex and other forms of discrimination in all spheres that creates and maintains a socioeconomic, cultural, political and legal environment, in both the public and private domains free of sex discrimination, where all males and females, at all stages of the life cycle can enjoy full human rights and develop their full potential as productive citizens”.

## MATRIX OF GOAL, OUTCOMES, STRATEGIES AND ACTIONS

### VISION STATEMENT FOR 2030

A society marked by sustainable and humane development processes which the rights of all persons are guaranteed and protected and where men and women enjoy equal access to opportunities, resources and rewards and where women are empowered to share equally in governance structures and decision-making at the meso and macro levels of the society.

### GOAL

A society free of sex discrimination and other forms of discriminations in all spheres that creates and maintains a socioeconomic, cultural, political and legal environment, in both the public and private domains free of sex discrimination, where all males and females, at all stages of the life cycle can enjoy full human rights and develop their full potential as productive citizens.

### Outcome 1: SOCIO-ECONOMIC, POLITICAL, LEGAL AND INSTITUTIONAL ENVIRONMENTS AND ARRANGEMENTS FACILITATE AND PROMOTE GENDER EQUITY

<b>Strategy 1.1</b>	<b>Transform the Prevailing gender ideologies</b>
<b>Outcome Indicators</b>	<ul style="list-style-type: none"> <li>• Gendered socialization practices reproduced in the home, school, church, media positively transformed (in relation to sexuality, gender-based violence, for example).             <ul style="list-style-type: none"> <li>▪ Incidence of gender based violence (reduced -using data from JCF and MOHE)</li> <li>▪ Incidence of sexual offences (reduced-using data from JCF)</li> <li>▪ Participation of fathers at PTA meetings (increased-Ministry of education using registration of fathers at PTA meetings)</li> <li>▪ Registration of fathers on birth certificates (increased-Using data from Registrar General's Office)</li> </ul> </li> </ul>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Sex segregation of the labour market</li> <li>2. Wage differentials &amp; absence of women in top management</li> </ol>

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	3. Higher unemployment /lower employment for women
	4. No recognition of the cost (social and economic) of the triple burden <sup>21</sup> on women
	5. Men's cultural resistance to pursue preventive health care
	6. Risky sexual behaviour of both sexes & increasing rates of HIV/AIDS infection particularly among girls in the 10-19 age group.
	7. Prevalence of GBV based on unequal power relations in homes, schools and communities
	8. Entrenched heterosexual norms which fuel homosexual intolerance & drives 'macho' expressions of masculinities.
	9. Gender stereotypical socialization and practices in homes and schools.
<b>Actions</b>	<i>a. Institute a mechanism for regular collection of data disaggregated by sex and occupation on wage, benefits and entitlements.<sup>22</sup></i>
	<i>b. Address the entrenched ideology of the male breadwinner and its implications for male/female employment patterns</i>
	<i>c. Introduce and implement a mandatory course on gender issues for educators / trainers engaged in education at all levels of the system</i>
	<i>d. Institutionalise continuous in-service training on issues related to gender for teachers/trainers at all levels.</i>
	<i>e. Include gender issues in the HFLE curriculum and implementation in all primary/secondary schools</i>
	<i>f. Include gender sensitization training of parents through channels such as PTAs, FBOs and CSOs</i>
	<i>g. Develop a broad public education campaign aimed at attitudinal change in relation to existing societal norms and expectations of males/females, including attention to aggressive masculinities and homophobia, risky sexual behaviour and the spread of HIV/AIDS, and gender-based violence</i>
<b>Output Indicators</b>	a.1. Data collected by responsible agencies or Ministry (eg. STATIN or MLSS) to monitor compliance with the Equal Pay for Equal Work legislation
	a.2. Improved level of compliance with provisions of Equal Pay for Equal Work legislation
	c.1 Distribution of men and women in all sectors and levels of the labour market
	d/e. 1 The CARICOM Module on Gender in Caribbean Education introduced as a mandatory component in programmes in teacher training institutions as well as the Professional Development Unit within the MOE
	d/e. 2. Number of teachers' who have completed the CARICOM Module in pre- and in-service sites
	d/e. 3. Impact of training assessed by measuring gender ideology and attitudes of teachers and compared with base line data
	f. 1. Age-appropriate information on gender issues such as unequal power in sexual relations derived from revised HFLE curriculum

<sup>21</sup> Triple burden: In a single parent household where one parent has complete responsibility for income generation, household management and child rearing (may include care of the elderly and community & public service).

<sup>22</sup> Examples: Census data, labour force surveys.

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	f.2 Module prepared and used for training of trainers to facilitate in-service and pre-service training in HFLE-related gender issues
	f.3 Number of Primary and Secondary level teachers trained for delivery of gender issues in the HFLE curriculum
	f.4. Number of primary and secondary level schools using the HFLE curriculum
	f.5. Base line data collected on sexual attitudes and behaviours of the students, and compared with data on impact and effectiveness of the HFLE curriculum
	g. 1. Parenting education programme that addresses gender socialization, human sexuality and gender-based violence developed
	g.2. Parenting education programme delivered through PTAs, FBOs and CSOs, to parents, beginning at the early childhood level
	g. 3. Number of parents trained
	g.4. Baseline data collected on gendered parenting practices and compared with impact of parenting education programme
	h. 1. Public education programme designed to counteract prevailing negative gender ideologies which fuel gender-based violence; and implemented nation-wide using mass media channels
	h. 2 Carry out a poll on the impact of public education campaign
<b>Int'l instruments</b>	<p><b><u>CEDAW, Article 5 a</u></b></p> <p>[State Parties shall take all appropriate measures] [t] o modify the social and cultural patterns of conduct of men and women, with a view to achieving prejudices and customary and all other practices which are based on the idea of inferiority or superiority of either of the sexes or on stereotyped roles for men and women[.]</p> <p><b><u>CEDAW, Article 7</u></b></p> <p>States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right:</p> <p>(a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;</p> <p>(b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;</p> <p>(c) To participate in non-governmental organizations and associations concerned with the public and political life of the country.</p> <p><b><u>CEDAW, Article 10</u></b></p> <p>States Parties shall take all appropriate measures to eliminate discrimination against women in order to ensure to them equal rights with men in the field of education and in particular to ensure, on a basis of equality of men and women:</p> <p>(a) The same conditions for career and vocational guidance, for access to studies and for the achievement of diplomas in educational</p>

establishments of all categories in rural as well as in urban areas; this equality shall be ensured in pre-school, general, technical, professional and higher technical education, as well as in all types of vocational training;

(b) Access to the same curricula, the same examinations, teaching staff with qualifications of the same standard and school premises and equipment of the same quality;

(c) The elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education by encouraging coeducation and other types of education which will help to achieve this aim and, in particular, by the revision of textbooks and school programmes and the adaptation of teaching methods;

(d) The same opportunities to benefit from scholarships and other study grants;

(e) The same opportunities for access to programmes of continuing education, including adult and functional literacy programmes, particularly those aimed at reducing, at the earliest possible time, any gap in education existing between men and women;

(f) The reduction of female student drop-out rates and the organization of programmes for girls and women who have left school prematurely;

(g) The same Opportunities to participate actively in sports and physical education; and

(h) Access to specific educational information to help to ensure the health and well-being of families, including information and advice on family planning.

**CEDAW, Article 11**

1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:

(a) The right to work as an inalienable right of all human beings;

(b) The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;

(c) The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent

training;

(d) The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;

(e) The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave; and

(f) The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.

**CEDAW, Article 14**

1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.

2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:

(a) To participate in the elaboration and implementation of development planning at all levels;

(b) To have access to adequate health care facilities, including information, counselling and services in family planning;

(c) To benefit directly from social security programmes;

(d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter-alia, the benefit of all community and extension services, in order to increase their technical proficiency;

(e) To organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self employment;

	<p>(f) To participate in all community activities;</p> <p>(g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes; and</p> <p>(h) To enjoy adequate living conditions, particularly in relation to housing, sanitation, electricity and water supply, transport and communications.</p> <p><b><u>The Economic, Social, and Cultural Rights Covenant</u></b></p> <p><b>Article 7</b> The States Parties to the present Covenant recognize the right of everyone to the enjoyment of just and favourable conditions of work which ensure, in particular:</p> <p>(a) Remuneration which provides all workers, as a minimum, with:</p> <p style="padding-left: 40px;">(i) Fair wages and equal remuneration for work of equal value without distinction of any kind, in particular women being guaranteed conditions of work not inferior to those enjoyed by men, with equal pay for equal work;</p> <p style="padding-left: 40px;">(ii) Safe and healthy working conditions;</p> <p style="padding-left: 40px;">(iii) Equal opportunity for everyone to be promoted in his employment to an appropriate higher level, subject to no considerations other than those of seniority and competence</p>
<b>Strategy 1.2</b>	<b>Remove structural barriers in education, the workplace and health</b>
<b>Outcome Indicators</b>	<ul style="list-style-type: none"> <li>• Equitable outcomes from education for males and females. (examination success rate of males and females)</li> <li>• Discrimination on the basis of sex, disability and HIV status eliminated in all places of work (no of incidents of discrimination reported)</li> <li>• Improved access to health services and improved health status of men and women (Men and women access health care in proportion to their representation in the wider society)</li> </ul>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Differentiated education system with varying quality , resources and status that disadvantages both working class girls &amp; boys but with greater impact on boys than girls especially after Grade 9</li> </ol>



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	2. Institutional barriers in the education system that reproduce sex segregation of the curriculum, particularly in technical areas
	3. Sex segregation of the labour market based on strict sexual division of labour
	4. An education system that is not responsive to labour market needs (e.g. performing arts & supporting occupations at secondary /tertiary level of education)
	5. Organization of health services in a way which discriminates against older men and women. (Type 1 –Maternal and Childcare Clinics mostly in rural areas that do not address the health care needs of the elderly)
	6. Men’s attitude to preventive health care resulting in transference of the burden to women, esp. in lower income groups
	7. No specific facilities or opportunities given to persons with special needs / disabilities to be productive citizens
<b>Actions</b>	<i>a. Review the current education transformation project to determine the extent to which existing gender disparities and biases in the structure and delivery of education are addressed</i>
	<i>b. Create a safe psycho-social environment &amp; appropriate physical infrastructure in all labour sectors that facilitate equal access by both sexes including vulnerable grou.</i>
	<i>c. Address structural barriers that create and reinforce sex segregation of the labour market</i>
	<i>d. Promote re-organization of the health services in rural areas to provide access to care specific to the needs of males and females of all ages</i>
	<i>e. Conduct a public awareness campaign targeting men on the importance of preventive health care and healthy lifestyles</i>
<b>Output Indicators</b>	a.1. Education Task Force Report reviewed and gaps in relation to gender disparities in the education system are identified
	a.2. Recommendations to address identified gaps made to the Minister of Education and Youth and relevant project personnel
	b.1. Workplace sexual harassment policies developed in line with drafted Sexual Harassment Policy and implemented in all public and private sectors
	b.2. Decline in the number of reported cases of sexual harassment in public and private sector workplaces
	b.3. Enactment of the Occupational Health and Safety Bill and monitoring mechanisms implemented
	b. 4. Barriers that prevent PWDs from having free access to places of work and all other workplace facilities removed
	b. 5. Enactment and implementation of provisions of the Draft Disabilities Act related to labour force access by PWDs
	c.1. Barriers to equal access of either sex to any occupation removed <sup>23</sup>
	d.1. Health services in rural areas expanded to address health needs of males and females of all ages
	e.1. Increased life expectancy of males and in incidences of lifestyle related diseases

<sup>23</sup> Examples: (i) Open accommodation to both men and women for HEART’s construction academy or the business skills’ academy; (ii) Installation of bathrooms for females in the bauxite and construction industries; (iii) removing quotas that discriminate against either sex in sex-segregated occupations.

<b>Int'l instruments</b>	<p><b><u>ICPD- Programme of Action</u></b></p> <p><b>Principle 4</b> Advancing gender equality and equity and the empowerment of women, and the elimination of all kinds of violence against women, and ensuring women's ability to control their own fertility, are cornerstones of population and development-related programmes. The human rights of women and the girl are an unalienable, integral and indivisible part of universal human rights. The full and equal participation of women in civil, cultural, economic, political and social life, at national, regional and international levels and the eradication of all forms of discrimination on grounds of sex, are priority objectives of the international community.</p> <p><b><u>CEDAW, Article 7</u></b></p> <p>States Parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure to women, on equal terms with men, the right:</p> <p>(a) To vote in all elections and public referenda and to be eligible for election to all publicly elected bodies;</p> <p>(b) To participate in the formulation of government policy and the implementation thereof and to hold public office and perform all public functions at all levels of government;</p> <p>(c) To participate in non-governmental organizations and associations concerned with the public and political life of the country.</p> <p><b><u>CEDAW, Article 11</u></b></p> <p>1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:</p> <p>(a) The right to work as an inalienable right of all human beings;</p> <p>(b) The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;</p> <p>(c) The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training;</p> <p>(d) The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;</p> <p>(e) The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity</p>
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	to work, as well as the right to paid leave;  (f) The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.
<b>Strategy 1.3</b>	<b>Create strong inter-sectoral institutional mechanisms to facilitate gender mainstreaming</b>
<b>Outcome indicators</b>	<ul style="list-style-type: none"> <li>• Policy development framework that uses gender as a tool of analysis, allowing for gender-responsive outcomes</li> </ul>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Existing institutional framework focused on women’s issues only</li> <li>2. Existing institutional framework has weak linkages with other public sector agencies</li> <li>3. Inadequate infrastructural and human resource capacity to carry out gender analyses across sectors.</li> <li>4. Institutional resistance to gender mainstreaming and promoting gender equality</li> </ol>
<b>Actions</b>	<ol style="list-style-type: none"> <li>a. <i>Transform the BWA into a statutory body responsible for Gender Affairs and coordinating a multi-sectoral integrated approach to gender mainstreaming in the public sector</i></li> <li>b. <i>Provide specialised training for focal points in all ministries and public sector agencies on gender analysis and development planning</i></li> <li>c. <i>Provide support for the existing mechanism for promoting, implementing, and monitoring policies to ensure that they promote gender equality.</i></li> <li>d. <i>Secure commitment to increased budgetary allowance to achieve the above strategies</i></li> </ol>
<b>Output Indicators</b>	<ol style="list-style-type: none"> <li>a.1. Legislation enacted and status of the BWA changed from agency to statutory body in charge of gender affairs</li> <li>a.2. Staff equipped with tools to engage in gender analysis and skills to use information produced, and to develop, monitor, and evaluate projects, programmes and policies</li> <li>b.1. Focal points identified and inter-sectoral committee established</li> <li>b.2. TOR developed to guide the functions of the inter-sectoral committee as an implementing and monitoring group for integrated inter-sectoral gender mainstreaming strategy</li> <li>b.3. Capacity of inter-sectoral committee increased through exposure to training in gender analysis, planning, monitoring and evaluation</li> <li>b.4 Existence of strategy to evaluate the impact of the work of the inter-sectoral committee</li> <li>c.1. TOR and standardized format developed for system-wide evaluation, monitoring and assessing progress towards gender equity</li> <li>d.1 National budget developed based on the needs of males and females in the social sectors (gender budgeting) and funds allocated accordingly</li> </ol>
<b>Int’l instruments</b>	

	<p><b><u>CEDAW, Article 4</u></b></p> <p>States Parties condemn discrimination against women in all its forms, agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake:</p> <p>(a) To embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and to ensure, through law and other appropriate means, the practical realization of this principle;</p> <p>(b) To adopt appropriate legislative and other measures, including sanctions where appropriate, prohibiting all discrimination against women;</p> <p>(c) To establish legal protection of the rights of women on an equal basis with men and to ensure through competent national tribunals and other public institutions the effective protection of women against any act of discrimination;</p> <p>(d) To refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation;</p> <p>(e) To take all appropriate measures to eliminate discrimination against women by any person, organization or enterprise;</p> <p>(f) To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women; and</p> <p>(g) To repeal all national penal provisions which constitute discrimination against women.</p>
<p><b>Strategy 1.4:</b></p>	<p><b>Create mechanisms to counter the negative, gender-specific economic, social and cultural impacts of globalisation</b></p>
<p><b>Outcome Indicators</b></p>	<ul style="list-style-type: none"> <li>• Reduction of unemployment of men and women in 16-24 age group and noticeable shift to alternative decent work opportunities</li> <li>• Reduced negative violent and sexual content in the mass media</li> <li>• Legal and regulatory framework revised to take account of trade reforms on gendered socio-economic outcomes</li> </ul>

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<b>Issues</b>	1. Spread of transnational crime, esp. involving young males <sup>24</sup> .
	2. Sex trade, particularly involving young females <sup>25</sup>
	3. Markets shifts in traditional low skilled & semi-skilled occupations <sup>26</sup>
	4. Heightened sexualized behaviour <sup>27</sup> imported by the media & its impact on interpersonal relations & health
	5. Differential impact of trade liberalisation on the poor, particularly the rural poor
<b>Actions</b>	a) <i>Identify alternative opportunities for 'decent work'<sup>28</sup> for young men &amp; wome.</i>
	b) <i>Expand skills training programmes<sup>29</sup> targeting young men &amp; women in both rural &amp; urban areas to prepare them for emerging employment opportunitie.</i>
	c) <i>Strengthen and reorient the Broadcasting Commission &amp; Telecommunications authorities to regulate and reduce negative sexual content</i>
	d) <i>Conduct research on the impact of trade policy reforms on gendered socioeconomic outcomes and use information to inform the review of Jamaica's legal and regulatory framework on trade and the economy</i>
<b>Output Indicators</b>	a.1. Clearing house established to provide information on existing opportunities and support systems for young entrepreneurs, with a focus on males ages 16-24
	a. 2. Number of males/females making use of information provided by the clearing house
	a.3. Number of males/females (16-24 age group) engaged in entrepreneurial activity
	b.1. Training programmes in hospitality-related services, ICT services, and non-traditional agricultural products reviewed and strengthened
	b.2. Number of males/females certified and gainfully employed
	c.1. Media Monitoring Survey institutionalised by the Broadcasting Commission and Telecommunications authorities to assess and regulate negative sexual and violent content in media outputs

<sup>24</sup> Female involvement tends to be as drug carriers.

<sup>25</sup> There is also an increasing entry of males into the commercial sex industry as erotic dancers, MSMs and male heterosexual prostitutes.

<sup>26</sup> Examples: textile industries, construction, and services towards transnational corporations using foreign sourced labour and technologically skilled labour. This dislocates working-class men and women and expressions and performance of masculinity and femininity.

<sup>27</sup> This manifests in stereotypical views & internalization of notions of hyper-masculinities and female objectification. This results in movement of sex and sexuality into the public domain, and the trivialization of sex, earlier sexual activity, simultaneous sexual encounters, normalization of orgies, amateur pornography, use of drugs for sexual enhancement (Ecstasy, Viagra).

<sup>28</sup> The term "Decent Work" originated in the International Labour Organisation (ILO). It is used to refer to employment that involves opportunity for work that is productive and delivers fair income; security in the workplace, and social protection for families; better prospects for personal development and social integration; freedom for people to express their concerns, organise and participate in decisions that affect their lives; and equal opportunity and treatment for all women and men.

<sup>29</sup> Example: High School Equivalency Programme.

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	d.1. Interdisciplinary research project on the impact of trade policy reforms on socio-economic outcomes for males/females completed
	d.2. Information generated from the research (d.1) used to inform the review of legal and regulatory frameworks on trade and economy
<b>Int'l instruments</b>	<b>ILO Convention</b>
<b>Strategy 1.5</b>	<b>Support and monitor a cohesive multi-sectoral policy framework on gender</b>
<b>Outcome Indicator</b>	<ul style="list-style-type: none"> <li>Multi-sectoral implementation of the National Gender Policy for Gender Equality and Women's Empowerment monitored by the proposed statutory body for Gender Affairs</li> </ul>
<b>Issues</b>	<ol style="list-style-type: none"> <li>No clear roadmap to guide a consistent &amp; coordinated approach to eliminate gender inequalities</li> <li>Insufficient research to inform evidence based policy formulation</li> </ol>
<b>Actions</b>	<ol style="list-style-type: none"> <li><i>Establish a department of research &amp; data collection under the proposed statutory body for Gender Affairs</i></li> <li><i>Build capacity for coordinating and monitoring role within the proposed statutory body for Gender Affairs</i></li> <li><i>Support and monitor the implementation of the National Gender Policy</i></li> </ol>
<b>Opout Indicators</b>	<ol style="list-style-type: none"> <li>A well-funded department of research and data collection established under the statutory body responsible for gender affairs</li> <li>Data sets produced on indicators related to the work of the statutory body</li> <li>Manual developed by the statutory body for use by various sectors to monitor the gender impact of their programmes</li> <li>Evidence of a two-way flow of information between the research unit and other research entities in the public sector and academia</li> </ol> <ol style="list-style-type: none"> <li>Mechanism designed and implemented for monitoring national progress towards gender equity and managed by the statutory body</li> </ol>
<b>Int'l instruments</b>	
<b>OUTCOME 2:</b>	<b>WOMEN'S UNPAID LABOUR IS VALUED AND REWARDED</b>
<b>Strategy 2.1</b>	<b>Measure &amp; account for women's unpaid work to the national economy and facilitate compensation equivalent to social protection benefits provided in the formal sector</b>
<b>Outcome indicators</b>	<ul style="list-style-type: none"> <li>Women's contribution to unpaid work measured, valued and counted in the national accounts.</li> </ul>
<b>Issues</b>	<ol style="list-style-type: none"> <li>No recognition of women's unpaid work to the national economy (rural and urban)</li> </ol>
<b>Action</b>	<ol style="list-style-type: none"> <li><i>Raise awareness of the value of women's unpaid labour (the care economy and social reproduction) to the national economy</i></li> </ol>

	<i>b. Design and develop mechanisms for measuring the value of women's unpaid labour and a formula to arrive at compensation</i>
<b>Output indicators</b>	a.1. Personnel in key ministries and agencies made aware of the value of women's role in the care economy, the (unmeasured) contribution of the care economy to national accounts; the need to value and account for this contribution, and offer social protection to such individuals
	b.1. Time use surveys conducted to measure women's role in the care economy and its contribution to the national economy
<b>Int'l instruments</b>	
<b>Strategy 2.2:</b>	<b>Measure and value the differential contribution of women and men in the informal economy to the national economy</b>
<b>Issues</b>	1. Cumbersome bureaucratic tax regime discourages involvement in the formal economy.
	2. Access & quality of administration of the formal economy is not user-friendly, esp. to those in micro-enterprises.
	3. A bias towards large enterprises which militates against the participation of micro-enterprises in the formal sector.
<b>Action</b>	<i>a. Provide tax relief incentives to encourage persons operating micro-enterprises to join the formal economy, such as access to credit productive resources (incl. land ownership).</i>
<b>Int'l instruments</b>	
<b>OUTCOME 3:</b>	<b>THE JUDICIAL SYSTEM IS FREE FROM GENDER BIASES AND THE REPRODUCTIVE HEALTH AND RIGHTS OF MEN AND WOMEN ARE FULLY PROTECTED</b>
<b>Strategy 3.1</b>	<b>Eliminate gender and class discrimination and bias in the language, structure &amp; practice of the judicial system</b>
	1. Slow pace of legal reform
<b>Issues</b>	2. Legislation on sexual harassment only now being addressed
	3. No paternity leave
	4. Men's parental rights not facilitated in Family Court
	5. The judicial system is not client friendly, particularly for working class men & women and adolescent boys
<b>Actions</b>	1. <i>Support the due process of approving the recent sexual harassment policy (to HRC) and moving to the level of legislation.</i>
	2. <i>Ensure amendments of legislation to remove gender biases in parental rights</i>
	3. <i>Introduce mandatory gender awareness training for workers at all levels of the judicial system</i>
	4. <i>Include of gender education in the curricula for legal training</i>
	5. <i>Ensure enactment of new laws and continuing reform of existing laws in keeping with international conventions</i>

	<i>that address gender equality</i>
<b>Int'l instruments</b>	
<b>Strategy 3.2</b>	<b>Ensure that men and women have the freedom to exercise their sexual and reproductive rights and have access to quality reproductive health services throughout the life cycle</b>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Unequal power in sexual relations which affect the ability to negotiate safe sex between women &amp; men</li> <li>2. Unresolved national position on sexual &amp; reproductive rights of women vis a vis men (e.g. choice to terminate pregnancy as recommended by the Jamaica Medical Association)</li> <li>3. Limited access to reproductive health services esp. for adolescents</li> </ol>
<b>Actions</b>	<i>Mount a national public education programme on human sexuality &amp; positive sexual relations in tandem with programmes in the formal sector (MOE &amp; MOHE) targeting adolescents</i>
	<i>a. Finalize and implement a policy in keeping with WHO position on reproductive rights on the termination of pregnancy &amp; ensure inclusion of pre- and post- support /counselling services by public &amp; private entities</i>
<b>Int'l instruments</b>	<p>WHO  <b>ICPD- Programme of Action</b>  <b>Principle 8</b>                      Everyone has the right to the enjoyment of the highest attainable standard of physical and mental health. States should take all appropriate measures to ensure, on a basis of equality of men and women, universal access to health-care services, including those related to reproductive health care, which includes family planning and sexual health. Reproductive health-care programmes should provide the widest range of services without any form of coercion. All couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so.</p>
<b>OUTCOME 4:</b>	<b>APPROPRIATE POLICY FRAMEWORKS ARE ESTABLISHED TO ENSURE THAT GENDER INEQUITIES ARE MITIGATED</b>
<b>Strategy 4.1</b>	<b>Reduce the impact of poverty on the most vulnerable groups</b>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Increased vulnerability of poor women &amp; children to GBV due location and circumstances<sup>30</sup>.</li> <li>2. FHH tend to be poorer than MHHs and therefore heavier reliance on remittances &amp; male economic dependency. (SLC 2005)</li> <li>3. Lower consumption levels among FHH than MHH</li> <li>4. Criminalization of young men for minor offences</li> <li>5. Limited access to quality high schools, particularly for males who make up the majority in all age schools</li> </ol>

<sup>30</sup> This includes forms of community insecurity whereby women and teenage girls are targeted by Dons and male gang members for sexual servitude and rape. Women and girls in such situations are less likely to report out of fear and terror.



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	6. Disproportionate impact of poverty on PWDs
<b>Actions</b>	a. <i>Develop an integrated multi-sectoral transformative approach to poverty reduction, which facilitates development of basic skills, health &amp; well-being and opportunities for economic empowerment</i>
<b>Int'l instruments</b>	<b>ICPD- Programme of Action Principle 7</b> All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world. The special situation and needs of developing countries, particularly the least developed, shall be given special priority. Countries with economies in transition, as well as all other countries, need to be fully integrated into the world economy.
<b>Strategy 4.2</b>	<b>Ensure consistent disaggregation of data by sex to guide policy and programme implementation variables such as location and class in all data sources and ensure public access to these sources</b>
<b>Issues</b>	1. Insufficient data to identify gender disparities in the labour market (e.g. Agriculture, services)
	2. Insufficient data on various assessments (e.g. SSC, CXC <sup>31</sup> )
	3. Absence of a harmonized system and protocol for gathering information on survivors of GBV.
<b>Actions</b>	a. <i>Capacity building of agencies responsible for data collection to ensure coverage of the range of issues, indicators and data structure required to inform gender analyses and gender mainstreaming strategies</i>
	b. <i>Develop a protocol for gathering standardized data for use by all agencies that interface with survivors of GBV</i>
	c. <i>Make access to data to inform gender analyses from all public sector agencies mandator</i>
<b>Int'l instruments</b>	
<b>Strategy 4.3</b>	<b>Build public awareness of issues related to gender and trade and incorporate a gender framework in trade impact analysis</b>
<b>Issues</b>	1. Differential impact of trade agreements on women and men
	2. Negative impact of liberalisation on local production (e.g. Poultry, garments (Fs) & cattle (Ms))
	3. Increased competition due to multilateral trade agreements on traditional exports displacing, for example, sugar & banana industries with differential impacts on men and women
<b>Actions</b>	a. <i>Conduct research on the gender differential impact of trade policy agreements on socio-economic outcomes, especially for rural populations</i>

<sup>31</sup> SSC – Secondary School Certificate

	<i>Build capacity of key persons in trade negotiation machineries to routinely incorporate a gender framework in trade impact analysis</i>
<b>Int'l instruments</b>	
<b>Strategy 4.4</b>	<b>Create an integrated, gendered and sustainable approach to environmental, planning, management and conservation</b>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Depletion of natural resource through uncontrolled livelihood activities</li> <li>2. Inadequate access to safe potable water in rural and urban communities</li> <li>3. Inadequate sanitation and its impact on environmental health (e.g. Malaria, gastro-enteritis etc.)</li> <li>4. Differential impact of poor environmental practices on health (e.g. Pesticides in agriculture (Fs), fertilizers in flour production (Fs), bauxite mining (Ms))</li> <li>5. No local research on the connection between gender and the environment</li> <li>6. Unequal burden of responsibility by women in disaster management &amp; recovery</li> <li>7. Differential access to training in scientific and technological methods for protection and sustainable use of natural resources</li> <li>8. A tourism product that is not environmentally friendly nor socially viable or sustainable with negative consequences for women esp. (e.g. Sex tourism &amp; HIV/AIDS, non-unionized labour)</li> </ol>
<b>Actions</b>	<ol style="list-style-type: none"> <li>a. <i>Conduct research on gender and the environment to inform evidence based policy and programme planning</i></li> <li>b. <i>Strengthen the capacity of environmental agencies (e.g. NEPA, NRCA, MLGE) in relation to integrating gender concerns in environmental policies, programmes and projects and to increase the sustainability and management of such activities</i></li> </ol>
<b>Int'l Instrument</b>	<p><b><u>ICPD- Programme of Action</u></b></p> <p><b>Principle 6</b> Sustainable development as a means to ensure human well-being, equitably shared by all people today and in the future, requires that the interrelationships between population, resources, the environment and development should be fully recognized, properly managed and brought into harmonious, dynamic balance. To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate policies, including population-related policies, in order to meet the needs of current generations without compromising the ability of future generations to meet their own needs.</p>

<b>OUTCOME 5:</b>	<b>GOVERNANCE STRUCTURES AND PROCESSES REFLECT GENDER EQUITY IN REPRESENTATION AND DECISION MAKING</b>
<b>Strategy 5.1</b>	<b>Deepen democracy and good governance by increasing the participation of women in decision-making at all levels and in all sectors</b>
<b>Issues</b>	<ol style="list-style-type: none"> <li>1. Historical and systemic barriers to women’s participation in the political process due to socio-cultural prejudices and buttressed by the Jamaican constitution which does not address discrimination by sex</li> <li>2. Neglect by leadership in political parties to systematically address barriers to increase women’s participation</li> <li>3. The harshness and violence associated with the conduct of partisan politics which inhibits collaboration of women across party lines</li> <li>4. The unequal share of family care by women and its impact on their time and autonomy</li> <li>5. The high cost of political campaigning and women’s relatively weak position in economic networks</li> <li>6. The absence of specific measures and support to women involved in politics and decision-making, and weak links between women in politics and women’s organizations</li> <li>7. The lack of understanding on the part of some women in decision-making positions on a gender agenda and its impact on all aspects of public and private life</li> </ol>
<b>Actions</b>	<ol style="list-style-type: none"> <li>a) <i>Support advocacy towards implementation of the National Gender Policy; advancing the gender equity agenda within constitutional reform and local government reform</i></li> <li>b) <i>Develop a multi-sectoral and integrated plan to eliminate structural barriers which impede greater involvement by women and the youth in representational politics<sup>32</sup></i></li> <li>c) <i>Develop a multi-sectoral and integrated plan to eliminate structural barriers which impede greater involvement by women and the youth on private &amp; public sector decision-making entities</i></li> <li>d) <i>Develop a protocol to promote gender equality at all levels &amp; stages of the electoral process<sup>33</sup></i></li> <li>e) <i>Launch a public education programme on CEDAW to advance women’s rights as human rights and to bring wider national community into the conversation on gender equality and women’s empowerment.</i></li> <li>f) <i>Advocacy towards strengthening the Bureau of Women’s Affairs, with attention to institutional development, including financing and enhancing collaboration with civil society</i></li> </ol>
<b>Specific Indicators</b>	
<b>Int’l Instrument</b>	

Revised September 24, 2008

<sup>32</sup> This plan can be guided by the study conducted by the Women’s Resource & Outreach Centre, *Gender and Governance: Implications for Participation on Boards and Commissions in Jamaica*, 2008.

<sup>33</sup> See *Gender Checklist for Free and Fair Elections in Zambia* (2006).

## 7. Monitoring & Evaluation Framework for the Gender Plan

### Institutional Arrangements

A number of institutions and agencies, including the following, will be involved in the monitoring and evaluation framework for the National Development Plan and the Gender Sector Plan:

1. **Parliament:** The Vision 2030 Jamaica Annual Progress Report, will be presented to the Parliament for deliberations and discussion.
2. The **Economic Development Committee (EDC)** is a committee of Cabinet chaired by the Prime Minister. The EDC will review progress and emerging policy implications on the implementation of Vision 2030 Jamaica and the relevant sector plans.
3. The **Vision 2030 Jamaica Technical Monitoring Committee (TMC)**, or Steering Committee, is to be chaired by the Office of the Prime Minister and will provide oversight for the technical coordination and monitoring of the Plan and reporting on the progress of implementation.
4. The **Vision 2030 Jamaica Technical Secretariat** to be institutionalized within the PIOJ will play a leading role in coordinating implementation, analyzing social and economic data and information, consolidating sectoral information into comprehensive reports on Vision 2030 Jamaica's achievements and results, maintaining liaisons with sectoral focal points in MDAs, and supporting the establishment and operation of Thematic Working Groups.
5. **Ministries, Departments and Agencies (MDAs)** represent very important bodies within the implementation, monitoring and evaluation system. They are the Sectoral Focal Points that will provide data/information on a timely basis on the selected sector indicators and action plans, and be responsible for the timely preparation of sector reports that will feed into the Vision 2030 Jamaica Annual Progress Report.

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For the Gender Sector Plan, the main MDAs comprising the relevant Sectoral Focal Point will include the Ministry of Culture Youth and Sport, the Bureau of Women's Affairs, the Office of the Prime Minister and the Cabinet Office.

6. **Thematic Working Groups** are consultative bodies aimed at providing multi-stakeholder participation in improving the coordination, planning, implementation and monitoring of programmes and projects relevant to the NDP and sector plans, including the Gender Sector Plan. TWGs will be chaired by Permanent Secretaries or senior Government officials and shall comprise technical representatives of MDAs, National Focal Points, the private sector, Civil Society Organizations and International Development Partners. TWGs will meet a minimum of twice annually.

### **Indicator Framework and Data Sources**

Appropriate indicators are the basic building blocks of monitoring and evaluation systems. A series of results-based monitoring policy matrices will be used to monitor and track progress towards achieving the targets for the NDP and sector plans, including the Gender Plan. The performance monitoring and evaluation framework will be heavily dependent on line/sector ministries for quality and timely sectoral data and monitoring progress.

The results-based performance matrices at the national and sector levels comprise:

- At the national level, 60 proposed indicators aligned to the 15 National Outcomes
- At the sector level, a range of proposed indicators aligned to the sector goals and outcomes
- Baseline values for 2007 or the most recent past year
- Targets which outline the proposed values for the national and sector indicators for the years 2012, 2015 and 2030
- Data sources which identify the MDAs or institutions that are primarily responsible for the collection of data to measure and report on national and sector indicators
- Sources of targets
- Links to existing local and international monitoring frameworks such as the MDGs

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Some gaps still exist within the performance matrix and a process of review to validate the proposed indicators and targets is being undertaken. This process is very technical and time consuming and requires significant cooperation and support from stakeholders and partners. The performance monitoring and evaluation framework will be heavily dependent on ministries for quality and timely sectoral data and monitoring progress. The system will benefit from our existing and relatively large and reliable statistical databases within the Statistical Institute of Jamaica (STATIN) and the PIOJ.

### **Reporting**

The timely preparation and submission of progress reports and other monitoring and evaluation outputs form an integral part of the monitoring process.

The main reports/outputs of the performance monitoring system are listed below.

1. **The Vision 2030 Jamaica Annual Progress Report** will be the main output of the performance monitoring and evaluation system.
2. **The annual sectoral reports** will be compiled by the Sectoral Focal Points for submission to the Vision 2030 Jamaica Technical Monitoring Committee. These will be integrated into the Annual Progress Report.
3. **Other products** of the performance monitoring system include issues/sector briefs and research reports.

### **Capacity Development**

There is recognition that building and strengthening technical and institutional capacity for the effective implementation, monitoring and evaluation of the NDP and the Gender Sector Plan is critical for success. This calls for substantial resources, partnership and long-term commitment to training MDA staff. Training needs will have to be identified at all levels of the system; a reorientation of work processes, instruments, procedures and systems development will have to be undertaken; and staffing and institutional arrangements will need to be put in place. Partnership with the Management Institute for National Development (MIND) and other institutions will also be required to provide training in critical areas such

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as results-based project management and analysis, monitoring and evaluation, and data management to public sector staff and others.

**LIST OF ACRONYMS**

ACP-EU	Africa, Caribbean and Pacific- European Union
A&E	Accident and Emergency
AIDS	Acquired Immuno Deficiency Syndrome
ARP	Adolescent Reproductive Programme
BWA	Bureau of Women's Affairs
CARICOM	Caribbean Common Market
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CGDS	Centre for Gender & Development Studies
CDA	Child Development Agency
CGTN	Caribbean Gender & Trade Network
CISOCA	Centre For the Investigation of Sexual Offences and Child Abuse
CRC	Convention on the Rights of the Child
CSI	Community Security Initiative
CSME	Caribbean Single Market and Economy
CXC	Caribbean Examination Council
DAWN	Development Alternatives with Women for a New era
EPA	Economic Partnership Agreement
ESSJ	Economic and Social Survey Jamaica
FHH	Female Headed Household
FTAA	Free Trade Area of the Americas
GAC	Gender Advisory Committee
GAD	Gender and Development
GBV	Gender-based Violence
GEM	Gender Empowerment Measure
GDI	Gender-related Development Index
GOJ	Government of Jamaica
GSAT	Grade Six Achievement Test
HALE	Health Adjusted Life Expectancy
HEART/NTA	Human Employment and Resource Training/National Training Agency
HFLE	Health and Family Life Education
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
HRC	Human Resource Council
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICCPR	International Convention on Civil and Political Rights
ICAFTRD	International Covenant Against ... Torture, and Racial Discrimination



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ICT	Information and Communication Technology
ILO	International Labour Organization
JADEP	Jamaica Drugs for the Elderly Programme
JASPEV	Jamaica Social Policy Evaluation
JCF	Jamaica Constabulary Force
JTA	Jamaica Teachers Association
LA	Latin America
LGR	Local Government Reform
MDA	Ministries, Departments and Agencies
MDD	Millenium Development Declaration
MDG	Millennium Development Goals
MIDA	Micro Investment Development Agency
MLGE	Ministry of Local Government and the Environment
MHHs	Male Headed Household
MNCs	Multi-national Corporation
MOEY	Ministry of Education and Youth
MOH	Ministry of Health
MOJ	Ministry of Justice
MSMEs	Micro, Small and Micro-Economic Enterprise sector
MTF	Medium Term Socioeconomic Framework
NHF	National Health Fund
NAFTA	North American Free Trade Agreement
NDP	National Development Plan
NFPB	National Family Planning Board
NEPA	National Environmental and Planning Agency
NHT	National Housing Trust
NGOs	Non-Governmental Organizations
NPEP	National Poverty Eradication Programme
NRCA	National Resource Conservation Agency
NSS	National Security Strategy
OCA	Office of the Children's Advocate
PATH	Programme for Advancement through Health and Education
PFA	Programme for Action/Plan for Action
PIOJ	Planning Institute of Jamaica
PPCA	Police Public Complaints Authority
SES	Social and Economic Studies
SIDS	Small Island Developing States
SSC	Secondary School Certificate
UN	United Nations
UNCED	United Nations Conference on Environment and Development

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UNDHR	United Nations Declaration of Human Rights
UNICEF	United Nations Children's Fund or originally the United Nations International Children's Emergency Fund
UNWSSA	United Nations World Summit on Sustainable Development
UK	United Kingdom
USA	United States of America
UWI	University of the West Indies
VAW	Violence Against Women
WHO/UNICEF	World Health Organizations/ United Nations Children's Fund or originally the United Nations International Children's Emergency Fund
WID	Women in Development
WTO	World Trade Organization

APPENDIX 1 - EDUCATION STATISTICS

Figure 1: Gross Enrolment Rates for Primary and Secondary Levels, 2005/06

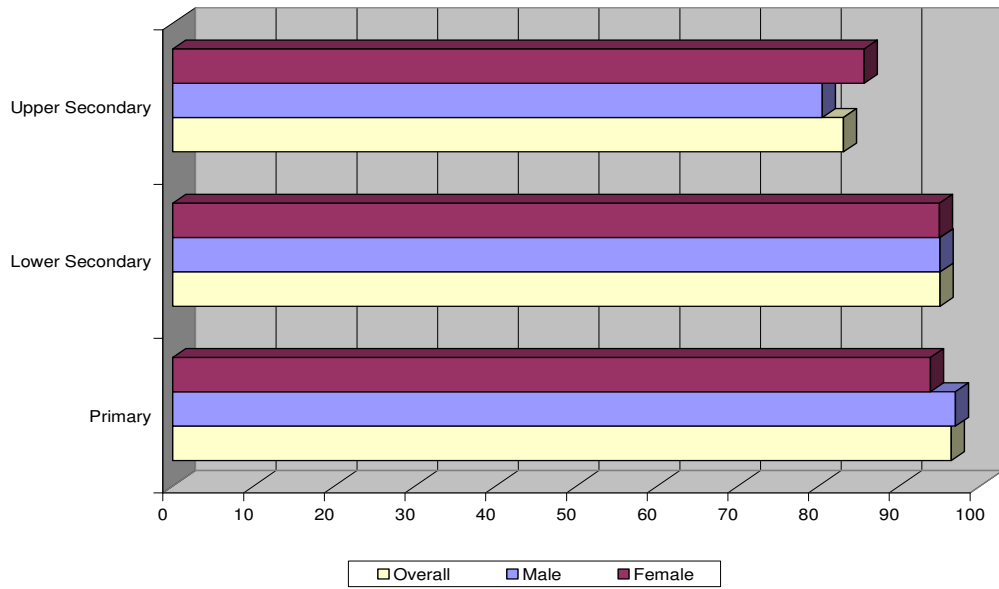


Figure 2: Output from HEART/NTA by Programme and Sex, 2006 (EESJ 2006)

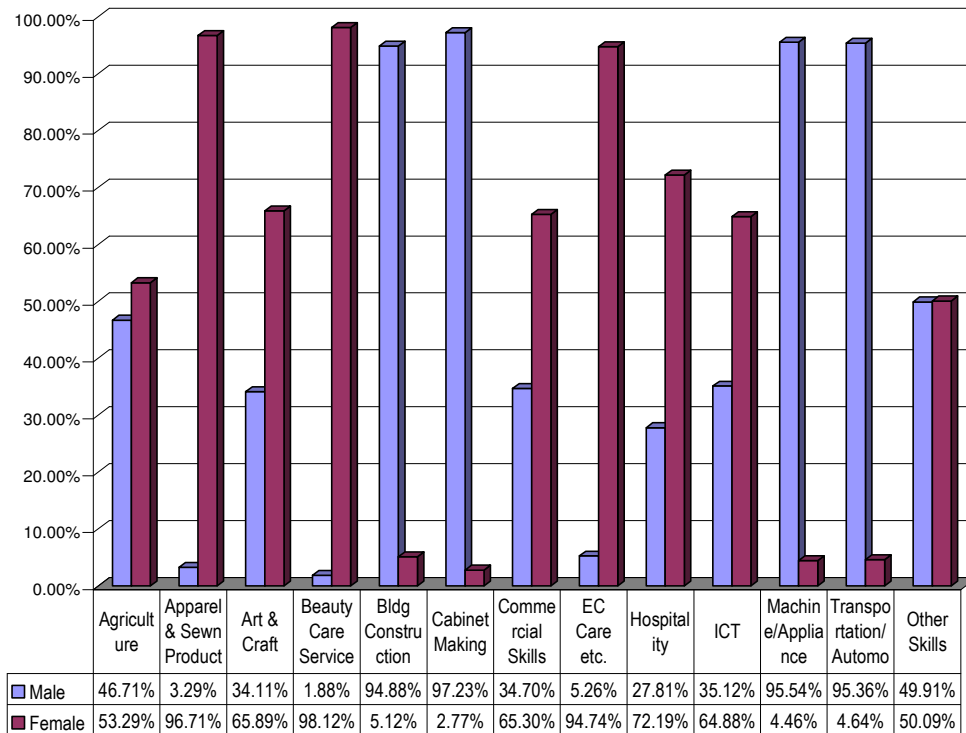


Figure 3: *Mastery of Grade 4 Literacy Test by School Type and Sex, 2005/06*

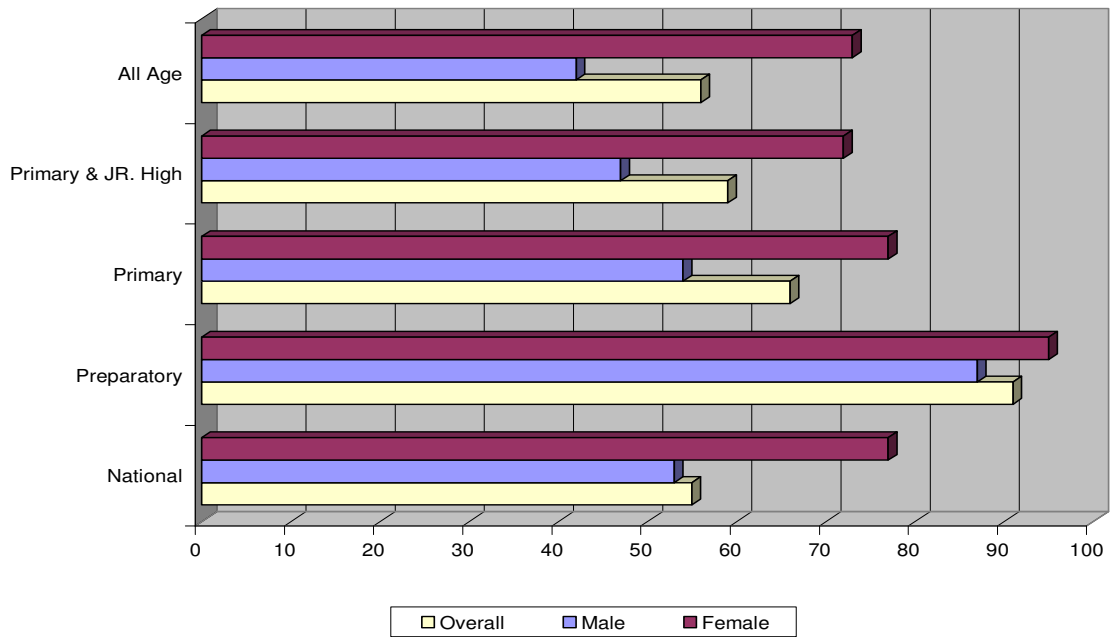
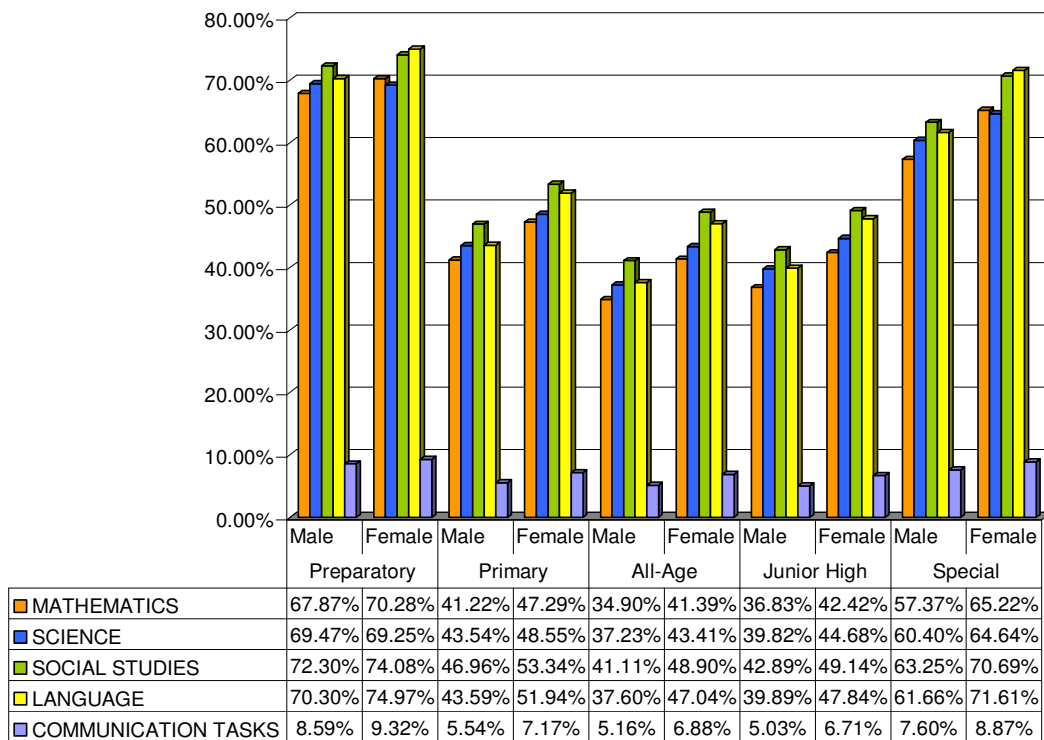
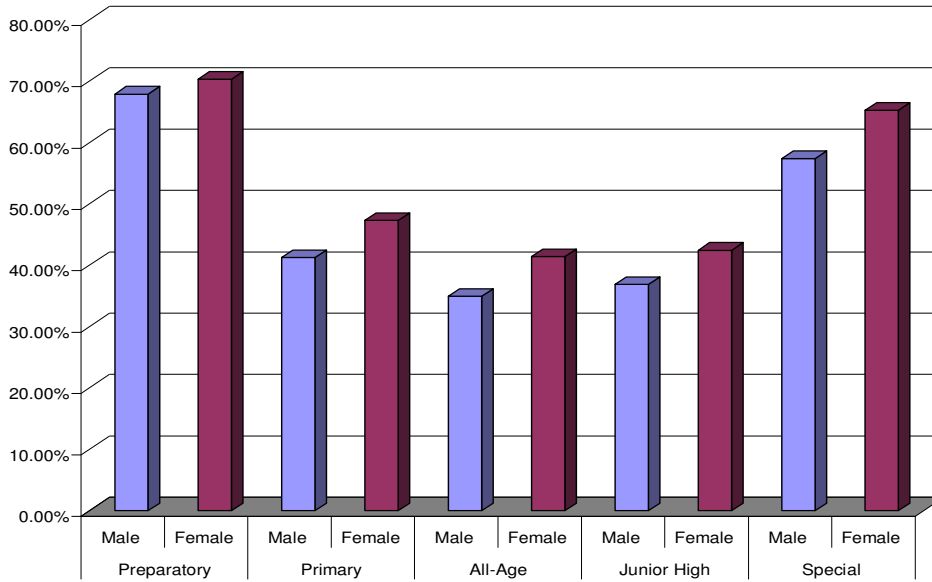


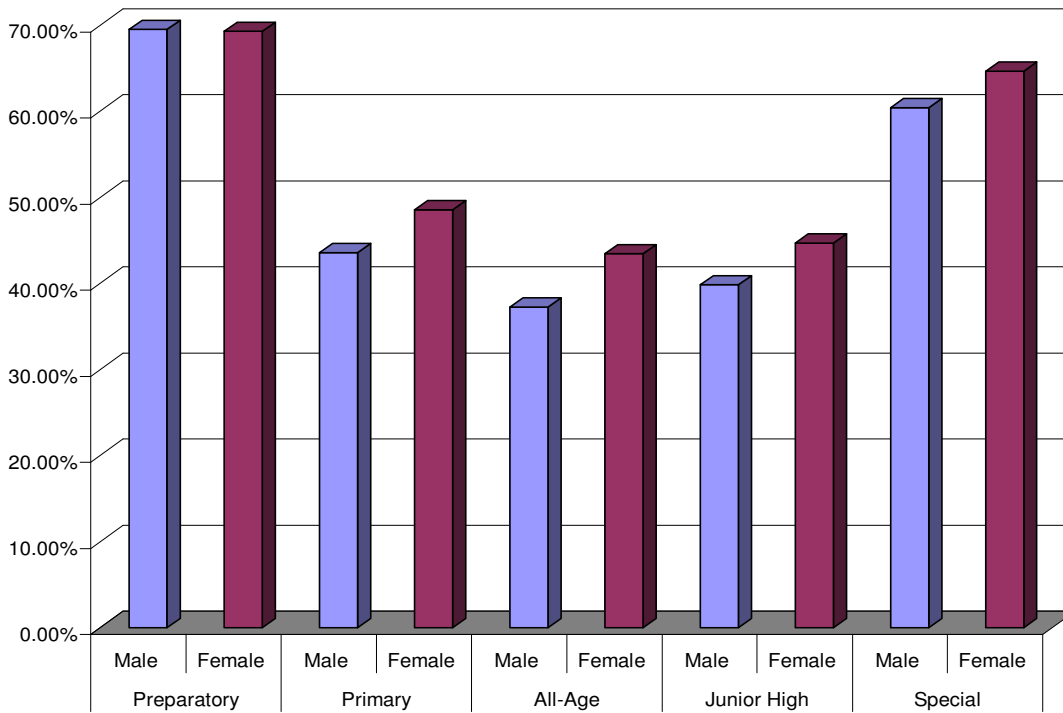
Figure 4.1 *Performance in GSAT by School Type and Sex, All Subjects 2004.*



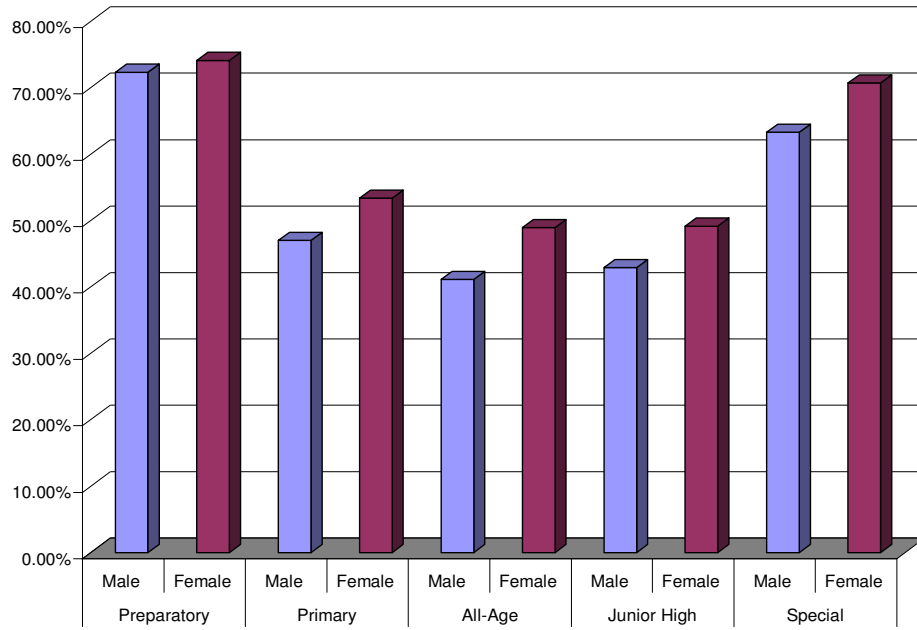
**Figure 4.2** Performance in GSAT by School Type and Sex, Mathematics 2004



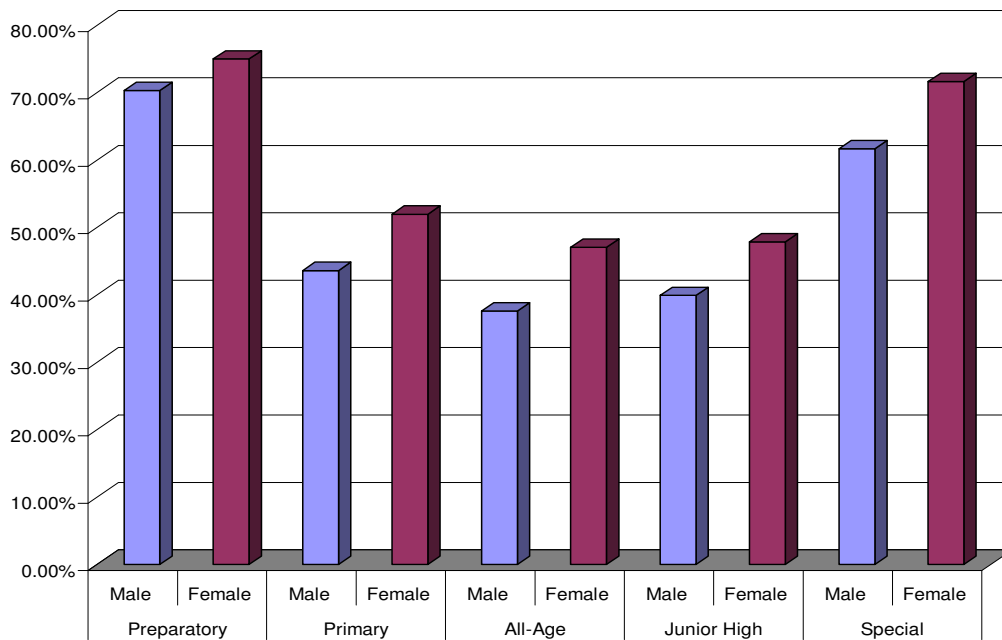
**Figure 4.3** Performance in GSAT by School Type and Sex, Science 2004



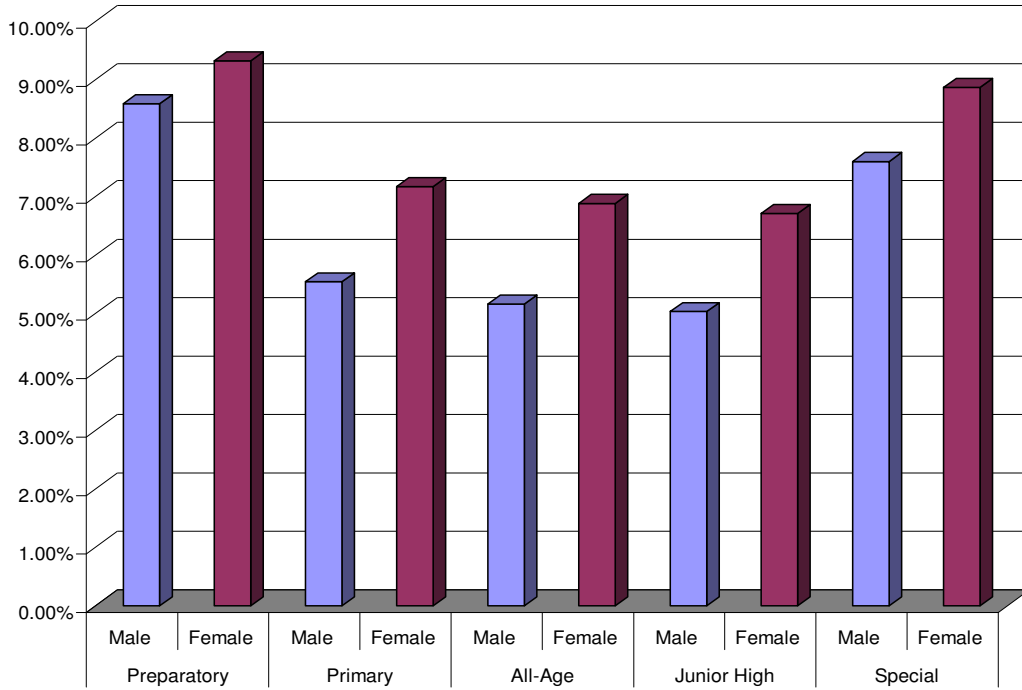
**Figure 4.4** Performance in GSAT by School Type and Sex, Social Studies 2004



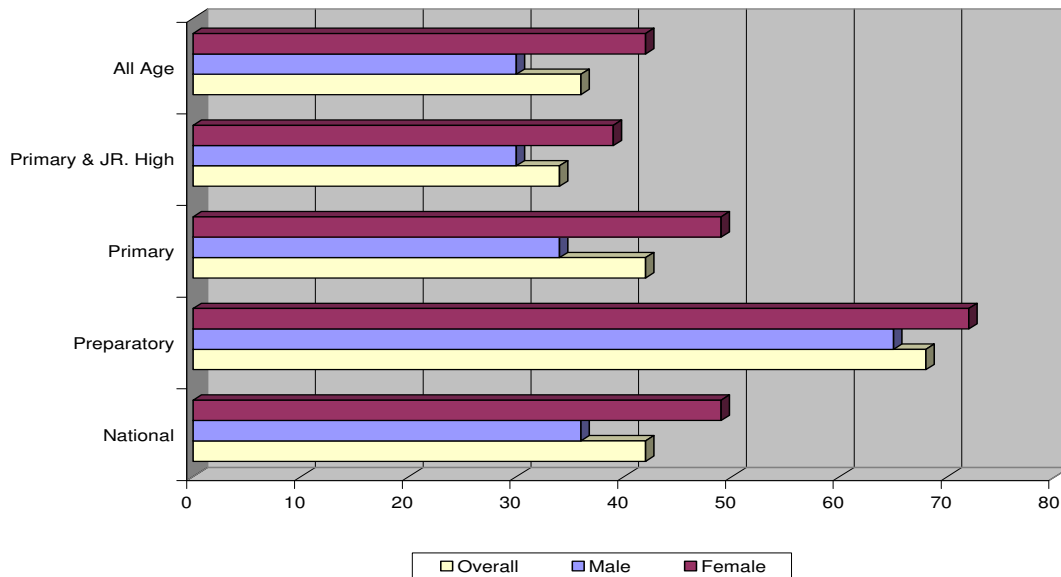
**Figure 4.5** Performance in GSAT by School Type and Sex, Language Arts 2004



**Figure 4.6 Performance in GSAT by School Type and Sex, Communication Skills 2004**



**Figure 5: Percentage of Male/Female Students Assessed as Ready to Learn Based on Mastery of Four Skills Areas, 2005/06**



*Table A1: Drop-Out Rates in Public Secondary Level Schools by Grade and Sex, 2006/07*

<b>Grade</b>	<b>7-8</b>	<b>8-9</b>	<b>10-11</b>	<b>12-13</b>
<b>Overall Rate</b>	0.3	-13.6	6.6	20.4
<b>Male Rate</b>	-0.7	-17.3	7.2	23.8
<b>Female Rate</b>	1.2	-9.9	6.1	18.3



## APPENDIX 2

### THE NATIONAL GENDER TASKFORCE COMPOSITION

**Taskforce Chair:** Professor Barbara Bailey

Centre for Gender & Development Studies (CGDS), University of the West Indies, Mona

**Taskforce Technical Officer:** Ms Taitu Heron Social Development & Gender Unit, Social Policy Planning & Research Division, the Planning Institute of Jamaica (PIOJ)

#### **Taskforce Technical Support**

Mr. Charles Clayton, Plan Development Unit, PIOJ

#### **Research Support**

Mrs. Arlene Onanaiwu, Documentation Centre, PIOJ

#### **Administrative Support**

Mrs. Kadian Christie/ Ms. Stacy Ann Robinson, PIOJ

#### **Sub Committee Convenors & Thematic Areas**

Ms. Sonja Harris      Poverty

Dr. Hyacinth Evans    Education and Training

Mrs. Linnette Vassell    Governance

Prof. Wilma Bailey    Health

Mrs. Judith Wedderburn    Economic Participation

Ms. Patricia Donald    Human Security

Ms. Taitu Heron      Culture

Mrs. Joan Grant Cummings    Environment

Dr. Elaine Wallace    Labour & Employment

#### **Members' Organisational Affiliation and Areas of Expertise**

1. Prof. Barbara Bailey (CGDS/Gender & Education)
2. Mrs. Joan Grant Cummings (Environmental Foundation of Jamaica/ Environment)
3. Mr. Patrick Prendergrast (CARIMAC/Male Action Network/ Culture/Masculinity)
4. Ms. Judith Wedderburn (FES/ Trade/ Economic Participation)
5. Mrs. Linnette Vassell (Ministry of Water & Works/ Governance)
6. Dr. Leith Dunn (CGDS/ Governance)
7. Mr. Godfrey Lothian (KSA Action Forum/ Youth Development)
8. Mr Charles Clayton (PIOJ, Masculinity)
9. Ms. Arlene Bailey (KSA Action Forum/ Youth Development)
10. Ms. Monique Harper (PIOJ/Trade/Economic Participation)
11. Prof. Wilma Bailey (UWI/ Health)
12. Dr. Peter Weller (UWI/ Masculinity)
13. Dr. Aldrie Henry Lee (SALISES/ Poverty)
14. Ms. Taitu Heron (PIOJ/Political Economy/Gender & Development Planning)
15. Ms. Patricia Donald (Women's Media Watch/ Human Security)
16. Ms. Donna Fraser (Bureau of Women's Affairs/Human Security)
17. Ms. Carol Narcisse (Nation Wide Network/ Economic Participation)

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18. Mr. Joseph Z Heron (Penwood High School/Education/Masculinity)
19. Mr. Lawman Lynch (KSA Action Forum/Youth Development)
20. Prof. Hyacinth Evans (Institute of Education/UWI/Education)
21. Dr. Pansy Hamilton (Fertility Management Unit/UWI/Health)
22. Ms. Sonja Harris (Independent Consultant/Gender & Planning/Poverty)
23. Dr. Elaine Wallace (UTECH/ICT/Labour & Productivity)
24. Ms. Marva Phillips (UWI/Labour)
25. Mr. Lanny Davidson (Fathers in Action/Education/Fatherhood)
26. Mrs. Faith Webster (Bureau of Women's Affairs/Gender Mainstreaming)
27. Ms. Tamara Brown (NCE/ Education)
28. Mrs. Merlene Hamilton (JTA/Education)
29. Mr. Keino Senior (CGDS/ Gender & Culture)
30. Mrs. Georgia Brown (CGDS/Governance)

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