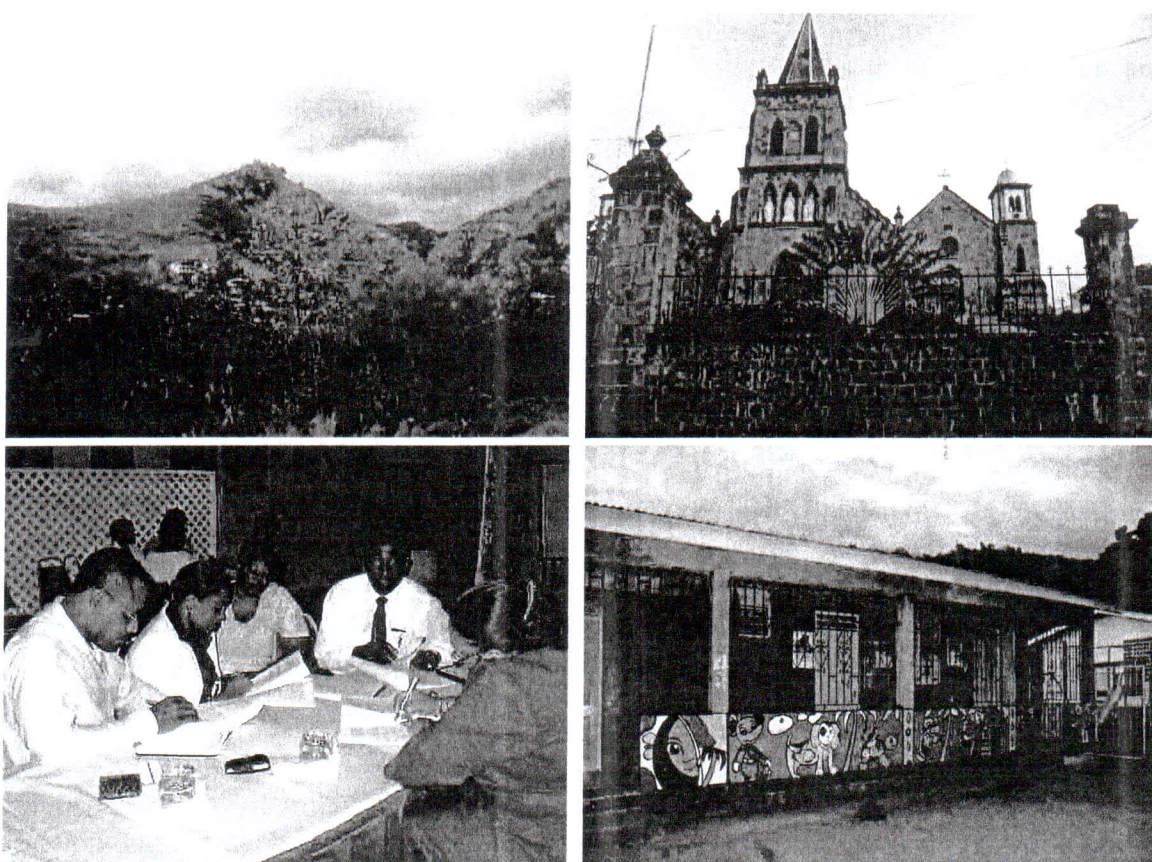


Session 8



GOVERNMENT OF THE COMMONWEALTH OF DOMINICA
Ministry of Community Development,
Gender Affairs and Information

**NATIONAL POLICY AND ACTION PLAN FOR GENDER EQUITY
AND EQUALITY IN THE COMMONWEALTH OF DOMINICA**



Photos Mohammed 2005

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POLICY AND ACTION PLAN FOR GENDER EQUITY AND EQUALITY IN THE COMMONWEALTH OF DOMINICA

When a society sets out to achieve equality, the concept must be immediately paired with that of equity. Where equality is the ideal or equilibrium which the society strives to attain, equity is the sense of fairness and justice and the laying out of actions which must be taken in respect of differences found in any human population: differences by race, ethnicity, geographic location, class, physical and mental disability and gender. To assume sameness of all members of a population is not necessarily to treat them equitably. The National Gender Policy and Action Plan advocated here have at its heart a recognition and appreciation for the differences between men and women; differences that are based on physiological and biological realities as well as socially imposed constructs. Bearing in mind these differences, the Policy seeks to secure for men and women alike the opportunities to maximize their potential as human beings and as valuable citizens of the Commonwealth of Dominica. Regardless of gender, or indeed any other demographic categorization, we all require protection from harm and prejudice; the provision of basic amenities including access to healthcare; opportunities for education and training; and fair recourse to justice. However, what men and women may require of these services, and the ways in which they make use of them, may differ. This Policy attempts to identify a range of issues, systems and institutions that must take on board these differences if all citizens are to enjoy lives free from fear and discrimination.

The provision of economic opportunities and a challenge to confront ideological restraints which hold gender stereotypes in place are the first building blocks on which the policy is constructed. The Budget address of the Prime Minister of Dominica for the year 2005-6 indicates both an upturn in the country's economic growth performance as well as the willingness of the present government towards social protection and poverty reduction, both areas which speak directly to concerns identified in this policy.

The document examines the key sectors in which gender issues surface in a society: those of family, sexuality and sexual and reproductive health, gender based violence, education, health and medicine, pointing to the need for review of existing legislation or for dissemination of information in many of these. It targets the areas of power and decision-making as these involve women in the society. The eighty eight action points advanced in this Policy demonstrate options for a systematized approach to gender-awareness which accommodate and support equality between the sexes while recognizing legitimate biological differences which should not provide grounds for discrimination.

The need for interventions is pervasive. Changes must come from all sectors and levels, across a range of disciplines and interests and must be effected for all classes, age groups and belief systems.

SECTION 1

Principles, Vision and Aims

1.1 GUIDING PRINCIPLES

The Government of the Commonwealth of Dominica has shown its commitment to the principle of gender equality at the national, regional and international levels in its ongoing work. At the national level work to address fundamental structural imbalances that threaten the concept of equality and equity dates back to the establishment of a Women's Desk in 1979, later re-titled the Women's Bureau. The Women's Desk was established through government initiative in response to a United Nations call for women and the issues of women to be incorporated into the development process, coupled with the advocacy of national and regional women's organization to bring into the focus of national development the inequity experienced by women. A national gender policy is a critical instrument which reaffirms government's commitment to gender equity and social justice and provides a framework to guide and inform the transformation of existing inequitable gender relations. The gender policy allows for a contextual and nationally relevant gender perspective and analysis to be integrated into the design, implementation, monitoring and evaluation of all government policies, programmes and projects.

It is important to recognize that the development of a national gender policy by the Government of the Commonwealth of Dominica is not an isolated national process but one influenced by a larger international and regional framework. Dominica's agreement and commitment to a number of regional and international conventions and treaties and various institutional arrangements, need to be seen as being pivotal to a comprehensive policy process. Of particular importance are the following:

- Ratification by the Government of Dominica of the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) in 1989,
- The Government's Commitment to United Nations Declaration of Human Rights (1978)
- The Nairobi Forward Looking Strategies (1985)
- The development of and sustained work on the five year Draft National Action Priorities (NAP) post Beijing (1999.) prioritizing the issue of Violence Against Women and Capacity Building of the National Women's Machinery as necessary areas of action
- The establishment of Gender Mainstreaming as a pivotal strategy for the integration of the gender perspective into national development
- The work of the OECS Family Law and Domestic Violence Reform Initiative (2003)

This and other related work provide a comprehensive framework for the advancement of women *vis a vis* men, and the enjoyment of the basic gender rights to be enjoyed by both sexes in achieving gender equity. The policy is guided by Government's recognition that the

development of Dominica hinges on the creation of an environment free from institutional and ideological barriers of gender which impinge on human development, and by extension national development.

The policy is in keeping with the United Nations' Millennium Declaration of September 8, 2000 and its accompanying Millennium Development Goals (MDGs). These goals have at their core elements, the concept of human development through a holistic approach that is cognizant of the place of gender equity and equality in development. In harmony with these ideals, the national gender policy of Dominica seeks to apply a gender perspective to the key sectors of health, education, training, housing, and the provision of basic amenities, poverty reduction and the generation of sustainable employment opportunities toward the creation of an equitable and just society to assist all Dominicans, of both sexes, in reaching their full potential. The current initiative, led by the Women's Bureau of the Ministry of Community Development, Gender Affairs and Information of the Government of the Commonwealth of Dominica complements this international vision while fulfilling the country's obligation to regional and international commitments.

The institutionalization of gender into government structures through gender machinery such as the Bureau of Women's Affairs (BWAs) or Gender Affairs Divisions, are visible representations of a country's commitment to transform its problematic and inequitable gender relations. The support and acceptance of these organized systems by the leadership are vital to their success. Where gender machinery and policies are taken very seriously, it has been proven over the last decades that great economic and social gains can be made. The status of any society is related to the quality of life and conditions enjoyed by its population. To achieve the practices of equity and the condition of equality however, populations must be disaggregated to consider, among others, the life chances and potential of the different sexes, age groups, their health status, occupational and geographical distributions in a country. What gender machinery and gender policies additionally consider is that the status of women often affects the status of the household and its male and female children. A gender policy serves to address the conditions and status of both sexes, as having different but equal needs as citizens of a society.

The achievement of gender equity and equality requires collaboration between men and women as they seek to partner in the development process of their country. What has proved to be a deterrent to the smoother passage of ideas pertaining to gender equality in international and regional initiatives is that some men (often) feel threatened by the idea of equity between the sexes. This is a view fuelled by a perception that there is a direct relationship between women's advancement and the displacement of, or a worsening in the status of men. The lives of women and men are intimately and intricately connected. It is impossible to separate the fortunes of one sex from the other. A society reproduces its peoples and itself through the mutual co-operation of both sexes. The roles, behaviours, attitudes and freedoms, and the survival and growth of the people within the society depend on their ability to adapt. Expanding concepts and interpretations of gender rights and norms are fundamental adaptations that a society must undergo. As the society changes and the lives of women change, so will those of men. A burgeoning discourse on masculinity in the

Caribbean and elsewhere¹ provides a gradually unfolding appreciation of men's aspirations and concerns with gender identity, as that related to femininity presented, and continues to provide, about women and the female sex. Such insights open up different possibilities for men and boys, widens the options for personal fulfilment and for new patterns of interaction with women and children.

1.2 CONCEPTS AND DEFINITIONS

In order to have clarity of purpose and a common understanding, a definition of terms and concepts used throughout this document is here underscored.

The Concept of Development

Development is a process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and equitably distributed improvements in their quality of life. Development here is not seen as limited to any one model but a process shaped by the lives and aspirations of the local population.

It should be borne in mind that, as a process, development can take many paths and that the path(s) to development is often determined by past legacies, the vision of the society, the availability of resources, and the agreement of their use.

Sex and Gender

In spite of increasing usage there still exists confusion over the term 'gender'. In modern times, gender is often used as another word for 'sex', but sex and gender are not interchangeable terms. 'Sex' refers to the biological (and physiological) differences between women and men i.e. being male or female. 'Gender' refers to the social organization of sexual difference.

The Concept of Gender

The term 'gender' entered the development debate from the mid 80's. It acknowledges that women's problems in society are not primarily due to their biological differences from men, but rather to socially determined meanings associated with masculinity and femininity. Gender is used to refer to the social roles, responsibilities, behaviours, attitudes and identities as men and women which are the result of social, cultural and historical factors as opposed to our biological differences. We may be born male and female with certain biological characteristics, but we *learn how* to become men and women through the social expectations of the gender category into which we are placed from birth. Gender is discussed in terms of our 'masculinity' and the 'femininity'.

¹ See for example Patricia Mohammed, (Ed) *Gendered Realities: Essays in Caribbean Feminist Thought*, UWI Press, Kingston, Jamaica, 2002, Eudine Barriteau, (Ed) *Confronting Power, Theorizing Gender: Interdisciplinary Perspectives in the Caribbean*, UWI Press, Jamaica, 2003 and Rhoda Reddock, Ed., *Interrogating Caribbean Masculinities : Theoretical and Empirical Analysis* UWI Press Kingston Jamaica 2004 among others.

Although equal as human beings, the social, economic and political possibilities available have historically differed for each sex. Central to the understanding of *gender* is the recognition of an inequity in existing male-female relations that are characterized by the subordination of women and the devaluation of anything or anyone defined as feminine. At the same time, *traditional* notions of masculinity and manhood can be a problem for men themselves, as well as for women. *Gender* is primarily used to analyze social experiences and lend support to policy interventions by making the different experiences that men and women have in society instrumental in the formulation of developmental goals. The word gender as it is used in this document therefore refers not simply to men and women, but to the power relationship between them. For instance, men and women may not earn equally although they may be doing similar jobs.

Gender Analysis is the systematic attempt to apply this understanding of sexual differences to social, political, economic, cultural and environmental contexts. This can be done, for example, by examining the differential impact of any given variable such as access to land or education on men, women, boys or girls. Gender analysis can help us understand why many people feel that men are supposed to dominate, why women are deemed to be the subordinate sex, why masculinity is perceived to be aggressive and femininity passive, why unequal power relations exist between women and men. Gender analysis can suggest ways in which we may create change in gender relations. Gender analysis therefore, examines the reality of both women's and men's lives.

Gender Equity (or fairness) and social justice are the long-term goals of gender analysis. It strives for an equitable distribution of social, cultural and economic resources, an improved quality of life, transformations of gender hierarchies, the empowerment of women, shared participation by men and women in decision-making activities in both households and in public life, and a gender-sensitive, people-oriented approach to social and economic policy and infrastructure development.

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal opportunities for realizing their full human rights and potential to contribute to political, economic, social and cultural development, locally, nationally and internationally, and to benefit from the results. Sameness of treatment and opportunity does not necessarily ensure equality because women and men differ in biological and other ways. Gender equality must be accompanied by equity.

Gender Mainstreaming means integrating a gender equality and equity perspective into all the mainstream activities of an organization or institution at the policy, programme and project levels. Gender mainstreaming can have two approaches, one 'integrationist', which merely seeks to integrate women's concerns into the existing developmental activities without changing the agenda, or the other 'agenda setting' which seeks to transform the thrust of development policy by incorporating gender concerns - that is the perspective and challenges of differential female and male populations - and changing the mainstream by setting new agendas.

Gender Sensitivity refers to the awareness and understanding of the many and varied ways in which ideas of women's and men's place (gender ideologies and practices) contribute to inequitable gender relations, including unequal access to and control of resources.

1.3 POLICY GOAL AND VISION STATEMENT

The overall goal of this policy is to promote gender equity, equality, social justice and sustainable human development in Dominica. Its aims include:

- To improve the quality of life at all levels of society
- To improve relations between the sexes
- To transform inequitable gender relations in order to improve women's status relative to that of men where lingering disabilities keep women in subordinate positions.
- To transform inequitable gender relations in order to improve men's status relative to that of women and other men where lingering disabilities keep men in disadvantaged positions.
- To facilitate social and domestic peace and reduce the levels of violence in the society
- To provide a culturally and nationally relevant framework for the implementation of the required structures to effect equitable development
- To support efforts to improve gender awareness among policy makers, planners, implementers and the general public of the national legal provisions
- To strengthen the capacity of and collaboration among persons within the institutional structures which could effect change and guarantee equality of status of women and men within national development.

The policy provides a written commitment by the government through which the population can evaluate and monitor this commitment. The National Gender Policy and Action Plan will seek to influence state policy on selected areas and to identify strategies to facilitate new and equitable relations between women and men.

1.4 STRATEGIC OBJECTIVES OF THE GENDER POLICY

Specifically, the gender policy aims:

- To incorporate a gender perspective in all development planning as the strategy for promoting gender equity and 'fairness' so that development planning itself becomes fundamentally gendered
- To integrate women's and men's concerns and experiences into the design, implementation, monitoring and evaluation of all political, economic and social policies and programmes

- To establish a system of gender mainstreaming which incorporates all sectors of government, community based organizations, women's and men's organizations
- To provide policy makers and other key actors involved with human and social development, with reference guidelines for identifying and addressing gender concerns which will inform public policy
- To identify and establish an institutional framework with the mandate to initiate, coordinate, implement, monitor and evaluate national gender responsive development plans
- To promote recognition and valuing of women's contributions as agents of change and beneficiaries of the development process
- To promote where necessary, evaluation of the sexual division of labour and women's and men's contributions as agents of change and beneficiaries of the development process
- To transform material conditions to achieve economic, social and physical security of men and women
- To facilitate legislative change and public awareness of relevant legislation and their implications
- To empower both women and men by ensuring new and equitable relations between the sexes

1.5 STRATEGIES TO ACHIEVE POLICY OBJECTIVES

Gender Mainstreaming is the chief strategy used for achieving these policy objectives. This entails two approaches which are seen as mutually reinforcing: *mainstreaming* and *agenda setting*. Mainstreaming implies that gender issues are addressed within the existing development strategies and priorities of the government and its internal and external development partners, without changing the overall agenda (Jahan, 1997: 311 – 329; Cayman Islands Gender Policy, draft document, 2002).

The second aspect of the strategy, *agenda setting*, implies a transformation of the existing development agenda through a systematic application of a gender perspective. *Agenda setting* seeks to ensure that the women and men are at the centre of setting development agendas and hence new agendas may need to be set to truly serve this development. It reflects the reality that both women and men need to be active participants in the national and international decision-making processes which affect their daily lives and livelihoods.

The strategies involved are:

- Sensitization and training on gender issues at all levels
- Promoting an approach that is grounded in research and gender analysis of roles social relations and power balances between women and men
- Putting in place mechanisms to enable policy dissemination, communication and implementation throughout the society
- Ensuring ownership of the policy by promoting public education and creating awareness of the responsibility of all stakeholders to address the specific gender concerns within their sector or jurisdiction. Consultations with both men and

women also recognize that neither gender concerns nor sector issues are static therefore proposed action should include re-assessment, re-consultation and ongoing public awareness and education strategies

- Establishing a system of gender-based and disaggregated data collection and analysis in relation to all sectors
- Promoting women's economic empowerment as key to sustainable development while advocating for gender equality at all levels
- Establishing gender responsive implementation, monitoring and evaluation mechanisms for development within government and other agencies
- Promoting the use of gender-sensitive and gender-inclusive language in legislation, government documents and educational material

1.6 INSTITUTIONAL FRAMEWORK

The Dominica National Gender Policy and Plan provides a structure for guiding national process of gender mainstreaming. Cabinet will have primary responsibility to approve the Policy and Plan. Legislators will be responsible for reviewing existing legislation and drafting new legislation to respond to specific needs identified and to ensure consistency between laws and policies.

The implementation of the national policy and plan should be an important concern to all citizens. The popular idea that national policy and plans, when formulated, will gather dust on a shelf must be erased. If the process for developing the plan is participatory and committed to the evolution of a gender sensitized national community, the place of the general public, the public and private sectors, the vested interest of the nation is lodged, not only in the *development* of the policy, but more importantly the *implementation* of the policy.

1.6.1. The Role of the National Machinery of Dominica

The Women's Bureau (WB) of the Ministry of Community Development, Gender Affairs and Information, as the National Machinery of Dominica will have overall responsibility for driving the process of policy development as well as monitoring the implementation of the policy in all government agencies. It will have primary responsibility to guide and support the gender mainstreaming process. To successfully fulfill this role, the WB must be in a state of readiness and endowed with the power to enforce recommendations emerging from the document, or where necessary have established strong institutional partnerships and established mechanisms with agencies within and outside of government with the requisite enforcement responsibility. Therefore, the role, structure, and human resource capacity of the WB has to be critically analyzed, strengthened accordingly and clearly understood by persons within and without this agency for the successful implementation of the policy. An empowered, and strategically positioned Gender Machinery is pivotal to the process of implementing the Gender Policy and ultimately the process of achieving gender equality for all. This institutional strengthening will be variously addressed in detail in Sections 5 and 6.

An active and relevant partnership with women's and men's organizations, NGOs, CBOs, FBOs, civil society and members of the public generally, is imperative to ensure overall success of this policy and plan. The National Machinery must be the fulcrum between the people and Government in the area of gender and development and be the 'catalyst' for efficient policy implementation and take primary responsibility for monitoring the implementation of this Policy and Plan they have helped to shape. Ongoing public awareness, education, involvement and commitment to the process are central to the success of the Policy and the implementation of its Action Plan.

SECTION 2

The Enabling Environment

2.1 BACKGROUND

The work of integrating gender into development, although a dynamic process, is grounded by established national, regional and international facilitating factors, processes and support mechanisms. A national gender policy provides a culturally and territorially specific structure by which this dynamic process may take place. At the same time, nations are influenced by regional and international processes which have a bearing on the national context. These processes fall into two main categories, *Human Rights Instruments* and *Mandated Course of Actions* deliberated and agreed upon by governments. The Human Rights Instruments are acceded to and ratified by governments, thus committing them to make the articles of these instruments part of national law or ensure that the law is in compliance with the content of these instruments. Such international or regional instruments or Conventions form part of International law and if governments accede to the Optional Protocol of these various pieces of legislation, nationals are afforded the right to seek recourse via the body responsible for the enforcement of the law, if they believe it has not been observed or is compromised. Mandated Course of Actions (ie the Plan of Action) differ. These are designed to provide comprehensive frameworks and required steps for the process of successfully integrating gender into development. Ongoing reporting by Governments and shadow reporting by NGOs and Civil Society players provide some alternative mechanism for monitoring and reporting on both Conventions and Plans of Action, to ensure that the right of men and women are not being compromised, and to highlight areas where government and populations alike would focus their attention for ongoing development.

Thus, the work at the national, regional and international levels is the backdrop against which the National Policy on Gender Equity and Equality of the Commonwealth of Dominica is being produced, and is in keeping with the Government's commitments at all these levels. The establishment of the Women's Desk in 1979, followed by the development of a policy statement on Women and Development in 1980 are the germination seeds to the development of a full scale national gender policy. Regionally, membership and commitment to the Human Rights and other instruments emerging from bodies such as the Inter/American Commission on Women and the CARICOM provide a structure for the comprehensive integration of Gender concerns into the country's development. This structure extends internationally to the accession and ratification of those instruments emanating from the United Nations, and a national commitment to the implementation of the various blue prints for mainstreaming gender provided by the Commonwealth and the United Nations. (see Table 2.3.6 A)

2.2 THE NATIONAL ENVIRONMENT AND THE GENDER MACHINERY

Public Sector Initiatives

The human and social development of the population of the Commonwealth of Dominica is the central pillar of the work of the Government. A crucial component of the Medium term Public Sector Reform Strategy (MTPSRS) which seeks to rationalize the public sector, has as its primary focus improvement in the functioning of the Human and Social programme delivery capacity. The initiative aims at strategic targeting of the work of this sector to provide maximum benefits to the population while meeting the challenges and possible fallouts from Government's reduced capacity to deliver expansive services within this sector. This challenge is made particularly difficult as the Government seeks to balance reduced revenue and newly emerging human and social programmes such as increases in the transmission of HIV/AIDS and the proliferation of drug related social problems. The Government of Dominica has therefore concentrated its attention on the following programming shifts to strengthen the delivery of services across the entire sector.

These have included the following:

- Considerable rationalization of the delivery mechanisms
- The reduction of unit costs for the delivery of services
- The implementation of cost recovery options for particular services
- Expanded collaboration between the Government of the country and NGOs in the delivery of these services

At present the three (3) main governmental bodies involved in the direct delivery of human and social development services are the Ministry of Health and Social Security (MoHSS), the Ministry of Education, Sport, Youth Affairs and Human Resource Development (MoESYA & HRD) and the Ministry of Community Development, Gender Affairs and Information (MoCD). Both MoHSS and MoESYA & HRD have developed comprehensive long and medium term planning documents detailing their corporate plan to support and advance the national policy agenda. There is a critical need for the MoCD to assume the same planning horizon as its sector partners in the macro development process of Dominica. The proposals and actions developed in the National Gender Policy tallies with the goals set out in the MTPSRS, dovetailing those particularly in respect of social services delivery.

The Women's Bureau

The Commonwealth of Dominica's commitment to the presence of a strong gender machinery within the Government signified by the establishment of its Women's Desk is a necessary and fundamental step in the advance of gender and development. When first established as a Women's Desk in 1979 it boasted a staff complement of one - the Director. The Desk subsequently grew to the Women's Bureau staffed by five persons.

Over the years the location of the Gender Machinery within the Ministries of Government has also shifted. From Community Development and Social Affairs in the Economic Development Unit of the Prime Minister's Office in 1989-1991, it returned to Community Development and Women's Affairs which has since undergone a name change to Gender Affairs and included the portfolio of Information. The current organizational structure of Gender Affairs consist of an Advisory Committee and a core Bureau staff of five (5) comprising a Director, Coordinator for Research and Programme Development, Field Officer, Secretary and Messenger.

Towards 2005 the National Gender Machinery has embraced four (4) strategic objective programme areas. These are: Institutional Strengthening, Gender Planning and Analysis, Entrepreneurial Development and Advocacy. Emerging out of these areas the focus of the Machinery has been as follows:

- To institutionalize gender analysis in all aspects of the government's planning process.
- To encourage and enforce policies and legislation that promotes and protects gender equity in social and economic spheres.
- To improve women's access to economic resources.
- To improve women's participation in political affairs and in decision-making, through Community Development, Adult Education, and advancing women in leadership positions throughout the society.
- To improve women's access to basic services through collaboration with the Welfare Department Dominica Council on Ageing and Dominica National Council on Women.

2.3 INTERNATIONAL AND REGIONAL INITIATIVES AND COMMITMENTS

2.3.1. CEDAW – A Rights Based framework

On December 18, 1979, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted by the United Nations General Assembly. The Convention was the culmination of more than thirty years of work by the United Nations Commission on the Status of Women, a body established in 1946 to monitor the situation of women and to promote women's rights. The Commission saw CEDAW as a primary international instrument to highlight and respond to all the areas in which women are denied equality with men, and to bring to the fore the functional mechanisms for adopting human rights based framework in the advancement of the equality of men and women.

Among international human rights treaties, the Convention assumes an important place in bringing the female portion of humanity into the focus of human rights concerns. The spirit of the Convention is rooted in the goals of the United Nations: *to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women.* The Convention addresses, among other issues, civil

rights, the legal status of women, human reproduction and the impact of cultural factors on gender relations.

CEDAW has been instrumental in covering the issue of human rights of women, and gives formal recognition to the influence of culture and tradition in restricting women's enjoyment of their fundamental rights. By acceding to and ratifying the Convention, states commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- to ensure elimination of all acts of discrimination against women by persons, organizations or enterprises.

Additionally, countries are also committed to submit national (progress) reports at least every four years on these measures to the United Nations CEDAW Committee. Dominica has ratified and acceded to CEDAW. A Draft Initial and Seventh combined report is currently being reviewed, with a view to submitting this report by the end of 2005. Consistent with this national commitment to CEDAW, the Government is bound to pursue the provisions of the Convention within its national space.

2.3.2. The Beijing Conference 1995 and the Regional Climate for Gender Policy Formulation

The Beijing Declaration and the Platform for Action emerged from the Fourth World Conference on Women. This Conference held in Beijing in 1995 follows world Conferences held in Mexico City (1975), Copenhagen (1980) and Nairobi (1985). These Conferences are convened to provide an international forum for the advancement and the integration of the concerns of women within the context of national development. The Beijing Declaration and the Platform for Action are designed to improve the situation of all women, without exception, while being cognizant of the need for special attention to the most disadvantaged groups in any society. It recognizes that women face barriers to full equality and advancement relative to men because of factors such as their race, age, language, ethnicity, culture, religion or disability, because they are indigenous women, or because of other status disabilities.

The Beijing Declaration and the Beijing Platform for Action is a document comprising of two parts. The Beijing Declaration represents a reaffirmation of participating world governments to their commitment to equal rights and the dignity of women and men and reiterates their determination to achieve the documented goals of the 1985 World Conference at Nairobi – the Nairobi Forward-Looking Strategies for the Advancement of Women. The Beijing Platform for Action therefore is the agenda for women's

empowerment which is informed by the Nairobi strategies. This Platform for Action outlines strategic objectives and actions to be taken by Governments and peoples within a framework of Twelve Areas of Concern to secure gender equity and equality in national development. Subsequent to the Beijing Conference, within the United Nations structure at each five year conjuncture, governments of the world convene a meeting to deliberate on the work which has been carried out towards the implementation of the Platform for Action.

The Twelve Areas of Concern are as follows: Women and Poverty, Education and Training of Women, Women and Health, Violence against Women, Women and Armed Conflict, Women and the Economy, Women in Power and Decision making, Institutional Mechanisms for the Advancement of Women, Human Rights of Women, Women and the Media, Women and the Environment and the Girl Child. The responsibility of Governments and their NGO actors who affect national development is that of prioritizing these areas for national action specific to the national context and implementation of the outlined actions to be taken.

2.3.3. The Commonwealth Plan of Action

The Commonwealth Plan of Action (PoA) 1995 for Gender and Development is the most current installment in a number of initiatives by the Commonwealth to provide for its members a current frame of reference for the equitable participation in development along gender lines. The 1995 Gender and Development PoA succeeded the 1987 Women in Development. In the intervening years between 1987 and 1995, Governments had acceded by 1991 that gender concerns were central to development and peace, and by 1993 to a commitment to bring a comprehensive PoA on Women and Development with key issues and concerns of the international Agenda of the decade of the 1990's. During this time as well a linguistic shift from women to gender also signaled the theoretical shifts in the use of gender to incorporate a relational component between masculinity and femininity where this is necessary, as opposed to a primary centering of woman. The Commonwealth PoA 1995 thus sought to provide an advanced and unique contribution to strategic thinking and action on Woman / Gender and Development globally.

The PoA takes a rights-based approach to all the critical areas it addresses, and is grounded in the framework of international and regional human rights conventions and other instruments. The four critical areas that the Commonwealth focuses its actions on to advance gender equality are as follows: Gender, democracy, peace and conflict, Gender, human rights and law, Gender, poverty eradication and economic empowerment and Gender and HIV/AIDS.

The Commonwealth PoA is based on a partnership approach with Governments and other relevant bodies in member states as the most effective way of working towards gender equality in the context of the Commonwealth's areas of comparative advantage and the principle of common values in diversity. The Commonwealth endeavours to strengthen existing partnerships and forge new ones, especially with organizations that have

expertise in the four critical areas. The implementation of the Plan of Action is an integrated process executed through various strategies such as generating and sharing knowledge and information, capacity building and monitoring, evaluation and reporting. The basic tool of the Commonwealth PoA is the implementation of its Gender Management System to secure equity and equality in development.

2.3.4. OAS/CIM Inter /American Commission on Women

The Inter-American Commission of Women (CIM) is a specialized Organization within the Organization of American States (OAS). It is the principal forum for generating hemispheric policy to advance women's rights and gender equality. Established in 1928 at the Sixth International Conference of American States (Havana, Cuba), the CIM was the first official intergovernmental agency in the world created expressly to ensure recognition of the civil and political rights of women.

The Plan of Action of the Inter-American Commission of Women (CIM), "Full and Equal Participation by the Year 2000", adopted by the Twenty-Third Assembly of CIM Delegates in 1986 outlines the following areas for required action to effect gender equity and equality in development of member states.

1. Participation of women in the structures of power and decision-making
2. Legal and institutional framework
3. Work
4. Education
5. Health
6. Elimination of violence
7. Eradication of poverty
8. National machinery responsible for the advancement of women
9. Regional cooperation
10. Migration and women in areas of conflict

Although the basic importance of each area addressed in this Plan of Action is recognized and seen as being pivotal to the work of securing development processes informed by a gender perspective, the CIM has assigned priority from 2000 onwards to the participation of women in the structures of power and decision-making, education, the elimination of violence, and the eradication of poverty. Coming out of its 2001 Meeting in Ottawa, these areas were further added to with the Institutionalization of the gender perspective, Research and Studies and Training. All of these fall under the overarching theme of gender and labour and the right to work and access labour.

2.3.5. CARICOM Plan of Action to 2005: Framework for Mainstreaming Gender Into key CARICOM programmes

The fifteen member Caribbean Community (CARICOM) established in 1972, comprising

all of the English speaking Caribbean, Haiti, Suriname and Belize and five other associate members, guided by the need to expand the regional Human and Social Development Strategy, developed a Plan of Action to 2005. The Caribbean Community (CARICOM) plan provides a regional perspective on priority areas for the integration of gender in development. These areas are as follows:

1. Poverty and the Economy (including Trade)
2. Violence Against Women
3. Women and Health with a focus on HIV/AIDS
4. Institutional Mechanisms / Gender Mainstreaming
5. Leadership and Decision Making and Education

The CARICOM Plan provides the background against which regional responsibility for integrating gender in development is to be advanced through a coordinated effort among international development agencies (UNECLAC, UNIFEM, UNFPA), the CARICOM Secretariat, its gender focal point being the Gender Desk, which falls under the Directorate for Human and Social Development and the National Machineries. The CARICOM model is located within a social justice/gender equity framework. The objective of this framework is to build new structures of power sharing at the household, community, national, regional and global levels, where both men and women can participate fully in developing a system of cooperation in decision-making, as equal partners in the sustainable development of their societies². Beyond those listed areas CARICOM has also identified three priority areas for immediate action by member states:

- Education with the aim of strengthening human resource development
- Health specifically focusing on HIV/AIDS
- Labour in the context of the CARICOM Single Market and Economy (CSME)

2.3.6 Interrelationship of the International and Local Contexts

As can be appreciated from the above sections, over the past twenty seven (27) years, gender analysis and gender policy interventions have been important in the development aspects of international policy and, increasingly although to a lesser extent, of national programming. Recognizing the large-scale subordination of women throughout the world, the United Nations designated the decade 1975-1985 The Decade of Women. This decade saw the proliferation of agencies and organizations at international, regional and national levels. This process has been led by agencies in the United Nations system, UNIFEM - The United Nations Development Fund for Women, UNDP - The United Nations Development Programme and UNECLAC - the United Nations Economic Commission for Latin American and the Caribbean. It also includes regional agencies e.g. the CARICOM Secretariat, the European Union and the Commonwealth Secretariat (Division of Gender and Youth), development agencies of some governments such as the Canadian International Development Agency (CIDA), the United States Agency for International Development (USAID), the Inter-American Commission on Women (CIM),

² Caribbean Community Secretariat 2003, pg16

Organization of American States (OAS), and bilateral financial agencies such as the World Bank and the Inter-American Development Bank (IADB).

Table 2.3.6 A: International Instruments, signed, ratified and/or acceded to by the Government of the Commonwealth of Dominica, which have gender policy implications

International Instrument	Date of Signature/ Adoption	Date of Ratification	Date of Accession	Entry in Force
Charter of the United Nations	18 December 1978	-	-	18 September 1962
International Covenant on Economic, Social and Cultural Rights		17 September 1993	17 June 1993 17 September 1993	-
Convention on the Elimination of All Forms of Discrimination Against Women	15 September 1980	15 September 1980	-	3 September 1981
The Beijing Platform for Action	-	-	-	-
Declaration on the Elimination of Violence Against Women	-	-	-	-
Declaration on the Protection of Women and Children in Emergency and Armed Conflict	-	-	-	-
Convention on the Rights of the Child	-	-	-	-
Charter of the Organization of American States	22 May 1979	22 May 1979	22 May 1979	-
Inter American Declaration on the Rights and Duties of Man	-	-	-	-
Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women – “ <i>Convention de Belem do Para</i> ”	30 June 1994	6 June 1995	-	5 March 1995
Inter-American Convention on promoting of Civil Rights to women	12 February 1980	n/a	n/a	n/a
Inter-American Convention promoting political rights to women	21 August 1980	n/a	n/a	n/a

Source: Adapted from Gender Affairs Division, Divisional Brief, 2003 and Confirmed on: www.oas.org, www.unhchr.ch/html, www.un.org/womenwatch

It must be noted that policy issues in gender at the international and regional level have also begun to incorporate masculinity as a more manifest component of gender and development issues. Over the last decade, the problem of masculinity has increasingly been raised through two primary areas of concern: male educational performance and

male involvement in criminality, particularly in relation to younger males. The Commonwealth Secretariat has taken on board the subject in their global enquiries³. In the Region for the first time the Caribbean Development Bank (CDB) solicited and funded research in gender with its support of a four-country-wide study on gender differentials in education.⁴

It is often the responsibility of departments in the various line ministries of the government, (such as the Division or Department responsible for Human Rights reporting and or the Foreign Affairs Ministry) to represent, negotiate and report on gender-related international conventions that a government has ratified, or those into which they may be entering. It is important for the national representatives, men and women, to have at least a working knowledge of the concept of gender and its implications specific to these agreements and the possible impact they have on national development. Additionally, the experience of over two decades of integrating gender into development has shown a critical need for more harmonized communication between persons at the level of national implementation and persons who may be called upon periodically to report regionally and internationally to ensure a reporting process which is representative of the national reality.

The Commonwealth of Dominica, as a member of these bodies and to secure its place in the development and implementation of these PoAs in order to effect the necessary national shifts, must ensure that the linkages between the regional and international spheres are in place. As a signatory and state party to such instruments, the country's laws, government mechanisms, programmes and policies should be in keeping with the relevant structures and issues specific to these instruments. The national gender policy represents the translation of these international and regional demands into an applicable national framework to facilitate compliance and development.

³ See Eudine Barriteau "Re-examining Issues of 'Male Marginalization' and 'Masculinity' in the Caribbean: The need for a New Policy Approach" Paper presented to the Sixth Meeting of the Commonwealth Ministers Responsible for Women's Affairs, New Delhi, India, 16-19 April, 2000.

⁴ The study is entitled Gender Differentials in Education, the countries selected for in depth study are Guyana, Trinidad, Jamaica and Belize. The primary researcher and co-ordinator of the Project is Barbara Bailey. The analysis of collected data is in progress.

SECTION 3

The Policy Formulation Process

3.1 OVERVIEW

The Dominica National Policy for Gender Equity and Equality was formulated through an intensive participatory and consultative process facilitated by the Ministry of Community Development, Gender Affairs and Information and its executing agency for gender, the Dominica Women's Bureau, directed by Ms Rosie Brown with valuable assistance provided by Ms Roselyn Paul. In addition a Technical Support Committee comprising of sector representatives of various Government and Non-Government officials provided sector specific data and analyses to the Consultant. These sector reports guided the prioritizing of areas for policy attention in the represented sectors.

While the actual writing of this policy document and preliminary organization of areas for policy intervention were signaled by the Consultant, it must be recorded that initiatives in policy formulation in gender, as well as data generation, were ongoing for at least a decade before as Section 2 of this policy document amply demonstrates. From a review of the existing documentation and reports provided to the Consultant, it was clear that every attempt was made in the past to be inclusive and to allow for participation by all sectors of society, both through a series of consultations with state personnel and non-governmental organizations as well as through ongoing community participation.

3.2 CONCEPT AND PROCESS

Gender policy formulation must involve the society at all levels. It must be grounded in relevant conceptual and theoretical ideas pertaining to gender equity and equality which are current at the time in which it is being written. The goals of a policy must be premised on a sound socio-historical and socio-economic understanding of gender and gender relations in a society. The data used to make policy choices must be reliable and representative of all sectors. Finally, policy formulation must be cognizant of the agencies which will have responsibility for implementation and for monitoring its progress and therefore needs to be constructed with best practices and practical considerations. The Dominica National Gender policy being formulated at this time, is well positioned to benefit from the last decade of gender mainstreaming exercises including the work carried out by the CARICOM Women's Desk, and the initiatives undertaken through UNIFEM⁵ Caribbean Office to achieve gender equality and equity in the Region. It also draws on the experiences of three other national policy writing processes in the Caribbean, those of Belize, Cayman Islands and Trinidad and Tobago.

⁵ UNIFEM Regional Office in Barbados has provided integral financial support for the formulation process of the Dominican National Gender Policy.

Based on a decision from the CARICOM meeting of Directors of Gender Affairs Bureaux held in St. Georges, Grenada, 2003, it was agreed that the National Gender Policy of Trinidad Tobago is to be used as reference point for the purpose of drafting the Dominican or any other regional National Gender Policy⁶.

3.3 PARTICIPATION AND CONSULTATIONS

3.3.1 Integral support of the Public Sector

A series of regional consultations, paralleled by interest group consultations, were carried out by the Dominica Women's Bureau from 1999 to 2004. The reports of these Consultations together with a number of research documents, signatory reports, commissions of enquiry and commissioned studies⁷ were provided to the Consultant as briefing and data for the drafting of the gender policy. In addition, at the first site visit of the Lead Consultant (19-22 April, 2005), courtesy, data gathering and sensitization visits were made with the Minister of Community Development, Gender Affairs and Information, the Permanent Secretary in this Ministry, the Solicitor General, the Financial Secretary, the Chief Statistician and Co-ordinator Poverty Assessment Office, officials of various sectors including Health and Education, and meetings with the staff of the Women's Bureau. Such visits succeeded years of alliances and close working relationships between the Gender Affairs Division of the Ministry and personnel in the Public and Private Sector. At the second visit of the Consultant (27-29 September, 2005) when a first draft was officially presented and reviewed, several additional meetings with the Permanent Secretary⁸ and other public officials ensured that the document fully reflected the concerns and progressive work being carried out in public sector management.

In addition, similar issues based visits were organized for the benefit of the Consultant with non-government and community based organizations including the Dominica National Women's Council, and communities, the first being, women representing communities of Marigot, Wesley and Dublanc, and the second, a Salisbury Meeting of DACAMEN – Dominica Association of Catholic Men. Concerns from such groups had been garnered previously by the ongoing community work and public education efforts of the Women's Bureau.

3.3.2. Gender Sensitive Policy Training and Preparation for Sector Studies

In April 2005, a two day training workshop was held for the Technical Support Team comprised of various sector representatives, in Roseau, Dominica. The Lead Consultant was required to provide training and work closely with the Women's Bureau and the Technical Support Committee comprising key sector specialists and public and private professionals towards the completion of the Policy and Action plan. The objectives of

⁶The Lead Consultant served as Advisor to the Cayman Island Government in the writing of that country's policy and as Senior Technical Expert and co-author of the Trinidad and Tobago Gender Policy.

⁷ A list of the reports used are included in the References at the end of the policy document

⁸ Valuable meetings were held with Mr. Eisenhower Douglas, PS in the Ministry of Community Development, Gender Affairs and Information and Ms. Allport with respect to the MTPSRS.

this workshop were to guide and assist members of the Technical Support Committee in providing data and preliminary policy choices in their specific sectors

This Consultation represented another forum at the first site visit of the Consultant where members of the Technical Support Committee were taken through a process of education and sensitization to bring everyone on the same page of understanding gender and to create a sense of ownership of the final document among public sector officials and civil society. They were exposed to the key concepts of gender and the main components of the process through a cross-sectoral round table. Since the implementation of the Policy and Action Plan through the process of gender mainstreaming within each sector would be the responsibility of the Ministry and various sector leaders of the society, these leaders had to be brought on board. The Consultation underscored the importance of gender in development and the role of the members of the Technical Support Committee and their related Ministries or institutions in formulating the policy by facilitating data gathering, advising on the draft and later with the implementation of the action plan. (See **Diagram 1** for schema of the Consultation and Research Process).

The workshop was an intensive exposure to the elements of gender sensitive policy writing using the FES/CPDC Manual and Interactive CD Rom on *Gender Sensitive Policy Making in the Caribbean* (2004)⁹. This tool allowed the Consultant in a relatively short time to take participants through an understanding of the data gathering and analysis which preceded policy choices in each of the sectors they represented. The key policy areas for gender intervention strategies were identified by the various sector specialists represented. Each sector grouping selected for policy intervention was charged with the task of preparing a sector study and identifying the key areas for policy intervention. In other words, the policy choices were in the first place identified by those who were most familiar with and worked in these areas in the society. The sector groupings thus formed were required to submit official sector studies to the Consultant for off site use in writing of the policy. **Diagram 2** identifies the sector areas for intervention which were determined at this Workshop/Consultation, while a list of the members of the Technical Support Committee is provided in Appendix 1.

3.3.3 Public Education and Media Sensitization

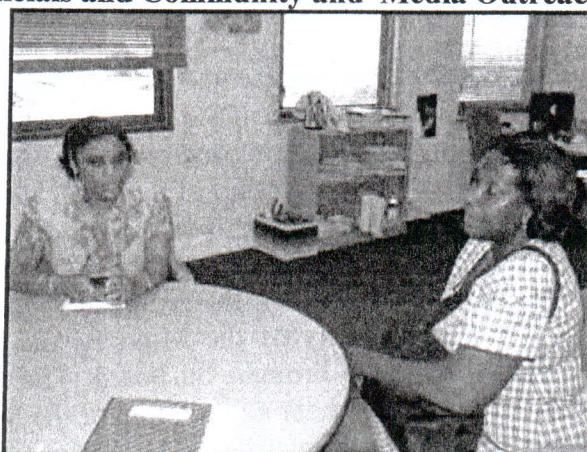
The Dominica Women's Bureau embarked upon an extensive media and public education campaign to ensure that the national community was aware of and interested in participating in the preparation of a Gender Policy, through voicing their opinions or sending in comments. This material, which represented the sentiments of the community at large, was made available in different reports to the Consultant to inform and guide in drafting the policy, supplying another invaluable resource. At the same time, such public education and media sensitization are parallel processes which serve public buy-in to the goals and objectives of a gender policy.

⁹ The Manual and CD Rom are written by Patricia Mohammed, Judith Wedderburn and Cecilia Babb and published by Friedrich Ebert Stiftung, Jamaica Office

Consultations with Public Sector Officials and Community and Media Outreach



Meeting with Mrs Shirley Augustine, Health Sector



Acting Financial Secretary, Mrs Rosemond Edwards



Meeting of Dominica Association of Catholic Men.



Media sensitization

3.4 RESEARCH

In addition, both on and off site, the Consultant was required to collect additional relevant data, and to complement the data provided by the Bureau and the Technical Support Committee for the purpose of preparing a draft gender policy and plan of action for Dominica. Research methods included the collection and analysis of secondary data, and a review of relevant statistical, legal and other sources identified by the Sector Studies. Tools included internet research and desk-top reviews. Sector Studies provided in-depth reviews and analysis of selected priority sectors and made recommendations for policy interventions in each sector based on their findings.

The overall process has therefore been:

- Conceptual and Research Driven
- Providing training in gender sensitive policy formulation
- Participatory and Consultative
- Involved in public education and media sensitization
- Dependent on gender sensitization and integral support of the Public Sector
- Dependent on gender sensitization and integral support of NGOs and civil society

3.5 FORMULATION AND IMPLEMENTATION OF THE POLICY

The draft policy document of the National Gender Policy and Action Plan was formulated from the gathering of the data culled from the National Consultations, Community Consultations, the Interest Group Consultations, and Sector studies produced by members of the Technical Support Committee. The following Diagrams 1 and 2 represent the process components schematically.

DIAGRAM 1: The Consultative and Research Process

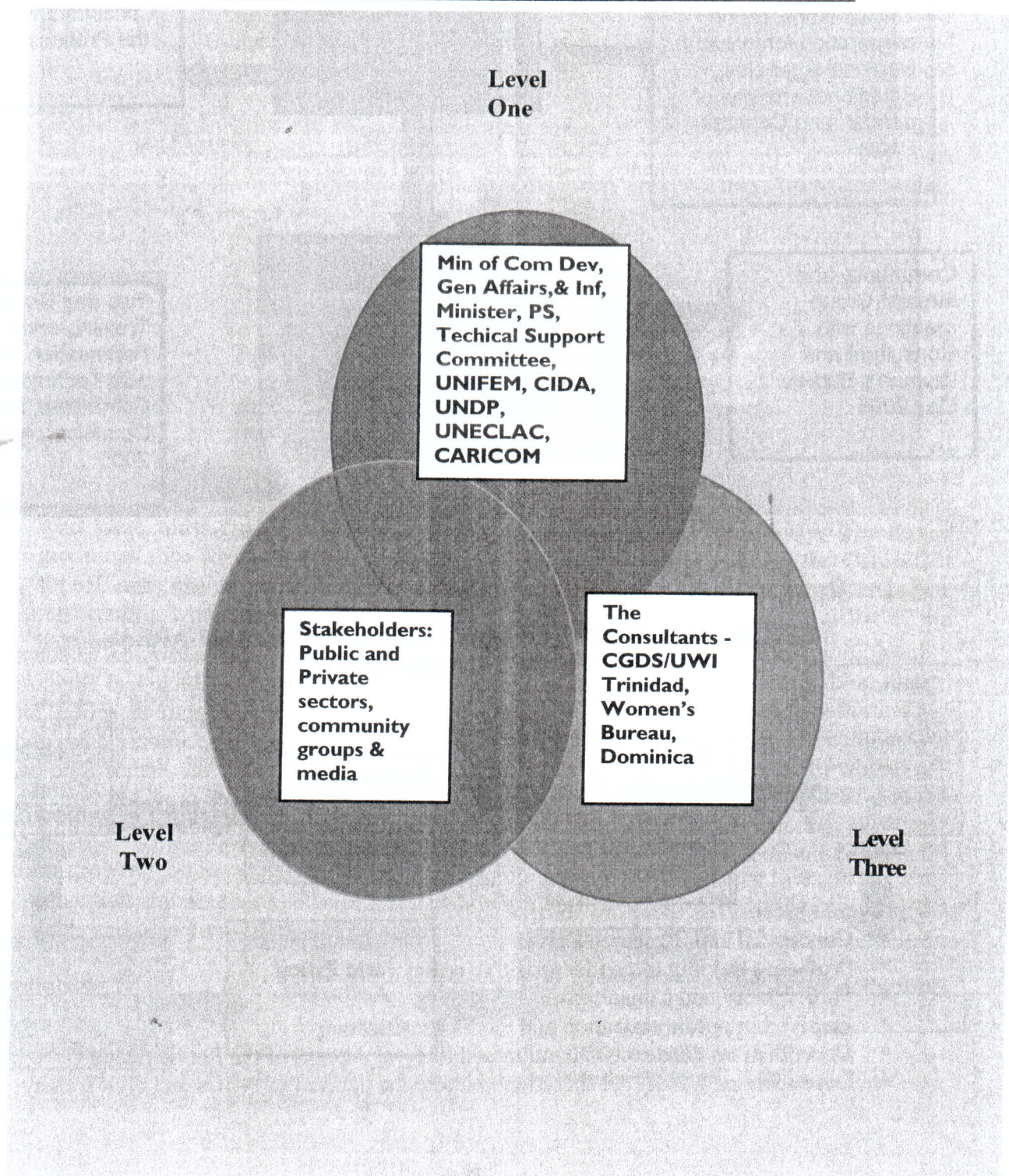
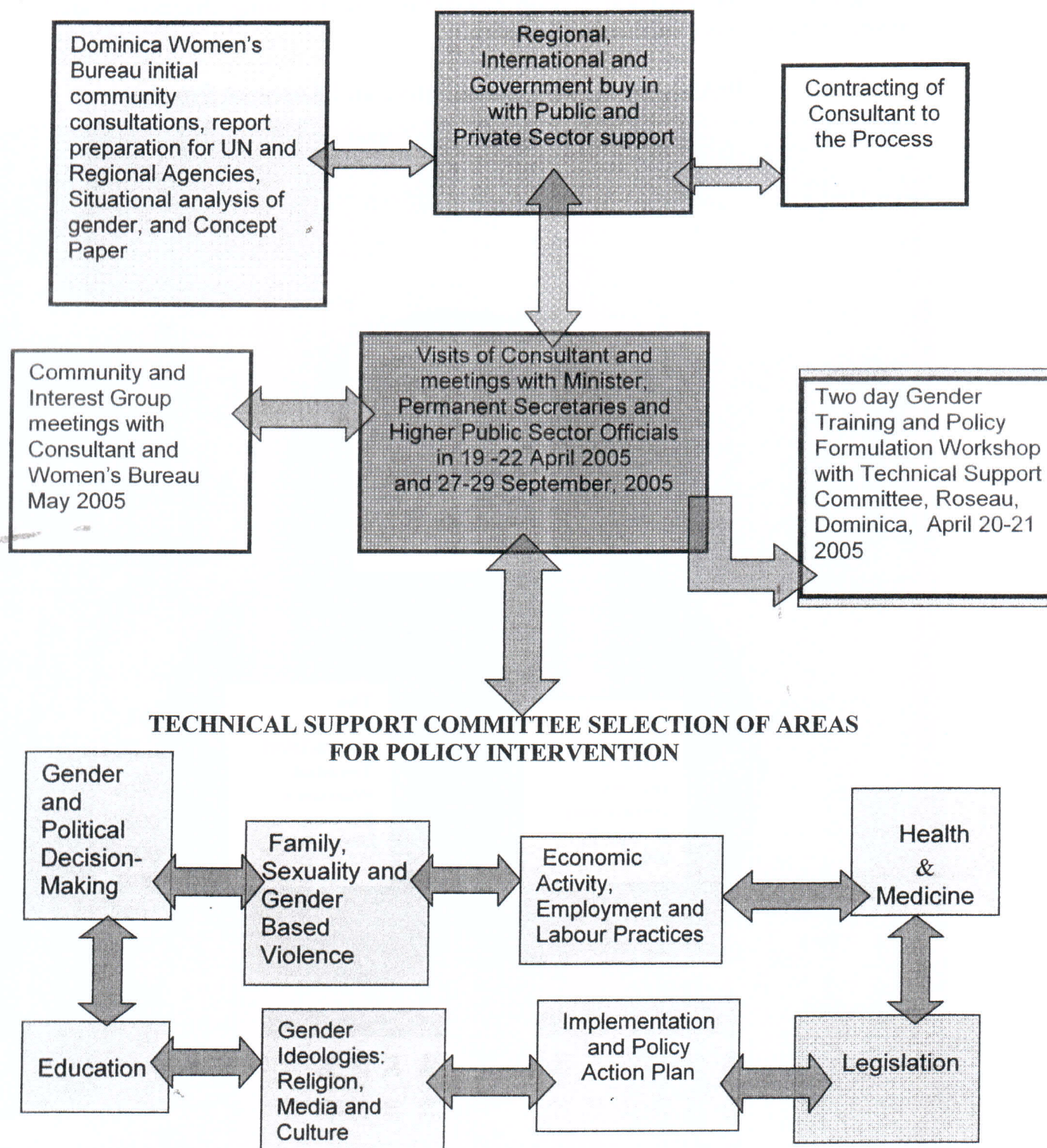


DIAGRAM 2: The Process of Consultation, Formulation and Presentation of Policy

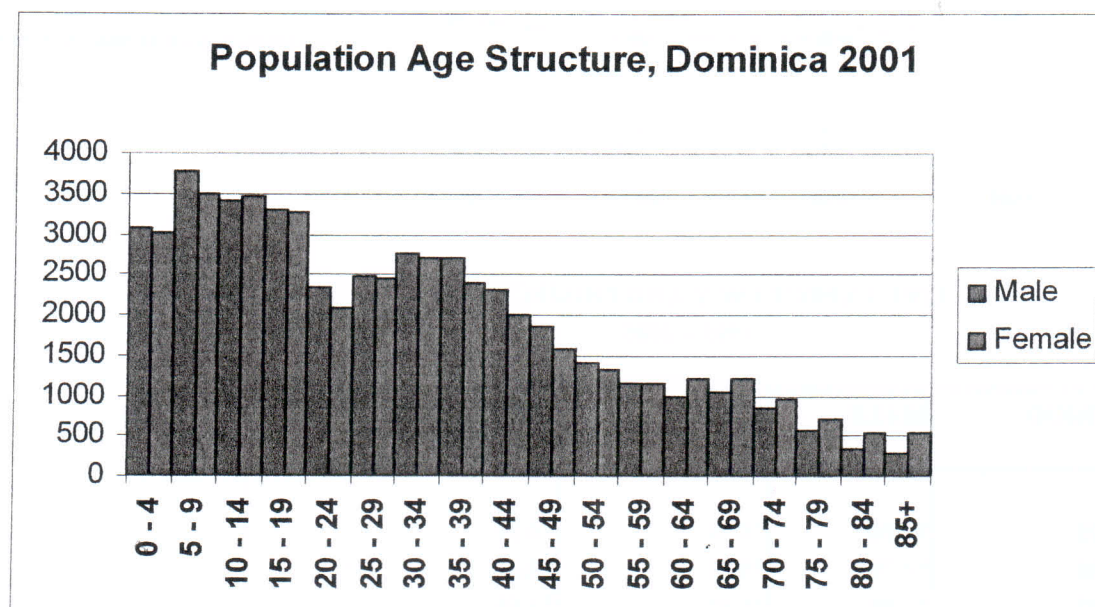


SECTION 4

A Situational Analysis of Dominica from a Gender Perspective

4.1 COMPONENTS OF POPULATION GROWTH AND NATURAL INCREASE

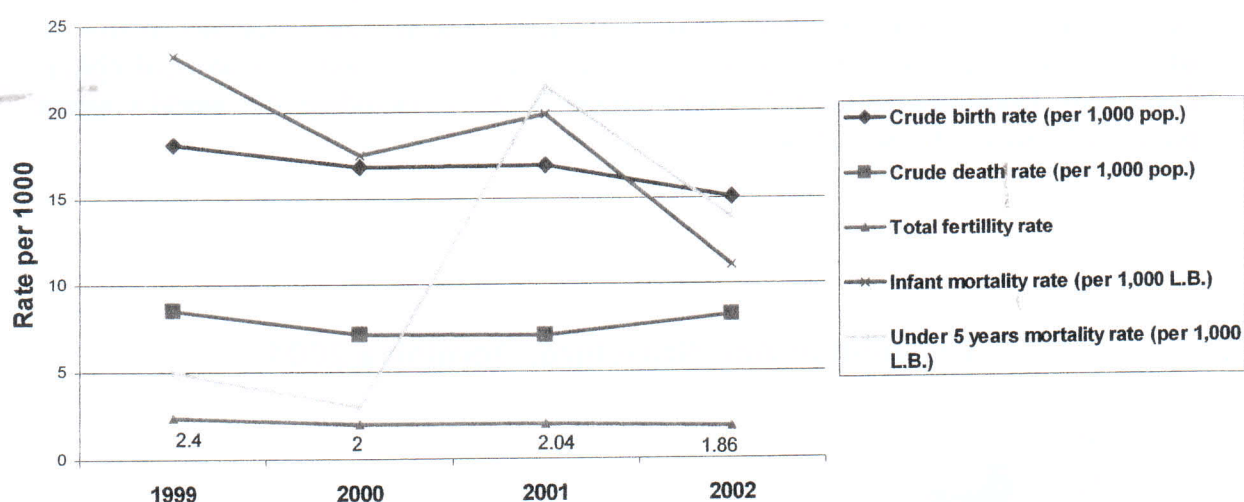
The population of Dominica currently stands at 68,635, of which 50.3% are male (2001 Census, Central Statistical Office). The elderly make up 13.4 % of the population and children under 5 years constitute 7.8% of the population, indicating a continuous decline in the number of births. The *crude birth rate* continued to decline, averaging 17.3/1000 population in the 1999-2001 period. The *crude death rate* for the 1999 to 2001 period averaged 7.6 per 1000 population, showing a decline from 8.6 in 1999 to 7.1 in 2001 – a total number of 512 persons died in 2001. All deaths are registered. The *infant mortality rate* in the 1999 to 2001 period averaged 20.2 per 1000 live births, an increase of just over 5 per 1000 over that for the previous three years 1996 – 1998. It is projected that overall, *life expectancy* for 2000 – 2005 will increase with males expected to live an additional 9.4 years and females for 12.2 additional years (Central Statistical Office, Dominica). Dominica counted 22 centenarians in 2001, including the world's oldest person, who was 126 years of age.



During the last 10 years, a prominent feature of the country's social landscape has been a high level of international emigration. The 2001 census estimated an average outflow of 900 persons annually. In disaggregating the population residing in the country by sex, there are significantly more men than women in the 25-39 age grouping. This age group which contributes significantly to the productive and reproductive aspects of the country's growth, also experiences a high level of emigration among its women. This outward migration of females of child bearing age has contributed to the persistent negative population growth, despite the prevailing rate of natural increase in population growth. Unabated, this trend could result in a serious sex imbalance in this age group of the population and with this the associated social and economic cost to the society.

The effects of outward migration are also seen when household sizes are closely scrutinized. The average household size in Dominica has decreased from approximately four (4) persons in 1991, to three (3) currently. At present, 43% of households have either 1 or 2 persons, 32% have 3 or 4 persons, 17% have 5 or 6 persons and fewer than 9% have more than 6 persons. In consequence and in contrast to the population, the number of households has increased by around 14% over the last 10 years, largely indicating a reduction in the number of extended families (*2001 Census, Central Statistics Office*).

Trends in Vital Statistics



LIFE EXPECTANCY AND PROJECTIONS 1995 – 2005

PERIOD	MALE	FEMALE	BOTH SEXES
1995	71.80	74.78	73.29
1996	71.70	75.01	73.35
1997	71.98	75.42	73.65

1998	71.39	75.44	73.42
1999	70.99	75.11	73.05
2000	70.65	74.76	72.71
2001	70.92	74.86	72.89
2002	71.19	75.00	73.09
2003	71.46	75.14	73.30
2004	71.73	75.28	72.51
2005	72.00	75.42	73.71

Source: Central Statistical Office, Dominica

Societies depend on and plan for the production of its goods and services and for the general welfare of its citizens around its human populations. Trends such as the increasing outward flow of female migrants of childbearing age and the expansion in small household sizes comprising one parent or guardian can create different kinds of social costs or consequences which a gender policy must signal. Areas such as child care or care of the aged and disabled, socialization of young children and young adults and so on, are left to fewer and fewer persons within the family, creating a greater need for the state, private sector and civil society to undertake some of these tasks. In addition, it also implies the outflows of labour during highly productive periods of these women's lives and a challenge to the men and older women who remain to shoulder the additional burdens.

4.2 THE ECONOMY OF DOMINICA

The Dominican economy is primarily agricultural based, historically concentrated on banana production, with a small export-oriented manufacturing sector and an infant offshore and tourism service sector. Compared to other Caribbean banana producing countries, Dominica has historically been the most dependent of the Caribbean Banana exporting territories on banana exports for its economic survival. 40% of the country's workforce is employed in agriculture (bananas, soap oil, vegetables, grapefruit and oranges)¹ (CDB 2003). A breakdown of the essential contributing components of the Dominican economy reveal the following: Agriculture 17.6%, government services 22.3%, financial services 15.7% and transport and communication 14.3%².

The position of the World Trade Organization (WTO) against the preferential access for regional banana export into the EU market embarked upon in 1991, resulted in a loss of market access and led to a rapid contraction in the Dominican Economy. A dramatic decline in Dominica's current banana exports to the European market by some 75% from high export levels in the late 1980s has resulted in somewhat of an economic crisis within Dominica. This economic difficulty faced by the country was exacerbated by the 2001/2002 decision by the OECD to publish a blacklist of some countries engaged in

¹ Country Poverty Assessment Final Report Volume 1 of 2, Halcrow Group Limited, June 2003 p. 45

² Caribbean Development Bank Annual Economic Review 2003 p. 46

offshore banking. This OECD decision resulted in a restriction of the development of offshore banking as an economic alternative.

The current economic challenges faced by Dominica, if reviewed longitudinally and comparatively from the economic highs of the 1980's to the current challenging situation, bring to life the varied factors which have brought about this dramatic and difficult change. Dominica's economy performed reasonably well during the 80's and much of the 1990's. External factors, primarily the impact of the WTO position on preferential market access, led to a flattening out of the economy by the end of the 1990's into the 2000. In 2001 the economy contracted at the rate of 4.2% but by 2003 a growth rate of 0.3% was realized³. This marginal increase was due to a minimal improvement in the tourism and financial services sector. Out of this economic crisis emerged an increasing reliance on debt financing to remedy the economy. As a result, over the last five years external debt has grown from 35% of GDP in 1997/98 to 70% of GDP in 2002/03⁴. This had forced the Government to engage in a broad structural adjustment initiative ordered by the World Bank and IMF for the economic survival of the country.

Structural adjustment policies in Dominica's case are packaged in the Poverty Reduction Strategies advanced by multi national lending agencies. They are viewed as the panacea for the country's economic ills. Such policies are steeped in value-neutral and a perceived gender neutral neo-classical economics. The theoretical underpinnings of these strategies advance the ideology that society exists outside of the economy, the unit of analysis is an individual, that all individuals are equal therefore leaving no room in the analysis to account for difference due to sex, gender or disability, differences in access due to class, race or age biases, nor differences due to varied human potential or human capabilities. The fall out from these structural adjustment strategies and the free-market orientation of these policies have impacted more negatively on the lives of poor populations, and particularly the lives of the women and men who remain highly represented among the poor in many economies. The gendered reality of women's lives in terms of the balancing act they play between reproductive and productive realms, and the historic limitations placed on their participation in spheres of paid labour have all combined with other factors to produce a stronger representation of women among the worlds poorest. The poverty of women affect societies more so in terms of their capacity to support and nourish the young. While men are also affected by poverty, the consequences are different, if equally important, including poor diets, unhealthy attitudes to work and the workplace and the additional burdens of being incapable of fulfilling a traditional gender role of breadwinner and protector. The mechanics of adjustment reform must be considered in terms of the disproportionate and long term impact it has on the lives of each sex in the society and the disaffections and challenges these raise in human gender and social relations.

The reform components, which include reduction of civil service wages, reduction of Government expenditure with a special focus on minimization of social expenditure towards efficiency, increasing Government revenues through the imposition of sales

³ *Ibid*

⁴ *Ibid*

taxes and custom service charges impact differently on persons, depend on where they are positioned within the economy. The political and economic inequalities of men and women influence the impact of these policies on the society in which they are implemented. Government cuts in expenditure on social services such as health and education results in added pressure on the household and the operations within the care economy, the latter still largely the domain and responsibility of women. The 2005/6 Budget address is however is committed to a more efficient public service through a streamlining of Government offices and outsourcing of Government services in areas such as security and janitorial services, while keeping a steady focus on poverty reduction through the Growth and Social Protection Strategy⁵.

For the economy and the population of Dominica, the social measures to balance possible fallout and consideration for the gender implications of this fallout must still form part of the country's development policy. The economic survival of the country is largely shaped by the framework of adjustment, therefore the successful, or least disruptive path in terms of the country's social cohesion must address the gendered implications of who makes up the country's poor and which sex controls the factors of production. Structural adjustment and the contraction of government spending, privatization of services, the reductions and at times loss of social protection, and the increase in debt financing have a direct relationship to the fall in real wages and the increased economic vulnerability of the poor. The stark gendered reality of the Dominican context is that although poverty is no respecter of gender, women still comprise a higher proportion of the country's poor and are therefore more vulnerable to loss of social protection and to increased costs for essential services.

4.3 EMPLOYMENT AND OCCUPATIONAL STRUCTURE

Employment and occupational structure in Dominica show that men and women participate in the economy along established gender roles. This is seen in the strong representation of women in the public service, particularly at the junior and middle administrative ranks, consistent with stereotypical gender occupational distribution. Women have faced different obstacles to men in obtaining work in productive sectors or in the realm of waged earnings. This is supported by statistics which show that historically the participation rate of women in the measured labour force is lower than that of men. In general, the sectors in which they have operated, and their position in these sectors, have always placed them at a lower earning potential than men.

In Dominica, 40% of the population is employed in agriculture, 32% in industry and commerce and 28% in services. Over the past decade macro-economic conditions have greatly affected the lives of Dominicans. These conditions though have been particularly difficult for rural and indigenous women and men. An investigation of the economic space occupied by men and women, who controls the factors of production and

⁵ "Towards Growth and Social Protection", Budget Address for fiscal year 2005/2006 by the Honourable Roosevelt Skeritt, Prime Minister of Dominica, 27th July, 2005

employment participation by sex, are very basic measures which illustrate the quality of life of the rural populations.

Land is the primary factor in an agricultural economy. An assessment of farm ownership and average acreage in 1998 indicated that women owned 21% of banana farms, and men 79%. The 1997 labour force survey also revealed that female unemployment was higher than that of male. Among the young women (15-29 years) the unemployment rate was as high as 39%. There was a high rate of under employment particularly among women who work for wages below the required level of income to support themselves and their families. A 1995 Dominica National Council for Women (DNCW) report on the status of women utilized family annual incomes as a measure of standard of living. Out of this national assessment it was found that more than 50% of the country's poor were women who were faced with meeting increased school fees for their children, the high cost of imported goods and the increasing difficulty involved in the provision of the basic requirements for their families. As owners of 79% of banana farms, men who own or work in the banana farms were equally vulnerable and affected by the loss of revenues in this industry.

While the negative effects of difficulties in the Banana Industry have brought economic stress to both male and female, it needs to be argued that rural women are especially affected, directly as small banana farmers and as wives or partners of banana farmers. Both male and female-headed households are affected, with 41% of women headed households containing children below the age of 14 and 59% of male-headed households containing children between the ages of 0-14 years. 38% of households headed by women in Dominica are also single parent families, where women are the main breadwinners for their families. A scrutiny of financial support available for women who are not in the labour force (1997 survey) indicated that 8,265 females out of a total of 10,384 depended on spouses, relatives or friends for support.

Unemployment in Dominica lies at 25.4% of the total population. The labour force participation rate in 2002 showed that approximately 66% of the population is employed. Forty five 45% percent of those unemployed are between 15 and 24 years of age and 24% are between 25 and 34 years of age (2002 – SLC; 1999 Labour Force Survey). The composition of the labour force has undergone substantial changes, particularly in the agricultural sector which now represents under a quarter of total employment compared with almost a third in 1991. Labour participation rates are particularly low for females without secondary education.

A Country Poverty Assessment (CPA) carried out in 2002, concluded that poverty in Dominica is high in comparison to Caribbean standards – measured around 29% of households and 40% of the population. Around 10% of households are indigent. Three quarters of poor households are in rural areas where 1 in every 2 household is poor. The remainder is to be found in the main towns of Roseau and Portsmouth. Poverty among the Caribs (the indigenous people) is much higher: 70% of the Carib population is poor and almost half are indigent although they constitute fewer than 10% of all poor households. The primary cause of current poverty in Dominica is the shrinking economy

which has led to high levels of un- and under employment and reduced incomes for many of those still in employment.

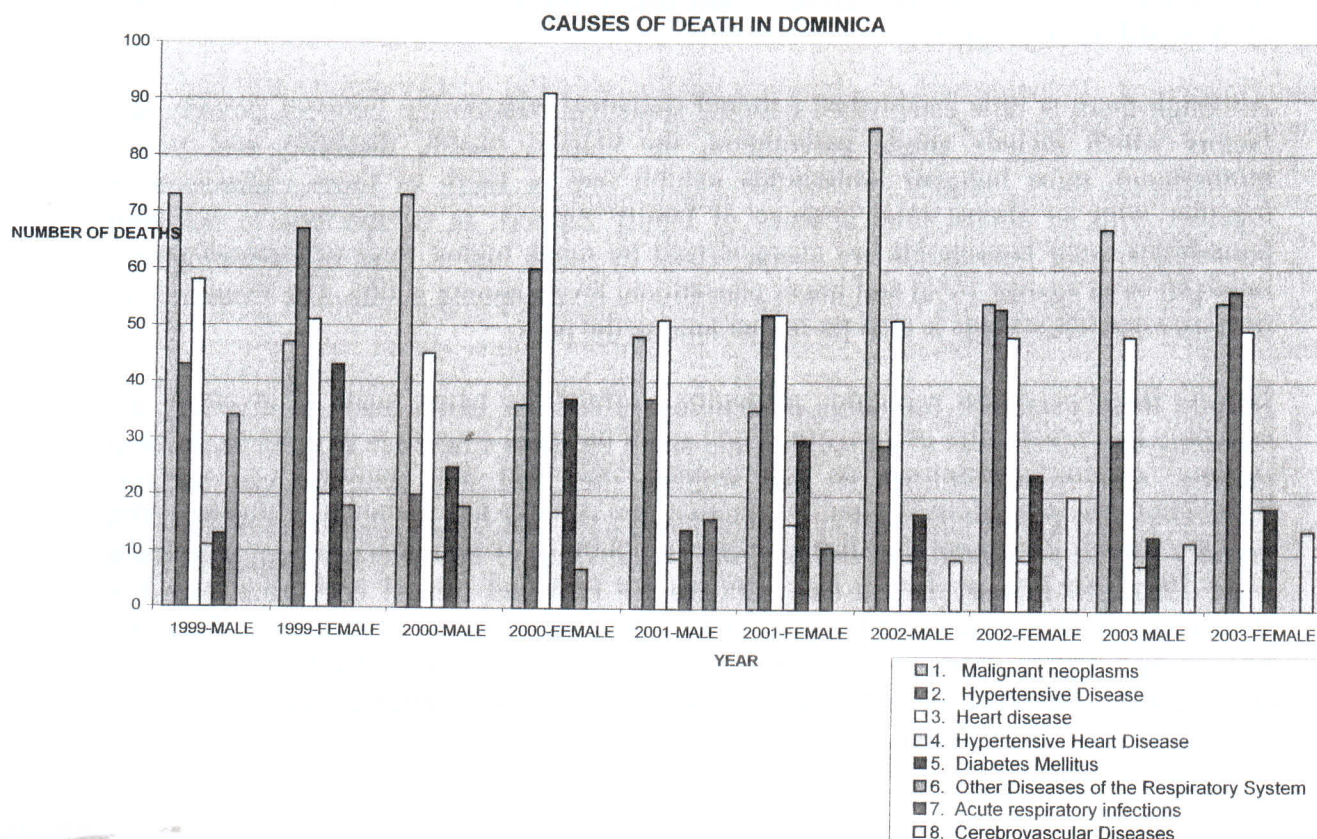
Although there is little established national statistical relationship between poverty and factors which include single parenthood, the elderly, health, disability and young motherhood, most indigent households exhibit one or more of these characteristics together with an almost total absence of family support. In comparison to not poor households, poor households are characterized by much higher rates of unemployment rates (40 % as against 16%) and lower educational levels among adults. The frequency of overcrowded households is also far higher among the poor.

Despite these persistent economic difficulties, efforts are being made to diversify the economy into other areas of agriculture and small business enterprise in order to develop income- earning possibilities so that women, men and their families can survive. Throughout the precarious economic situation, the country has maintained almost 100% primary school enrolment and has achieved a doubling of secondary school enrolment since 1991. All primary health care services are provided free of cost. Dominica has almost universal provision of basic infrastructure (water, electricity, roads). There are also a range of programmes operated by government and a variety of NGO's that directly or indirectly addresses virtually all the identified issues relating to poverty and its reduction (*CPA report 2003*).

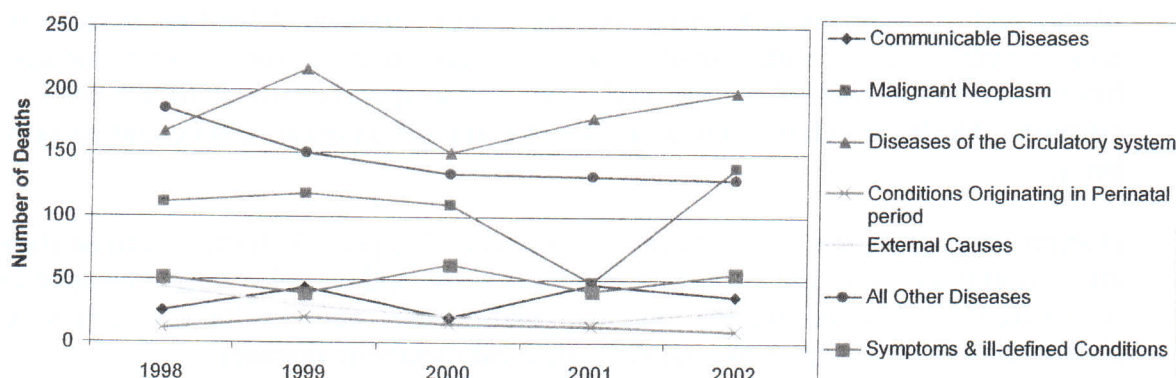
4.4 HEALTH STATUS OF MALES AND FEMALES IN DOMINICA

Dominica, as a small island developing state, grappling with an economy in a condition of flux and the requisite stabilizing policies of its multinational lenders, is faced in the area of health with the challenge of reducing expenditure on its social sectors inclusive of health in favour of debt refinancing and seeking to adequately provide for the health of its citizenry. Health is defined here as a state of complete physical, mental and social well-being.

Dominica has an infant mortality rate of eighteen (18) per 100 births. Chronic diseases are fully entrenched as the leading cause of morbidity and mortality. As illustrated in the following diagrams, among the foremost conditions of poor health are cardiovascular diseases, malignant neoplasms, and endocrine and metabolic diseases.



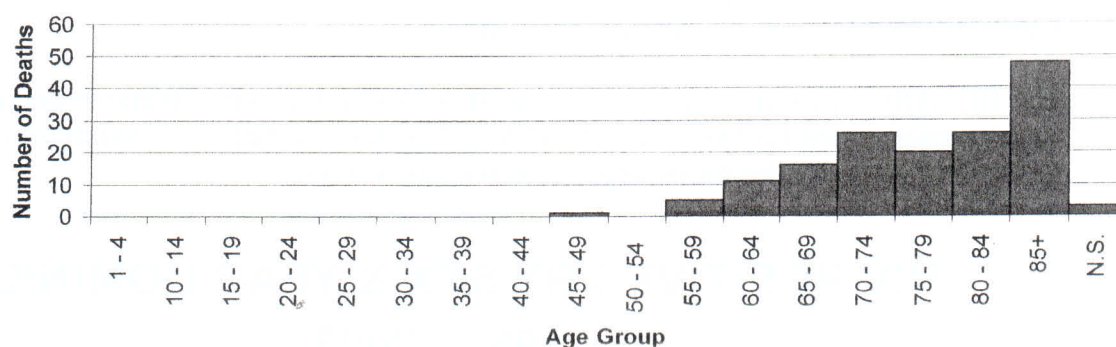
Trends in Mortality, Dominica 1998 - 2002



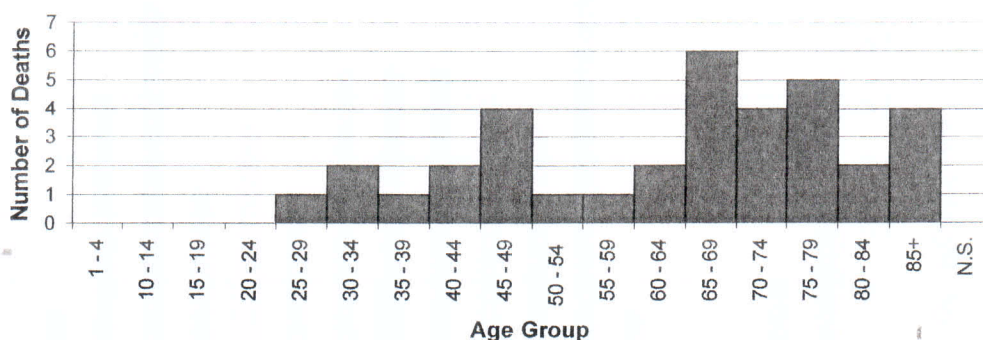
A significant gendered feature of health is that the most common cause of death from malignant neoplasm by specific site is cancer of the prostate. It claims twice as many lives as cancer of the cervix (see diagrams below). Given the favourable outcome that is possible from early diagnosis, there appears to be considerable scope for an aggressive early detection and treatment programme for cancer of the prostate. The incidence of untreated prostate cancer leading to deaths among males is similar to that in other

Caribbean territories, making this one of the areas of male health which require focussed attention.

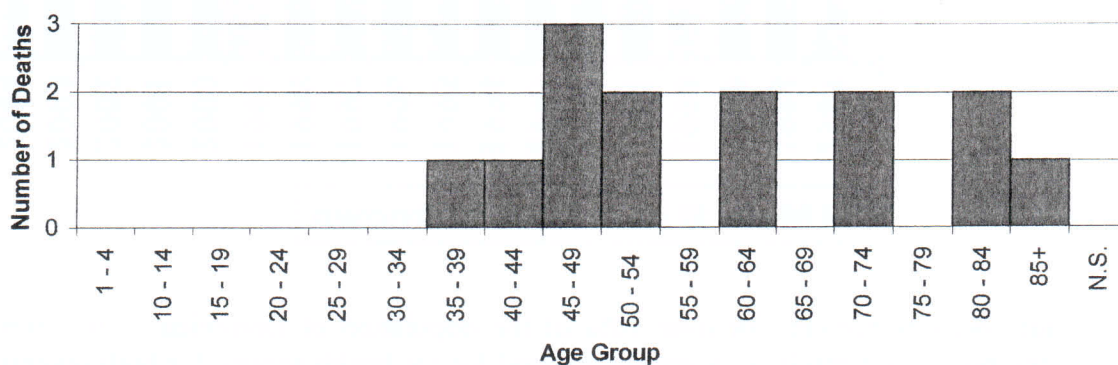
Deaths From Prostate Cancer by Age Group, 1998-2002



Deaths From Female Breast Cancer by Age Group, 1998-2002



Deaths From Cancer of Cervix Uteri by Age Group, 1998-2002

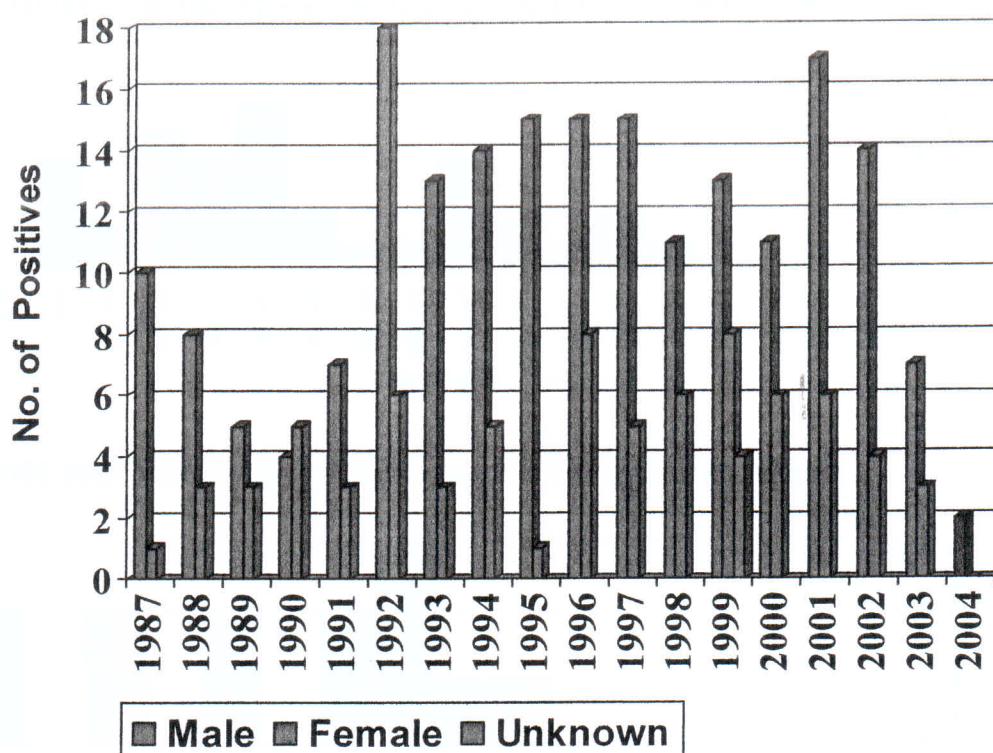


The rate of teenage pregnancy at present is the lowest in recorded history in the island. But, with its concomitant health, social and economic problems, it remains an issue of concern. Other factors challenging the well-being of adolescents to varying degrees are poor eating habits leading to nutritional deficiencies, emotional and mental instability and substance abuse.

The specialized programmes offered in adult health are not utilized optimally. This is particularly the case with both the antenatal and post-natal services that are available for women and their offspring. The utilization of Government family planning services is on the decline. This may be largely a function of the limited range of contraceptive methods that are now available. By contrast, the demand for the services of the Dominica Planned Parenthood Association is increasing significantly.

The HIV/AIDS situation continues to generate concern due to its adverse economic and social consequences for Dominica. An HIV/AIDS strategic plan has been developed for the country and activities for its implementation are ongoing.

HIV POSITIVES BY SEX & YEAR DOMINICA 1987 - 2003



Older persons account for over 10% of the population of Dominica. This expanding aging population results in a greater demand for the health service for both quantity and quality care for this cohort, a demand that is liable to increase consistently over time.

Traditionally, schizophrenia has been by far the most common psychiatric problem in Dominica. Now, the health treatment system is confronted with the added dimensions of drug abuse and suicide attempts. The Drug Prevention Unit, in collaboration with the

Community Mental Health services, focuses on information, education and counselling, working through schools and community groups.

There has been an increase in vehicular accidents and violence in the society, significantly affecting the morbidity and mortality statistics upwards. Indeed, together they are now listed among the top ten leading causes of death.

Dominica has adopted the Continuous Quality Improvement (CQI) approach to ensuring and maintaining high standards of quality within the health services. Quality coordinators have been identified at both primary and secondary levels and focal points trained. It is expected that these persons will initiate quality improvement projects within their departments.

This policy is in keeping with PAHO/WHO's proposed gender policy to work with governments and civil society in Member States and with other relevant actors to eliminate unfair health disparities between men and women and advance the achievement of gender equality and women's empowerment goals.

4.5 EDUCATION

There are no institutional barriers in access to education in Dominica by sex. All children under the age of fourteen are required to go to school. Primary and Secondary school education is provided by the Government largely free of charge. Although education is free there remains extensive out of pocket expenses for books, supplies, transportation and other school related expenses for persons wishing to access the education system. As a result, the cost of education could take up a large proportion of the household budget and thus would influence enrolment levels and household decisions on education.

4.6.1. Primary Schools

Participation

Education statistics for the year 2003/04 indicate that female participation at the primary school level continues to be lower than males (Table 1). On average, the enrolment of females is 5.8 percentage points below their male counterpart.

Table 1: Participation in Primary Schools: 1997/98 - 2003/04

YEAR	MALE	FEMALE	TOTAL	% MALE	% FEMALE
1997/98	7,139	6,497	13,636	52.4	47.6
1998/99	7,088	6,328	13,416	52.8	47.2
1999/00	6,812	6,073	12,885	52.9	47.1
2000/01				52.9	47.1

	6,552	5,835	12,387		
2001/02	6,252	5,504	11,756	53.2	46.8
2002/03	5,818	5,207	11,025	52.8	47.2
2003/04	5,458	4,889	10,347	52.7	47.3

Source: Education Planning Unit

Repetition

The data on repetition (Table 2) reveal that on the average more boys are repeating than girls at the primary level.

Table 2: Primary Schools Repeaters and Repetition Rates 1997/98 - 2003/04

YEAR	NUMBER OF REPEATERS			REPETITION RATE		
	M	F	T	M	F	T
1997/98	417	264	681	5.7	4.0	4.9
1998/99	248	205	453	3.5	3.2	3.4
1999/00	197	162	359	2.8	2.5	2.7
2000/01	145	118	263	2.1	1.9	2.0
2001/02	355	177	532	5.4	3.0	4.2
2002/03	297	135	432	4.7	2.4	3.6
2003/04	318	149	467	5.4	2.8	4.2

Source: Education Planning Unit

Dropouts

The number of dropouts (Table 3) fluctuates within a very narrow range. Generally more boys have been dropping out than girls.

Table 3: Primary Schools Dropout Rates By Gender 1997/98-2003/04

YEAR	Number of Dropouts			Dropout Rate		
	M	F	T	M	F	T
1997/98	37	14	51	0.51	0.21	0.36
1998/99	18	4	22	0.25	0.06	0.16
1999/00	24	14	38	0.34	0.23	0.28
2000/01	29	24	53	0.43	0.39	0.41
2001/02	21	19	40	0.32	0.32	0.32
2003/03	42	37	79	0.60	0.60	0.60
2003/04	32	24	56	0.50	0.40	0.45

Source: Education Planning Unit

Transitions

The transition rates (Table 4) reflect the percentage of students selected for secondary school from those who sat the Common Entrance Examination in Grade 6 of primary schools. The assumption is that all eligible Grade 6 students should have written the exams. The figures reveal that more girls are admitted to secondary schools except in 2003 when the trend was reversed. Since 2002 the percentage gap has been reduced to gender parity since efforts have been made to provide universal secondary education.

Table 4: Common Entrance Examinations Results and Transitions Rates 1997-2004

YEAR	Number Sat			Number Selected			TRANSITION RATE
	M	F	TOT.	M	F	TOT.	
1997	971	1057	2028	442	605	1047	51.6
1998	883	961	1844	462	654	1116	60.5
1999	842	896	1738	491	656	1147	66.0
2000	821	852	1673	592	681	1273	76.1
2001	828	869	1697	615	707	1322	77.9
2002	821	744	1565	641	667	1308	83.6
2003	821	722	1543	656	643	1299	84.2
2004	810	774	1584	700	724	1424	89.9

Source: Education Planning Unit

The 1999 CEE results (Table 5) indicate that in almost all districts and in almost all of the papers girls outperformed boys. Girls' performance in language was significantly higher than that of boys throughout the island. Even in mathematics, a subject traditionally thought to be the domain of boys, girls outperformed boys. Only in science was gender parity observed.

Table 5: CEE 1999 Mean standardized scores by district and gender
Source: Final Report on Male Underachievement in Dominica

Subject	North		East		South		West		ALL	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Language	95	101	92	100	94	101	99	109	97	104
Composition	95	99	95	104	99	103	99	109	97	104
Mathematics	98	101	95	98	99	100	101	106	99	102
Social Studies	98	100	94	100	100	100	100	106	99	103
Science	99	99	96	100	100	98	102	105	100	102

The enrolment in the Junior Secondary Programme is linked to the transition rates from primary to secondary. Although fewer boys than girls are admitted to secondary school based on the success of performance, there are still more boys enrolled in the Junior Secondary Programme (Table 6).

Table 6 : Junior Secondary Enrolment

Year	Males	Females	Total
98/99	851	500	1351
99/00	757	377	1134
00/01	644	313	957
01/02	536	233	769
02/03	437	169	606
03/04	354	121	475

Source: Education Planning Unit

4.6.2. Secondary Schools

On average, more girls are in secondary schools than boys (Table 7). However, during the period 1997/98 to 2003/04 male participation has increased, reducing the male-female gap from 15 percentage points in 1997/98 to 3.4 percent in 2003/04. This changed as a direct result of the move towards universal secondary Education.

Table 7 : Participation at Secondary Schools by Gender 1997/98-2003/04

YEAR	MALE	FEMALE	TOTAL	% MALE	% FEMALE
1997/98	2307	3148	5455	42.3	57.7
1998/99	2486	3289	5775	43.0	57.0
1999/00	2755	3561	6316	43.6	56.4
2000/01	2922	3577	6499	45.0	55.0
2001/02	3053	3678	6731	45.4	54.6
2002/03	3202	3648	6850	46.7	53.3
2003/04	3250	3481	6731	48.3	51.7

Source: Education Planning Unit

Repetition

Historically, repetition rates for males have been higher than that of females except for the year 2003/04 when the female repetition rate increased by 3.79 over that of males and 4.8% over the previous year 2002/03 (Table 8). Although more boys drop out than girls the number of boys dropping out has decreased consistently over the years. Annually the average dropout rate has been about 2.6%. External migration of one or either parent and thus the disruption to families is one of the major causes of dropouts in the system.

Table 8 : Repetition Rate by Gender in Secondary Schools 1997/98-2003/04

Year	Male	Female	Average Rate
1997/98	13.1	6.2	9.1
1998/99	13.0	7.8	10.0
1999/00	15.9	8.6	11.5

2000/01	18.6	7.8	12.5
2001/02	17.9	8.9	12.9
2002/03	10.0	6.0	7.9
2003/04	7.1	10.8	10.8

Source: Education Planning Unit

Subject proficiency and Curriculum Choice in Secondary Schools

Between 1995 and 1999 nearly 1300 more girls than boys have been successful at general proficiency CXC English A and over 400 more at mathematics. As these two subjects are most demanded by employers, it is apparent that boys will be disadvantaged in the job market and in access to higher education. An examination of CXC subject entries in Dominica establishes the gender differentiated curriculum (Table 9).

**Table 9: Entries in CXC General Proficiency by subject and gender, June 1999
(Dominica)**

	Subject	No. of Boys	% of Boys	No. of Girls	% of Girls
FEMALE DOMINATED	English A	263	39.5	402	60.5
	English B	1	1.7	58	98.3
	French	37	22.4	128	77.6
	History	9	21.9	32	78.1
	Biology	65	36.5	113	63.5
	Office procedures	25	24.3	78	75.7
	Principles of Business	118	31.2	260	68.8
	Food & Nutrition	23	12.1	117	87.9
	Home Economics	0	0	20	100
	Typing	2	2.9	66	97.1
	Accounts	92	34.3	176	65.7
	Social Studies	162	40.5	238	69.5
GENDER NEUTRAL	Chemistry	67	49.3	69	50.7
	Geography	80	49.1	83	50.9
	Mathematics	210	46.2	245	43.8
	Physics	65	59.6	44	40.4
MALE DOMINATED	Agriculture	88	67.7	42	32.3
	Technical Drawing	43	95.6	2	4.4
	Electricity	38	97.4	1	2.6
	Woodwork	43	97.7	1	2.3

Source: Final Report on Male underachievement, Ministry of Education

Teachers

On average 79% of primary school staff are female and 21% male (Table 10). There is a larger number of trained female teachers than trained male teachers in the primary system. While research on how role models function to establish gender stereotypes remains inconclusive, the skewed imbalance of teaching staff by sex will impact in other ways, as for instance the attractiveness of the teaching profession as an option for young men in the system.

Table 10: Percentage of Male & Female Staff Including Principals in Primary Schools, 1997/98-2003/04

YEAR	TOTAL STAFF	MALES	FEMALE	%MALE	% FEMALE
1997/98	607	138	469	22.7	77.3
1998/99	608	139	469	22.9	77.1
1999/00	602	124	478	20.6	79.4
2000/01	617	129	488	20.9	79.1
2001/02	642	144	498	22.4	77.6
2002/03	658	131	527	19.9	80.1
2003/04	623	119	504	19.1	80.9

Source: Education Planning Unit

Table 11: Percentage Secondary School Teachers By Gender 1997/98-2003/04

YEAR	TOTAL STAFF	MALES	FEMALES	%MALES	% FEMALES
1997/98	293	99	194	33.8	66.2
1998/99	328	104	224	31.7	68.3
1999/00	350	118	232	33.7	66.3
2000/01	374	124	250	33.2	66.8
2001/02	384	123	261	32.0	68.0
2002/03	395	126	269	31.9	68.1
2003/04	385	132	253	34.3	65.7

Source: Education Planning Unit

At the secondary level a similar pattern of female dominance in staffing is repeated (Table 11). However, since the percentage of trained teachers at the secondary level is much lower than at the primary level, there is a less significant gender disparity. The percentage of trained male teachers has remained almost constant for the last three years, while the percentage of females increased marginally.

4.6.3 Tertiary Education

In view of the fact that entry to the tertiary institutions is based on CXC success and a pass in English is mandatory, statistical evidence shows that girls perform better at English than boys at secondary level education and thus girls form the majority of

entrants at the Academic Division of the Clifton Dupigny Community College (CDCC) now part of the newly established Dominica State College. Entries to the Technical Studies Division of the State College where entry requirements are generally less stringent display a different trend (Tables 12 & 13). Since the amalgamation of the three divisions (Clifton Dupigny Community College, Nursing School and the Teachers Training College) the trend has remained the same.

Table 12: Enrolment by Division and Gender at the CDCC 1999/00-2001/02

Year	Academic Division			Technical Division		
	Male	Female	Total	Male	Female	Total
1999/00	150	308	413	151	37	188
2000/01	101	330	431	147	41	188
2001/02	150	408	558	156	40	196

Source: Education Planning Unit

Table 13: Enrolment at the Dominica State College by Gender 2004/05

Faculties	Male	Female	Total
Arts & Science	262	761	1023
Applied Arts & Technology	163	19	182
Health Sciences	1	51	52
Education	17	69	86
Hospitality	6	24	30
Continuing Education	13	56	69
Grand Total	462	980	1442

Source: Education Planning Unit

4.6.4. Youth Division

Table 14: Participation in Youth Skills Training By Gender

Year	Males	%	Females	%
2001-2002	138	37	236	63

Participation in youth skills training initiatives continue to be subscribed to by significantly larger proportions of women than men (Table 14). This feature was highlighted by the Chief Youth Development Officer at a graduation ceremony held on May 18, 2005 who observed that only 66 males had participated in the training programmes in the current year, compared to 203 females. However, female participation continues to situate itself within stereotypical female areas of endeavour. In spite of the efforts of the Youth Skills Training Programme (YSTP) to encourage women to take advantage of non-traditional skills, the customary orientation to skills training continues. Seventy-four per cent of those who graduated from the informatics course were females. Although sex seems not to be a significant factor in the acquisition of jobs after completion of training, trained and educated females appear to have a better chance than males, 57% and 43% respectively. Compared to males, a larger percentage of females were, however, not seeking employment (*Tracer Study - Youth Division 2003*).

4.6.5. Human Resource Development Division

This Division is responsible for selecting persons for overseas training. There seems to be no gender bias in the award of scholarships or opportunities for further on the job training (Tables 15 & 16).

Table 15 : Persons Awarded Government Scholarships

Year	Males	Females
1995	3	7
1996	7	5
1997	7	5
1998	2	3
1999	5	7
2000	17	12
2001	4	10
2002	2	2

Table 16 : Persons Awarded Cuban Scholarships

Year	Males	Females
1995	8	10
1996	30	10
1997	30	8
1998	34	20
1999	44	53
2000	18	25
2001	9	9
2002	8	6

More males than females seek entry to Cuban universities because living conditions in Cuba are rumoured to be very hard and students have to be subsidized by parents, in addition to the stipend that they receive from the Dominican Government. The matriculation requirements for Cuban Universities are lower than those of the University of the West Indies but where the demand for scholarships is high, persons with Advanced Level passes are given the priority.

Of some sixty courses subscribed only those which show gender stereotyping are listed. Although there are many more males studying in Cuba, a significant number of females have selected medicine and psychology (Table 17).

Table 17: Some of the Courses undertaken by Gender

Courses	No. of Males	No. of Females
Civil Engineering	23	1
Agronomy	18	5
Architecture	18	0
Telecommunications	22	3
Medicine	20	35
Psychology	1	20
Electrical Engineering	15	0
Architecture	6	0
Mechanical Engineering	8	0
Dentistry	0	4
Physical Education	7	1
Accounting	4	10

An assessment of the status of male and female access, performance and achievements in the education system in Dominica show a similarity with other developed and developing states. Academic education at secondary and tertiary level which gears the participant towards professional and technical posts has become a preferred choice among girls and women than among boys and men. The reasons for this shift are located partly as some research has indicated⁶, in the failure of the education system to meet the expanding needs of masculinity and occupational redefinition in the twentieth and twenty first century, but more so in the still conservative expressions of masculinity by this time. To be masculine is to disavow that which is increasingly being occupied by the feminine. With more and more women in the professional and trained technical workforce, it is argued that males are allowing themselves less and less options for education.

4.7 Family, Gender Based Violence and Sexuality

4.7.1 The Family in Dominica

The family is recognized as the basic unit of the Dominican society where every individual has a role and function. Success in overcoming the challenges of family life determines the stability of each personal life and ultimately influences the strength of the whole society.

Gender-based violence is a repugnant reality of present day impacting harshly on the family, the workplace and all other social institutions without exception. "Human sexuality is a phenomenon that certifies the identification of everyone as a person, male or female, worthy of love and respect"⁷.

⁶ See Mark Figueroa, "Male Privileging and Male "Academic Underperformance: in Jamaica" and Odette Parry, "Masculinities, Myths and Educational Underachievement: Jamaica, Barbados, St. Vincent and the Grenadines: in Reddock, ed *Interrogating Caribbean Masculinities* op cit 2004

⁷ Definition of human sexuality provided in this Sector study report.

It is critical and necessary to address the emerging issues affecting the family, human sexuality and gender-based violence in a Gender Policy to address. An understanding of the internal and external environment that reflects strength and weaknesses in each environment, as well as the opportunities and threats of the present institutions which provide services in these areas, would serve to guide policy choices.

○ *Internal Environment*

<i>Strengths</i>	<i>Weaknesses</i>
Religious belief	Common-law relationship
Female employment	Large size family
Family laws	Multiple partners
Good health system	Domestic violence

○ *External Environment*

<i>Opportunities</i>	<i>Threats</i>
Educational achievements	Poverty
Service sector expansion	Inadequate housing
Sex education	Immigration and emigration
International conventions	Negative media presentations
	HIV-AIDS
	Drug abuse
	Same sex relationship
	Concubinage
	Male/Female employment

The Family

Family life in Dominica has been fostered within a cultural environment of mixed and diverse experiences of its people over the past five centuries. These experiences include slavery and the plantation system, colonization and the waves of migration to England, North America and to neighbouring Caribbean countries. Over the past twenty years more than one third of the nation population has migrated with more females leaving the shores than males (*Population and Housing Census of Dominica, 2001*). There had also been more recently inflows of populations from Haiti. The most recent crisis impacting directly on the Dominican family is globalization and the destabilization of the dependent relationship on an increasingly declining returns of the banana industry.

Varied types of family structures characterize the Dominican society. Although no single set of parameters apply to the definition of the family, it is accepted within the Dominican culture that the family consists of:

- Two or more people related by blood, marriage or adoption
- Adults of both sexes, at-least two of whom maintain a socially approved sexual relationship and one or more children, own or adopted
- Share common residence, emotional dependence and responsibilities

Based on religious and cultural background of the Dominican society, the nuclear family (28%) is the most socially accepted unit. However, the single parent household is very common (38%). This family type may include variations such visiting partner, no longer living with partner and simply never had a partner. A man and woman living together for an extended period (19%) with no formal socially recognized union as marriage is a noted feature of the Dominica family system. It is probable that the community, with the noted exception of the religious groups, commonly acknowledges these as valid relationships. The majority of adults (63.4% males & 59% females) were never married. The extended family setting with at-least three generations living under the same roof or compound is increasingly less common in contemporary times, even at the rural community level.

Violence within the Family

In Dominica, gender-based violence is most commonly identified within the family setting. Gender-based violence includes varying forms of child abuse, spousal abuse and abuse of the elderly. Evidence on the demographic layout of domestic violence within the Dominican society are limited in scope due to cultural inhibitions and the lack of reporting.

The challenges of family life and the family environment constitute the most stressful experiences that an individual endures daily. Contrary to the stereotyped view of the family as loving, affectionate and gentle, conflict is common among members in every family. This stress response is expected among people who spend extended periods of time in the same shared space. Stress is exacerbated during periods of crisis and may vary depending on the differences in the personalities and attitudes of family members and the coping strategies adopted. .

The nature and extent of gender-based violence depends on the ability of families to cope with conflicts once they arise. Recent changes in gender roles and the family structure have begun to positively dispel the dichotomous division of the male as ruler and the female as household caretaker. Unfortunately, negative societal attitudes towards family dispute resolution have forced families to use physical force as the primary medium of exchange. Nonetheless, in Dominica, social institutions are now adopting greater responsibility to intervene in family matters.

Human Sexuality

After becoming aware of oneself as a male or female person i.e. of one's gender identity, then an individual moves to an identification and acceptance of his or her sexuality. This process may occur simultaneously. A component of sexuality involves respect and appreciation of men for women and of women for men. It further implies love and reverence for life, the entire process of growing into manhood and womanhood, understanding the similarities and differences of both sexes and how the sexes complement each other.

Dominican society, like other Caribbean societies, has conflicting value systems with regard to sexual behaviour. Human sexuality tends to be reduced to the act of sexual intercourse between consenting male and female adults. Sexual activity outside of these parameters are deemed unacceptable sexual behaviour, and charged with the responsibility for spreading poor moral values. Gender identity conflicts in relation to sexuality are elevated among adolescents resulting in social problems such as teenage pregnancy, early school dropouts, sexually transmitted infections, and misunderstandings about the nature of intimacy.

Social institutions such as the family, the church and the school systems in Dominica are responsible for cultivating a positive approach to human sexuality. The ultimate goal is to cultivate respect for others as well as for self. Fulfilled human sexuality, like sound human relationships, aims to create a climate for well balanced citizens who may experience love, happiness and contribute fully to the productive and social life of the nation.

4.8 Women and Political Participation

Dominica is the only English speaking Caribbean territory which has had a female head of state. In spite of this laudable achievement in the person of Dame Eugenia Charles, the representation of Dominica's women in political positions of power and decision making, particularly at the national level, have remained persistently minimal.

An investigation of the rate of female participation in political decision making from 1985 to 2000 reveals the following: the level of female participation in general elections on 1985 was 8%, in 2000 this rose to 17%. This 150% increase emerged primarily from the female candidates presented by a new party. The two existent and entrenched political parties fielded the exact number of females they did at the previous election. With the emergence of the new party (UWP) in 1990, the number of female candidates went from four (4) in 1985 to 10 five years later. Throughout the term of the leadership of Dame Eugenia Charles both the DFP and the DLP fielded the same number of female candidates that they had done in previous elections.

The average level of participation of women candidates over the four general elections was 13% compared to an 87% participation rate for men. From 1990 to 2000 the UWP

continued to field the highest percentage of female candidates, that of 21% overall compared to DFP's 14% and the DLP's 8%, the latter which was below the average participation rate. It is also worth recording that in the period of elections from 1985 to 2000, no woman ran as an independent candidate.

An exploration of this relatively unique history of women in politics in Dominica reveals the following: the participation rate of women in parliament for the period 1967- 1988 was 10%; and the number of women in parliament jumped by 150% from 1975 – 1979 to 1980- 1984. This coincides with the reign of the Freedom Party under the leadership of Dame Mary Eugenia Charles who was not the first woman parliamentarian in Dominica but the most well known and the only one thus far to become Prime Minister.



Dame Eugenia Charles 1919 - 2005

From 1980 to 1988, eight (8) women, including the Speaker of the House served in Parliament. More than half of them were directly linked to the advent of Mary Eugenia Charles as leader of the ruling Freedom Party *viz* Marie Davis Pierre as speaker, Margaret Lawrence, Juliana Henderson, Ann Timothy and Mary E. Charles. Of these, only the latter three (3) were elected members. The three (3) women in opposition during that period, Bernie Didier, Yvette Barzey and Josephine Dublin were all nominees or senators, meaning they had not contested elections.

The unicameral structure of Dominica's governing mechanism results in the elected representatives forming the majority of the singular legislative arm of government. This unicameral House of Assembly has thirty (30) seats: twenty one (21) elected and nine (9) senators. General Elections are held every five years. The composition of Parliament may vary within the term. Parliamentarians may change subsequently to the start of or within the five (5) year term as determined by by-elections, new nomination of senators, resignations and other political vagaries.

Despite the apparent growth in women's participation in parliament in the 1980's, effective involvement in government receded, shown by the presence of only one (1) woman with Ministerial Responsibility and by extension a member of Cabinet. This was the then Prime Minister M.E. Charles. While it can be concluded that women are increasingly becoming involved in the electoral and leadership process of the society, two recurrent questions may be asked of women and political participation in a gender policy document. Firstly, what are the lingering disabilities which women still face when they enter this previously male dominated space, and secondly, what difference can their presence and participation make in the programmes effected by government to move the society to greater gender equity and equality on all fronts.

SECTION 5

THE COMMONWEALTH OF DOMINICA NATIONAL POLICY ON GENDER EQUITY AND EQUALITY

Preamble

“We envisage a society which recognizes the similarities and differences existing between men and women and which provides for their full participation in services and resources required for the realization of their full potential in national development”¹. This statement, extracted from the policy document on Gender Mainstreaming in Dominica and supported by the Ministry of Community Development, Gender Affairs and Information, attests to the highest goals which any nation seeks for its human populations. In striving towards this goal, a society places its human resources and the well being of its population as central to sustained development. A national policy on gender equity and equality must ensure that all of the nation’s female and male population are granted the optimum conditions under which they may develop their potential as human beings and citizens and, under no circumstances suffer discrimination or disability as a result of their biological sex or socially defined gender.

The experience of women’s full participation in the economic and social reproduction of Dominica over time, their increasing involvement in education and the professions over the last century, and from the decade of the eighties into political decision-making, points to a country in which women have a relatively good status. A persistent feature of gender relations however is that of its resistance to change, despite the real shifts which are taking place among all societies by the twenty first century in terms of technological innovations and the effects of the contemporary globalized consumer cultures we are experiencing. As late as 1995, a Status of Women Report produced by the Dominica Council of Women noted that the “...visible achievement of successful women masks the reality of those who are unable to break out of the cycle of childbearing, unstable relationships with men and endless poverty. It is evident that the majority of women labour long hours both inside and outside of the home, tolerating incredible uncertainties. The general stereotype of a Dominican woman is a strong matriarch. Yet hypertension is so common, it is taken for granted”².

If in 1995 the currency of thinking in gender was still the focus of the status of women and the girl child, as it must remain, by 2005, the under performance of males in the education system relative to that of females, coupled with a burgeoning academic and popular discourse around issues related to masculinity have raised serious concerns for

¹ Report from Ministry of Community Development, Gender Affairs and information on Gender submitted to Consultant

² Cited in Patricia Mohammed and Althea Perkins, *Caribbean Women at the Crossroads: The Paradox of Mothering among Women of Barbados, St. Lucia and Dominica*, Canoe Press, UWI, 1999.

policy makers and planners. As Keith Nurse writes “Gender is considered to be one of the main conflict formations in the modern world system ... The masculine/feminine schism is one of the fault lines in the modern human condition that facilitates epistemic violence and compromises social justice ... The attention that masculinity is now receiving is due in part to the erosion of the “myth that men are neither a problem nor have problems.”³ It is necessary to emphasize that gender equality strives for a balance between both sexes. This policy is committed to ensuring that the concerns of both sexes are examined and addressed in the areas which have been deemed most important to the population and to social planners.

Gender equity and equality speak both to substantive equality and equality of agency. To achieve substantive equality, it is important that men and women are not discriminated against because of social norms and expectations. For example, both men and women may be qualified for a job but a man more inclined to secure the job because he does not have childcare responsibilities. Substantive equality redresses macro-related policies and laws that can produce discriminatory gender related outcomes. With the necessary social infrastructure in place, equality of agency ensures that women and men can make individual life choices which allow them to secure improved life chances (Kabeer, 2003:2)⁴. The core role of governments as well as development actors is to endow citizens with the required conditions for actualizing human functioning, in other words, to provide them with necessary capacities and opportunities, what Martha Nussbaum, building on Amartya Sen refers to as ‘central human capabilities’⁵. Economic, political, legal, and other social arrangements should be evaluated according to how they expand people's capabilities or valuable freedoms. It must also envisage an overlapping consensus among people with different conceptions of what is good for a society. A gender policy must be informed by a theory of political justice and recognition that sex and gender differences provide another basis for discrimination among human populations.

Gender concerns have in general been perceived as belonging to the private nurturing spheres of life. In reality, what a gender policy serves to do is to bring into sharper focus the ongoing interactions between the public and private spheres to ensure that each individual is best prepared to fulfil aspirations in both domains of life. It underscores the fact that the private and the public cannot be dichotomized in governance and central planning. The priority areas addressed by the present policy contain great potential for gender-based transformations by targeting the limits to development if these priority areas remain unaddressed in a society. They also represent strategic choices which

³ Keith Nurse, “Masculinities in Transition: Gender and the Global Problematique” in *Interrogating Masculinities*, Reddock (ed) op cit

⁴ Naila Kabeer, *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A Handbook for policy-makers and other stakeholders*, New Gender Mainstreaming Series on Development Issues, Commonwealth Secretariat, International Development Research Centre and Canadian International Development Agency, London and Canada, 2003.

⁵ Maxine Molyneux and Shahra Razavi, “Gender Justice, Development and Rights, Democracy, Governance and Human Rights”, *Programme Paper No 10*, United Nations Research Institute for Social Development, January 2003.

channel resources effectively for gaining the requisite impact on the ground, in the short and long terms.

The Policy Framework

This section presents the proposals which constitute the central focus of this policy. The proposals are consistent with Government's policy commitment in this regard and with Government's obligations under the international conventions as listed in Table 2.3.6 A, Section 2 of this document. The policy has been developed through intensive research and consultation and express the policy choices of the population it serves. Each selected issue and policy choice is supported by data and analyses of national and regional consultations, sector studies, interviews and existing documents.

This policy, although driven by the Women's Bureau, recognizes the responsibility of all sectors of government, the private sector and civil society for the implementation and continuous monitoring of the policy. The policy therefore seeks to introduce a working system of gender mainstreaming which is inclusive and empowering to all ministries and divisions. The policy seeks further to introduce new methodologies, approaches and initiatives as well as to rationalize and streamline processes which already exist. In addition to civil society, women's, men's and other community based organizations must be vigilant and act as catalysts to this process. Gender awareness of media managers and practitioners must be viewed as the necessary and ongoing partnership required for co-ordination and implementation of the gender policy.

The last section re-energises the vision of the national machinery, which will optimize the process of policy implementation. It reinforces and redirects its strategic responsibility for gender-analysis and gender-sensitive policy dialogue and advocacy within the public and private sectors, and civil society.

5.1 Gender and the Economy

5.1.1 Macro-economic volatility

Differences exist in the way women and men access opportunities and exert power over economic structures in society. The varying positions held by men and women are influenced by the societal perception of each of their capabilities as a sex and thus reflected in their status as economic decision makers i.e. the formulation of financial, monetary, commercial and other economic policies, tax systems and rules governing pay. National economic development is largely dependent on the ability of governments to adopt a development path which engages and empowers the entire population. In the context of the Dominican economy, its current landscape hallmarked by debt resurfacing, a shrinking of government expenditure on social programmes and the creation of opportunity, increased privatization and a downsizing of government, such systemic changes impact upon economic opportunity. The vulnerability of the Dominican economy is that it has been and continues to be dependent on world trade negotiations, particularly in respect of its main product, that of bananas. Revisions on the proposed price of EC Euro 230 per tonne to Euro 187 by the Scale back Commission seriously

threaten the survival of the industry. While this revision affects the entire Region's banana producing territories, this will affect Dominica the most since its economy is primarily dependent on this commodity⁶. As noted by Minister Savarin "the revised tariff proposal would only serve to exacerbate the country's fiscal and economic difficulties"⁷. Nonetheless, the Budget address of 2005/6 reinforces Government's commitment to improve the production of bananas through the Banana Industry Trust and thus to improve the lives of farmers and workers in this industry⁸.

In the face of intermittent economic growth and still restricted employment opportunities, the options which remain open to populations of men and women also differ. Men who have a narrow skills base increasingly enter the shadowy world of illegal activity such as the drugs trade to generate income. Declining occupational valorization is usually accompanied by other related problems such as increased domestic violence and alcohol abuse. For women, coupled also with the reduction in wages or access employment is the increased burden on the care economy consistent with cuts in spending on social security. Women, because of the persistence of traditional gender roles, have the added pressure of balancing their reproductive and productive roles.

Shrinkage in Government budgets also leads to shrinking of the public sector, the latter which is a large employer in small Caribbean economies. Largely staffed by women, particularly at the lower and middle ranks, this is an area which deserves special attention in economic policy. Additionally, sectors such as tourism, export processing zones and other service industries based on technology transfers, which emerge under a liberalized economy are likely to be based on access to cheap insecure and unprotected labour regimes.

Poverty reduction strategies are fundamental to open economies. Present strategies involve Public Assistance, School feeding and education trust fund for needy students, small scales programme and adult education, health programmes that provide fee waivers for medical care and labour intensive road maintenance programme for creation of employment. The *Country Poverty Assessment* (2003) based on the Dominica Survey of Living Conditions provide an ex-post picture of who is poor but not necessarily who will be poor in the future, nor sufficiently the ways in which poverty affects female headed households differently. It deals with poverty by socio-economic grouping, by age groups, the patterns of poverty by urban rural distribution and focuses on groups such as indigenous populations who remain more affected. The Budget Address 2004/5 is progressive in its recognition of the indigent and more vulnerable groups such as indigenous populations and youth sector, making provisions under social protection for skills training programmes and development of the craft sector among the Kalinago community⁹. Nonetheless, a gender policy is concerned with the cross referencing of these strategies by gender differences to ensure that gender equity is also achieved in the implementation of these programmes.

⁶ www.crn.mt 13th September, 2005

⁷ *ibid*

⁸ See *Budget Address 2004/5* *ibid*, p. 21

⁹ *ibid*, pp 39-40

Gender equity and equality has as its goal the satisfaction of basic human requirements along with quality of life. To realize gender equity and achieve gender equality, economic programmes must be cognizant of the varied sensitivity and differential impacts on men and women of the openness and vulnerability of the economy in respect of global pressures.

1. The policy advocates that gender disaggregated data inform all economic policy actions.
2. The policy advocates that Poverty Reduction strategies and analyses must be consistently gender disaggregated in all areas and for all groupings.
3. The policy advocates for more long term solutions to income generation and poverty alleviation which are sensitive to gender differences.
4. The policy advocates poverty reduction strategies which are closely linked and grounded in the human and natural resource capacities of the Dominican environment, thus echoing the concerns of gender and long term envisioning of a society.
5. The policy advocates that the conditions of employment of Foreign Direct Investors and other businesses entering the economy would have to be monitored. The fact that women have a consistently higher rate of unemployment makes them more vulnerable to accepting jobs with lower social protection.
6. The policy advocates that where alternative avenues of economic activity such as entrepreneurial development and self employment are proposed, that these recognize the difficulties in accessing credit faced by women versus that of men.

5.1.2 Vulnerability to Natural Disasters

In the Poverty Assessment sites examined the Region, a vulnerability index attempts to quantify the incidents and intensity of risks and the country's ability to withstand risks and threats. Out of 111 countries evaluated, Dominica stands as the 6th most vulnerable Caribbean society. As a small island economy in the hurricane belt of the Eastern Caribbean, Dominica is exposed to considerable macro-economic vulnerability via natural disasters. Domestic responses to the ongoing threats of natural disasters and their impacts on economic livelihood need to be built in to development policy. Gender thinking advocates not only disaster crisis response but equally disaster preparedness in respect of specific needs of different households and communities of peoples with special needs.

7. The policy advocates that informed by the distribution of households by sex, natural disaster plans should also be cognizant of the specific needs of children, aged, disabled and infirmed in the planning and implementation of disaster preparedness responses.

5.1.3 Gender based Agricultural planning

The Dominican economy experienced very little growth in the 1970s but out-performed CARICOM economies in the 1980s (C.Y. Thomas, 1998). Due to the island's vulnerability, in 1979, there was total damage to its crop of bananas, and coconuts and 70% damage to citrus and coffee. In the 1980s real GDP averaged about 6.1%, largely fuelled by significant inflow of Foreign Direct Investments and influenced by preferential trade agreements (ECCB, 1998). Banana production peaked at 72,000 tonnes at a value of \$100 million in the early 80's. Dominica is approx 29% forested (1995), a decline from 49% (1961). Planning for development is continuously linked to managing the island's natural resource. Any effort to increase the productive capacity of the agricultural sector is incumbent on ensuring the sustainability of Dominica's rich forest, land and sea resource.

The agricultural sector is the main income generator for the Government of Dominica, contributing to 17.6% of GDP (CDB Review 2003). Yet Dominica has been a net food importer since before its independence from Britain. This sector is largely owned by men, with women comprising a small part of the labour force. The 2001 census data shows that while 85% of men are owners, managers or laborers in agriculture, only 15% of women are involved in this sector.¹⁰ It is ironic that despite the historic importance of this sector to the economy, women's roles continue to be represented as subsidiary. Traditionally, domestic subsistence and small garden plots have provided the mainstay of poor households in all economies, and women have had a primary role in this aspect of agricultural production in most societies.¹¹ The uncertain future of large scale agricultural production to an island economy signals the increasing importance of small and medium scale enterprises that may provide for domestic consumption and offset the cost of the food importation bill. By addressing the issue of Food Security, Dominica may be able to withstand external shocks. Such initiatives would have to be undertaken within the larger context of Government's ability to create an accommodative economic space which would allow these areas to develop and mushroom into viable alternatives for the development of the agricultural sector.

8. The policy advocates the need for a national gender sensitive agricultural census to create gender disaggregated data on the gender differentials with regards to ownership, earnings, crop selection, monitoring and all other aspects of agriculture. The census data must clearly represent current country information and be used to inform required shifts within Agriculture.

¹⁰ Women more involved in household food production, small livestock and smaller scale vegetable production. Food security main activity. Men generally involved in export activities, larger scale operations and involved in large livestock.

¹¹ See for instance Ester Boserup, *Women's Role in Economic Development*, Allen & Unwin, London, 1970

9. The policy advocates that a gendered approach in entrepreneurial development programmes would facilitate the evolution of agriculture in Dominica.
10. The policy urges the adoption of strategies in education and outreach initiatives which target small-scale female and male producers to be able to explore innovative means to expand production without necessarily having to expand their land holdings to move beyond subsistence towards the generation of export crop.
11. The policy advocates that organizational structures be put in place to allow local farmers to become agricultural entrepreneurs, thus minimizing the potential of multinationals to do so on the basis of a cheap and dependent local labour supply.

5.1.3.1 Gender Access and Agriculture

Modern land policies are non-existent in Dominica, with legislation still based on the colonial British system with the patriarch as head. In the absence of a will, the man is the natural recipient of the assets. A study by the Inter American Institute for Cooperation on Agriculture (IICA) reveals that most land policies in the Caribbean do not benefit women. Women have expressed difficulty at acquiring family land. The study endorsed the legal system of Barbados. In addition, most women farmers, particularly single parents, cannot afford the reported high lending and interest rates of the financial institutions. Credit opportunities are incumbent on the use of secure tenure in collateral arrangements. Data from the AID Bank, the specialized institution for agricultural credit, reveal the low participation of women in agricultural credit – 86% male and 14% female, parallel with the participation and ownership figures listed above. Policies must prevent discrimination against women with regards to access to finance and land. This may be done by also having access to reliable gender disaggregated data, through modern legislation and with the recognition by planners and programmers about the difference between men and women with regards to access to resources and how society accepts and contests what is appropriate for each sex.

12. The policy advocates that specific attention be paid to ensure women's access to credit, to assist with their ownership of land.
13. The policy advocates there be closer cooperation between development projects and resettlement schemes in order to specially recognize how the local knowledge and practices of women vis a vis that of men may be better employed to aid success of such projects and schemes.
14. The policy advocates the regularizing of tenancies and low /subsidized cost lease arrangements with regard to the needs of women and men engaged in subsistence farming and production of food for the local market to address the issue of food security.
15. The policy advocates that concerns related to gender inform the structure of the Extension Services with regards to the time of work and mobility of extension officers as differentiated by sex.

5.1.3.1 Alternative agricultural possibilities with gender based initiatives

In order to survive and thrive, the agricultural sector in Dominica is faced with the challenge of diversification and specializing in products in which Dominica's economy could exercise a comparative advantage. This would involve the production of fishery products, fruit for canning, organically grown produce to access the health and wellness market, and the production of cut flowers, all of which may provide viable alternatives to banana production. There is an increasing global demand and an international trade in cut flowers, cut foliage and pot plants. The flower stems in demand include Anthuriums, Carnations, Lilies and Roses. The major Caricom exporters are Jamaica and Trinidad & Tobago. The question which must be raised is why is Dominica, the "Nature Island" endowed with the agricultural resource to provide these products, battling with economic hardship when they may be produced in abundance? The major markets include European Union (EU), the USA, Canada, Japan, and Hong Kong. International trade in floriculture exceeded US\$8 billion in 1995, and cut-flowers account for 80% of that trade (*Technical Centre for Agriculture and Rural Cooperation*, 1995). This is an area of agriculture where both male and female labour may be easily and equitably employed.

There is also a growing demand for Fishery Products with export opportunities in the EU Market. In 2001, the EU consumed almost 24.6 billion Euros of fishery products, of which imports amounted to 22.4 billion Euros (91%). There is high demand in the southern European countries and in the Scandinavian countries for fish products from the south (*CBI News Bulletin*, Jan, 2004).

In addition Dominican agricultural production allows this country to meet another market demand, that for Canned & Frozen Vegetables. The fastest growing categories are ready-to-serve soups, many of which contain vegetables. Demand for bags of frozen vegetables continues to outpace demand for canned Vegetables. Frozen stir-fry kits, exotic varieties i.e. broccoli & cauliflower are very popular (*Canadian Market Report*, Jan, 2004). This latter site for agricultural production is related to the growth of an agro processing industry, the major source of value-added will be at the secondary stage in the production chain. The agro-industry includes a large menu of products. Some agro-enterprises have perfected the art of production particularly producers of soap, pepper sauce, rum, herbal teas, fruit juices & jam and jellies (*Study of manufacturing Capabilities in the Eastern Caribbean*, 2002). Convenience now extends beyond ready-to-eat foods, to food ingredients that make food preparation easier, faster, and in a growing number of cases, unnecessary. Snack foods have become the hallmark of convenience as 'eating on the go' and 'away-from-home' eating increase.

Health and wellness have become key watchwords in the contemporary food industry opening the way for organically grown specialty crops. Dominica as the "Nature Island" is again well placed to benefit from the promotion of eco-friendly food production for a global market increasingly concerned with health benefits.

16. The policy advocates the wide scale education and involvement of both males and females in the re- structuring of the agricultural sector, empowering both males and females farmers to be able to capitalize on building partnerships, networks and cooperatives to advance the sector.

17. The policy advocates collaboration with regional agricultural research and development agencies to shape the process of diversification of agriculture e.g. CARDI, IICA, ECIAF etc.
18. The policy advocates that some of the land presently being utilized for large scale banana production be strategically converted into alternative agriculture, with special focus on the provision of institutional arrangements associated with lending, project management, standards and marketing to be established on a sustained basis.
19. The policy advocates rigorous market research be undertaken to inform all aspects of this process of innovation with particular attention to be paid to the possible fallout consistent with global trading arrangements and avenues for expansion and innovation.

5.1.4. Gender Barriers and Access in Labour

Legally, there are no barriers along lines of sex to inhibit participation in the labour force of Dominica. The Government of the Commonwealth has paid attention to issues of the protection of employment, conditions of work and tripartite negotiations in labour through its practice and as a signatory to the various ILO Conventions which provide a legal basis and international framework for labour. Although Dominica has maintained what could be described as a climate accommodative to labour, there are very specific policy areas which are necessary for the attainment of gender equity and equality and ensuring that labour laws and practices are more relevant to the present consideration of population and development concerns.

Gender neutrality, however, presents, in certain areas, opportunities for discrimination by sex. One such area in Dominica is that of access to credit in banks which underwrite creation of job opportunities through small business development. Credit is available through various banking institutions (Bank of Nova Scotia, Royal Bank of Canada, First Caribbean International Bank, the Cooperative Credit Unions which have rural operations, and the AID Bank – i.e. the Agricultural and Industrial Development Bank). The National Development Foundation of Dominica (NDFD) provides financial and training assistance to micro, small and medium enterprises. For 2003, the NDFD loan distribution to female borrowers was 44% (158 loans) while male borrowers received 199 loans (56%), a situation that has remained constant over the years (*NDFD 2003 Annual report*). The availability of financial resources for persons to engage themselves in small and medium enterprises at the various banking institutions exists but these operate at a gender neutral level. The institutions provide these resources based on an individual's ability to payback loans obtained. While it has been argued that women are the best repayer of loans, conventional notions that females are not the best handlers of institutional finance still work against their access to credit.

In addition, there are variations in male/female participation in the AID bank by sector. The rate of female participation is highest in the education sector (55% of all loans approved for education was allocated to female clients). The highest male participation rate (86%) is in agriculture. The rate of female access to the AID bank in agriculture is (14%) which is below the average female participation rate (33%). Female participation in personal and other consumer loans (36%) and housing sectors (33%) approximates the average female participation rate (*Women's Bureau report – Situational Analysis of women and Men in Dominica - Finance section*). There is need for greater gender sensitivity in banking and financial institutions to minimize any bias towards one sex over the other. Furthermore, data should be disaggregated to facilitate proper gender analysis.

With respect to labour and training, other issues emerge. The National Development Cooperation, which is the implementing agency for programmes and activities in the sector, makes training available to both men and women. These training are subsidized from grant funds, from which the NDC has to implement the required training. The Dominica State College is now providing an Associate Degree programme in Tourism and Hospitality open to both male and female clients. In relation to NDFD training, 133 males and 280 females benefited from the NDFD 21 training programmes held for the year 2003. Females dominated programmes such as Customer Service, Hospitality Management, Small Business Management, Small Business Counseling and Cosmetology. More men are found in tour guiding and taxi services while more women are in the food and beverage business. For the AID Bank, in the 2002/03 financial year, 50% of loans disbursed were made to male clients for activity in the Tourism sector while 17% of loans disbursed in that same year were made to female clients for undertaking activities in the Tourism Sector.

In the context of labour issues, a gender policy must be informed by the particular importance of women within Dominica labour force participation. Women have historically participated less than men in formal employment and have formed a comparatively larger proportion of the informal and unemployed labour force. If Dominica has to effect some form of gender equity within this sector, critical attention is needed in the development of new sectors, the creation of a space for female entrepreneurs within these sectors, and the protection of labour in the global climate of increasingly less protected labour.

In addition to the above concerns, gender policy considerations guided by the report of the Technical Support Committee Labour Sector focus on specific areas which have historically posed problems for Labour within the economy and which still require attention. These are traditional policy and legislative issues which have concerned labour and management for centuries and which remain on the agenda for policy attention. Among these are the issues of Equal pay for equal work, the question of minimum wage enforcement and ongoing review of the same, the widespread institutionalization of paternity leave, and the protection of workers who have contracted HIV/AIDS. The last two concerns are very central to a gender policy. To promote healthier notions of masculinity and responsibilities in family life, institutional arrangements must facilitate

the active participation of males within the family as a means of reordering gender stereotypes. The growing concern that HIV positive diagnosed employees have rights to their privacy and to retain employment has undergone extensive discussions and attention in human rights documents and discussions at UN fora. Dominica needs to ensure that its labour policies and practices are in keeping with global decisions and with the contemporary concerns being raised in recent debates on gender and human rights.

In the context of Gender Barriers and Access to Labour, the gender policy advocates for very specific gender arrangements under the various heads.

5.1.4.1 Equal Pay

Whereas the *Labour Standards Act* Chapter 89:05 protects against discrimination in pay, the necessary mechanism is not in place to monitor or enforce its applications. It can be said that there is widespread application of the law with reported unofficial violations.

20. The gender policy advocates the need for a tripartite or multipartite consultation to advise on the way forward on having subsidiary legislation where indications are that levels of violation exist at present e.g. Sexual Harassment Legislation.
21. The existing Labour laws of Dominica need to be reviewed and brought in line with reference to the *CARICOM Harmonization of Labour Laws*.

5.1.4.2 Protected Employment

The Protection of Employment Act Chapter 89:02 of the Revised Laws of Dominica provides protection for all category of all workers, however, Section (4) states, ***"Part II and III does not apply to or in respect of the employment of a person as a domestic servant."*** This means that domestic servants who are predominantly female are excluded from receiving redundancy pay as a result of termination on the grounds of redundancy. This is no doubt discriminatory. *The Labour Contracts Act* Chapter 89:04 of the revised Laws of Dominica, *Section 3*, provides that every employer not later than fourteen (14) days, must enter into a labour contract with employee detailing the terms and conditions of employment. However, *Section 2 (3) (g) and (h)* excludes home assistants and agricultural workers from this provision. Again, this Section of the law is gender biased as the bulk of persons employed as home assistants and agricultural workers are women. Furthermore, home assistants and agricultural workers are not unionized and consequently cannot act in consent to voice changes for their conditions of employment. Generally, workers who are unionized enjoy better terms and conditions of employment.

The policy calls for investigation and subsequent informed strategies to deal with the situation of home assistants and agricultural workers, a class of employees who suffer the most in the area of non-payment of social security contributions by employers and who are most vulnerable to abuses of employment.

22. The policy calls for an urgent review of the two above stated pieces of legislation *The Protection of Employment Act* Chapter 89:02 and *The Labour contracts Act* Chapter 89:04 and the provision of necessary mechanisms to ensure compliance.
26. The policy advocates for discussions with labour personnel with a view to the unionization of the category of workers comprised of home assistants and agricultural workers.

5.1.4.3 Paternity Leave

Several European countries have for some time been granting paternal leave. Paternity leave and the conditions under which this may be granted has been extensively discussed and debated in gender policy consultations in the Cayman Islands and Trinidad and Tobago, with the latter policy pointing to the need for widespread adoption of leave under this head by both the state and the private sector. Some unions (WAWU) in Dominica have negotiated paternity leave provisions in their Collective Agreements, so that there are precedents within this society which may be reviewed. The underlying philosophy of gender and development is that both men and women may be allowed to pursue the fulfillment of family life. The gender policy is committed to enhancing the conditions under which men might be willing to accept such responsibilities and play equal or complementary roles to women in the nurturing and parenting of children.

27. There is the need for unions to educate the public and lobby government to include this provision in law as a basic entitlement. Such education and discussion should also extend to the penalties for abuse of this leave.

5.1.4.4 HIV Policy in the Workplace

The Dominica Employers' Federation has recommended proposals for an HIV Workplace Policy. The ILO is expected within this year to assist Dominica in being part of an OECS initiative to develop strategies to accelerate government and the public's response to the issue of HIV/AIDS in the workplace. No statistics are available on persons being discriminated against in the workplace. However available statistics reveal that persons mostly affected are within the most productive years of their lives.

28. It is urged that an HIV Workplace policy be formulated without delay.

5.1.5 Migration

Many Caribbean territories use migration as a mechanism for dealing with the internal and external shocks which negatively affect their economies from time to time. Dominica is not different in this respect to any of its neighbouring territories. According to CDB / COCD reports, as much as 55%¹² of the households in Dominica have at least one close family member living overseas, mainly in North America, other Caribbean

¹² Dominica Country Poverty Assessment, CDB/GOCD, 2003.

islands or in the United Kingdom. The Dominican context is further enriched by the fact that in recent years this small economy has had to also be a host society to other less economically advantaged peoples immigrating to Dominica, mainly persons from Haiti.

Where Dominican's leave the country for work overseas, family support from overseas (remittances) forms substantial components of the household's income. Family support makes up more than ten percent (10%) of household income for more than one fifth of all households in the country. Additionally, thirty-eight percent (38%) of poor households and thirty-six 36% of all households receive support from family members living abroad¹³. The gender dimension of migration needs to be comprehended and acted upon from two angles: first whether there is a gender bias in those who are leaving the country to seek work elsewhere and, second, whether remittances home are more consistent and contribute more valuably to home support in the case of female or male emigrants.

With regards to the incoming population from other territories, there is a specific need that the new group of migrants does not constitute a disempowered, disenfranchised underclass within Dominican society. Popular consultations reveal that there is a growing resentment towards Haitian migrants. As a means of counteracting the creation of another inequality in the society, a gender policy urges state, private and public appreciation of similar histories which have forced and continues to force migration of Caribbean peoples from one society to another to seek a livelihood and survival for themselves and their families. That Haitians or other populations are forced to migrate to Dominica should not place them as male or female employees in vulnerable positions within the society. While recognizing that male and female migrants obtain different forms of employment, the gender policy seeks to ensure that equitable conditions are attached to both sexes.

29. The policy advocates that the impact of migration on the economy and society of Dominica needs an in depth study with a view to further policy action and strategies pertaining to (a) the extent of inter-island migration versus external migration by sex, (b) the socio-economic condition of children of parents who live outside of the country, and (c) the difference in situation of those whose mothers *vis a vis* fathers live away from the country. Furthermore, it is advised that the study examines, the relationship, if any, between migrated parents and juvenile delinquency by sex.
30. The policy advances the need for institutional structures which ensure that support sent from abroad is user friendly to access and gender sensitive i.e. accessing the Port and Customs clearance for the remittances which may arrive or banking support systems which are user friendly to women and children. Ports and related entry ways generally are very male spaces.

5.2 Gender Stereotypes, Cultural Beliefs and Practices

¹³ Ibid

Strategies to achieve gender equity and equality will be effective insofar as institutions, groups and individuals in a society are prepared to accept social change in cultural belief systems and practices pertaining to gender which have been traditionally resistant to any form of reshaping. Gender roles in particular are typical resistance areas. This resistance is largely based on the assumption that the two sexes have different, though complementary roles, that women are the homemakers and caregivers in a society, that they inhabit the private and more sheltered arenas of life and that by nature femininity is passive and given to unreason and thus unprepared for leadership positions in any sphere. On the other hand men are perceived as the breadwinners and protectors of women, children and the boundaries of the nation at large, that by nature masculinity is aggressive and pro-active, thus sustaining men as the leaders of nation and industry. Such ideologies have informed western society for millennia and have been carried over from generation to generation as social norms and cultural customs which predate all of us, as they have also been supported by and inscribed into religious doctrines. While the latter are divinely inspired, we must admit that their transcriptions into books and sermons, are carried out by human beings, and thus given to interpretation and re-interpretation.

We must also admit that such a clear delineation of gender roles has never informed the day to day lived practices in any society, including that of Dominica, a society that has been a forerunner in the Caribbean of having the first female state leader. The experience of Dominica has also been that of female headed households, single parent families, hard working women who are both breadwinner and protector, willing men who can barely find jobs to feed themselves much less a family, men and women who have migrated so that they have left families to each other's care or to aging parents etc. Regardless of tradition and belief systems and the ideals of gender stereotypes supported by society, there is another reality by which we live. Each adult, whether male or female, can and may take responsibility for different kinds of work in the home or workplace and can and should carry out leadership roles in community or state.

That there were valid reasons for the emergence of a distinctive sexual division of labour as well as differentiated masculine and feminine roles in the past is not being challenged in this gender policy. What the policy proposes is that gender roles and status are not static in society over time. Neither are they fixed across or within generations themselves in any family or household. The policy is highly respectful that certain traditions and customs, and written texts which reinforce gender defined roles, emerged at a time when technologies, either of medicine or industry, limited either sex from realizing full potential. For example when it was not possible for a child bearing woman to work a plough on the fields all day, it was agreed that physically stronger men should till the soil and women should gather the grain. When women could not defer or space their child bearing for family or health reasons, it was thought that work in the public sphere would interfere with the reproduction of society's human resources. With each development in industrial and agricultural technology, and now with the unprecedented digital and computer technologies, there occurs a greater blurring of the gender roles and consequent changes in the sexual division of labour.

A gender policy cannot compel or even legislate changes in personal and institutional attitudes and practices which are underpinned by ideological, religious and cultural belief systems. What it can and must do is draw attention to the ways in which gender belief systems which limit the potential of either sex may be reproduced in a society to the detriment of the economic and social development of the society, placing it at a disadvantage to other societies where such acceptance has allowed each sex to move to more equitable status and to evolving more harmonious conditions for family and gender relations. It must also signal areas where resilient gender discriminatory practices are inconsistent with human rights and other conventions which are in force today. If gender comprises both material and ideological components¹⁴, policy area **5.1 Gender and the Economy** has targeted the material base. In this and subsequent sections, key institutions which influence the ideological basis of gender construction come under scrutiny.

5.2.1 Gender and Religion

Consultations among communities in this area reveal that men are often figureheads while the real duties and administrative tasks are undertaken by women. At the very least, women are the mainstay of the leadership. This is particularly apparent in the Catholic Church in Dominica. Of the 37 Catholic churches on the island, nearly all are dominated in terms of real numbers and participation by women. Table 5.2.1 A shows the percentage of female headed churches in Dominica. These statistics help to illustrate the disparity between male and female as it relates to leadership in religion here in Dominica.

However, none of these churches has a female head as all the leadership roles are held by men. This traditional position of the Christian church, the dominant religion in Dominica, is supported by scriptural passages which underscore submission and obedience among women, generally downplaying male accountability and responsibility in stewardship. While it may be argued that traditionally women have always had the pivotal roles in society and family both in terms of utility and genuine leadership, the recognition and consideration in religious leadership has generally gone to men. This in itself is not a problem of gender. How it becomes a problem is that moral leadership in religion is viewed as superior to the kinds of leadership and authority given to women in the home, and ultimately restricts a population from de-stereotyping sex from gender roles.

Table 5.2.1 A: Statistics relating to Male and Female Leaders in Religious Denominations in Dominica

No of churches	Religious Denominations	Male Headed		Female Headed	
		No	%	No	%

¹⁴ See Andaiye, *Plan of Action to 2005 Framework for Mainstreaming Gender in Key CARICOM Programmes*, CARICOM Secretariat, Guyana, 2005 pp 11-12

37	Roman Catholic	37	100	0	-
25	Pentecostals	25	100	0	-
9	Baptists	9	100	0	-
8	Christian Union	8	100	0	-
6	Gospel Union	6	100	0	-
3	Grace Apostolic	6	67	2	33
1	Nazarene	1	100	0	-
6	Methodists	5	83	1	17
2	Anglican	2	100	0	-
4	Yahweh	4	100	0	-
4	Jehovah Witness	4	100	0	-
5	Church of Christ	5	100	0	-
9	Seventh Day Adventist	9	100	0	-
10	Jesuits	5	50	5	50

Source: *Dominica Evangelical Association, Charles Avenue, Goodwill Road, Dominica (2004). The Diocese of Roseau, Virgin Lane, Roseau, Dominica. From "Gender analysis on religion in Dominica" by Melanie Francois*

This gender policy does not position religion or religious texts as either faulty or deliberately discriminatory. Rather it recognizes that religion is a very powerful tool in shaping and influencing psychological, social and cultural attitudes, and that women are equally responsible for the perpetuation of stereotypes. The policy recognizes that the changing demands that contemporary society has made on men and women, and changing opportunities for education and leadership among women, have forced a reinterpretation of scriptures to be more consistent with present practices on the status of women. Already some improvements have been seen in terms of the ascension of women to leadership positions in churches in Dominica. Ten years ago it would have been nearly impossible to see a woman giving out communion during mass. This sight is now relatively commonplace¹⁵. The acceptance of women as primary leaders of religion will confer greater status for women in society in general.

5.2.2 Gender sensitivity in media management, programming and content

At present the media houses in Dominica are as follows:

- DBS Radio (statutory corporation)
- Kairi FM Radio (private)
- Q 95 FM Radio (private)
- Voice Of Life Radio (private - gospel)
- Marpin Telecoms & Broadcasting (private - television)
- SAT Telecoms (private - television)
- The Sun newspaper (private)
- The Chronicle newspaper (private)
- The Times newspaper (private)

¹⁵ Melanie Francois' *Gender analysis on religion in Dominica circa 2004*

- The Government Information Service, GIS, (though not a conventional media channel, uses existing media - radio and television - to provide a regular, separate and influential information service.)

Apart from the government-owned and controlled Government Information Service, and the state-owned national radio station which is subject to government influence and control through a government-appointed Board of Directors, all other media houses are generally owned by men, one exception being the Sun newspaper which is owned by one man and two women. Although they are still in the minority, women play a significant role in the management and by extension, control of media houses and they make up a large proportion of the staff of these institutions. An analysis based on information collected from five media houses on the island reveals that women make up forty percent (40%) of the management of those media houses and that forty-one percent (41%) of employees at those institutions are women. However, the number of women directly involved in programming (be it news, announcing, producing etc) is much smaller.

The only law pertaining to the media in Dominica, the *Dominica Broadcasting Act of 1976* is archaic and grossly inadequate in its consideration of gender issues. A new act is in the making and the formulators must make every effort to ensure that it is sensitive to gender issues. The only mention made of the media under the Women and Gender Issues section of the ruling Dominica Labour Party 2005 election manifesto has to do with collaborating with NGO's and CBO's in the dissemination of information on women and gender issues. (*Dominica Labour Party 2005 manifesto*)

5.2.2.1 Programming Content

Only one radio station has developed and broadcasts two gender specific programmes, one for women and the other for men. Another station manager indicated that gender is a consideration in the selection of appropriate hosts for certain programmes and that a programme specifically geared to women was now in the making. Notwithstanding these initiatives, there is a noticeable dearth of women newsmakers, analysts and commentators in general media programming in Dominica. This aspect of the media continues to be dominated by men, especially as analysts and commentators.

5.2.2.2 Advertising

This area perhaps has the greatest potential for the promotion of gender injustice in the media, but it does not receive any gender-related scrutiny from programmers and editors so that stereo-typing of men and women are simply accepted as the norm. It is likely that the dependency of all the media services, with the exception of the GIS, on advertising for revenue generation, overshadows all other considerations.

To guarantee women the fundamental right to communicate, civil society must be empowered to hold national and international media accountable.

31. The policy advocates for gender sensitivity in the re-formulation of the Dominica Broadcasting Act of 1976. Codes of ethics must be articulated that respect the vital norms of pluralism, human rights and gender balance.
32. Incentives need to be given to women to encourage and facilitate their acquiring qualifications and gaining experience in the field.
33. The policy recommends gender sensitivity training for management and staff of media institutions
34. The policy urges a close alliance if not partnership between gender and the media in the achievement of change in cultural attitudes in relation to male and female gender stereotypes through stipulated programming time.

5.3 Gender and Political Decision-making

Despite the advances made in gender equality in the past ten years, gender discrimination remains pervasive in political leadership and authority in the Caribbean. The nature and extent of gender discrimination vary considerably in Dominica and the rest of the Region. Yet the patterns are strikingly similar. Gender gaps are widespread in Rights, in access to and control of resources (financial) in power and in political leadership.

Dominica has the honour of being the only English speaking Caribbean territory which has had a female as the head of the Government. In spite of this achievement the country continues to be plagued by a gap in terms of gender balancing the positions of political decision making. There remain within the country a small number of women in politics, a few key, but still low relative proportion of women in top management positions, and few women representatives in the foreign and international services.

Women and girls (especially the poor) bear the largest and most direct cost of these inequalities. Women and men do not enjoy equal social, economic, legal and political rights. Despite recent increases in women's educational attainment/achievement, women continue to earn less than men in the labour market even when they have education and years of work experience and notwithstanding the provisions of Chap 89:04 Section 10 Subsection 10 of the *Labour Standards Act of Dominica*.

Persistent under-representation of women in positions of power and decision-making is a hindrance to the achievement of equitable social justice, the effective incorporation of women's perspective into development and the goals of equality, development and peace. Gender inequalities impose large costs on the health and well-being of men, women and children and affect their ability to improve their lives. In addition, gender inequalities reduce the productivity of enterprises and lower the prospects of reducing poverty and achievement of economic progress. The low proportion of women at the highest levels of decision-making in Dominica in a history where a female Prime Minister was elected for three terms signifies a paradoxical relationship between women in power and their place in Dominican politics. There was a clear indication of willingness on the part of the populace to elect a female PM. This, however, has not translated into an *en masse* acceptance of women, beyond that of the unique female, to be in positions of power. There remain sustained structural and attitudinal barriers to women accessing such positions of authority or leadership in the society.

37. The policy advocates that taking into consideration the fact that women are more visible at the levels of local Government, more so in rural areas where there may be more intimate knowledge of the elected representative than in urban areas, institutional arrangements may be required for women to assume a more prominent role in politics in the country.
38. The policy promotes the need for public sensitization as to the benefits of having women in politics and positions of power and decision-making.
39. The policy advocates that the state should engage groups such as NGO's and women's CBO's in the political policy making process with the objective of broadening the definition of political participation beyond strict party groups and governmental organizations to encompass groups which women traditionally form to ensure representative decision-making
40. The policy advocates that Government set number targets to incrementally increase the number of women in decision-making in keeping with its global commitments e.g. Beijing and Commonwealth Commitment to a thirty-three percent representation in Government through the use of local government elections as a training ground for women preparing for national level politics.
41. The policy advocates the critical need for more female representation at the level of foreign and international service, the engagement of more women in dialogue on global issues and the representation of gender issues at National level and the promotion of political debates around these issues.
42. The policy promotes the encouragement of more women to lobby for public office and greater consideration of qualified females for senior level positions in the public service and the corporate sector.
43. The policy advocates ongoing gender sensitivity awareness and capacity building in the area be made available to persons in positions of power and decision-making.

5.4 Education and Human Resource Development

Dominica has a history of investment in its human resource through the provision of free education to its population without any legal barriers to access based on sex. The country has achieved near universal education for its poor and non-poor populations.¹⁶ Consistent with this, the percentage of the population without exposure to Secondary school is significantly lower among younger citizens than it is among older Dominicans, eighteen percent (18%) among the 15-19 age cohort as compared to eighty-four (84%) among the 50+ cohort.¹⁷

¹⁶ Dominica Country Poverty Assessment, CDB/ GOCD, 2003.

¹⁷ *ibid*

The Ministry of Education is mainly responsible for the education sector; and some NGO's such as the Social Centre and the Christian Children's Fund are responsible for certain services. The Education Act of 1997 governs the education system in the Commonwealth of Dominica. The Act gives the Minister the overall responsibility for the administration of the Education system. The Act mandates compulsory education for students between the ages of 5-16. The cycles within the system are pre-primary, primary, secondary and tertiary.

The evolution of the Dominican education system to its present structure continued apace with early attempts at post-independence diagnosis of the educational system when Hurricanes David and Allen struck the island in 1979 and 1980. In spite of setbacks the Government undertook certain pre-planning and policy initiatives. In 1981 a four person UNESCO Sector Study Mission visited the island and identified areas of training which could be incorporated in financing arrangements with external funding agencies. As a result, Dominica participated in the Major Project for Latin America and the Caribbean in which several recommendations were made by the visiting team to improve the quality of the system.

At the primary level the two priority actions were to ensure the supply of trained teachers and an adequate provision of textbooks. At the secondary level efforts would be concentrated on employing teachers who had a reasonable command of professional training in the teaching areas for which they would be responsible. At the lower secondary level the priority would be the careful implementation of the proposed new curriculum including a more explicit work oriented programme (*Education Sector Survey, UNESCO 1982*).

The Junior Secondary Programme, which was introduced in 1981, was installed to serve the developmental plans of the country. The programme was meant to replace the curriculum of the senior stage of primary all-age schools and assigned substantial time to vocational skills. It was intended that at the end of the third year, all secondary school students, whether in the established secondary schools or pursuing the new junior secondary programme would take the same attainment examination. This examination would provide the baseline for selection of students who would continue in full-time secondary education at the senior level. Students who did not achieve entry to a secondary school by the C.E.E. would now have a further chance three years later. (*Education Sector Survey, 1982*)

When this programme was introduced, a number of activities necessary for the successful implementation had not been done. There was no estimate of recurrent and capital costs, staff requirements and the adaptation of the school. Some major reforms came as a result of the Basic Education Reform Project (BERP), funded by the World Bank. This project had three major components:

- (a) Strengthening management and planning component;
- (b) Qualitative improvement of basic education component;
- (c) An expansion and conservation of school places component.

Implemented in 1995, the BERP addressed concerns over the unequal access to educational opportunities available for school-aged citizens. As part of this programme, universal access to secondary education was expanded. This project incorporated a range of measures including the construction of new high schools and the rehabilitation of other primary and secondary schools. Between 1984 and 1992 an average of 31% of the student population transferred to secondary school. Following the construction of two new comprehensive schools, the transition rate increased to 78% in 2001. The location of the new schools served to reduce both the overcrowding in schools in and around Roseau, and the distance that secondary students had to travel to school. The BERP also addressed concerns over the quality of teachers and teaching. Targets with regard to student teacher ratios were set as well as for improving the qualifications of teachers. The proportion of trained teachers in primary school increased from 38% in 1991 of all staff to around 60% in 2001. When the C.E.E. is phased out there will be no streaming of students to junior secondary or traditional secondary schools depending on their C.E.E. results.

The aim of the Secondary Education Development Project known as BERP 2 is to “help reduce poverty and unemployment by increasing the supply of secondary school graduates with flexible academic and technical skills and knowledge”¹⁸. The objectives of BERP 2 include the following components:

- Increasing access to secondary schools and the transition from primary schools through construction of new secondary schools and rehabilitation of others, together with increased resource allocation to secondary schools;
- Teacher training programmes and the development of new curricula;
- Strengthening of student support services and compensatory programmes for vulnerable and at risk students through qualitative improvements to primary schools in the Carib Territory, compensatory book schemes for indigenous persons at secondary school and a national focus on male under-achievement.
- The other key focus related to the tertiary education sector. A new autonomous institution was proposed (the Dominica State College) so that residents could undertake a significant part of their college degrees in Dominica¹⁹.

At Tertiary level education, the Dominica State College has been in operation since 2002. It comprises three divisions, The Clifton Dupigny Community College, the Nursing School and a Teachers’ College but now includes in addition, a Department of Tourism and hospitality, a Department of Continuing and Adult Education, a Department of Agriculture, and a Department of Information Systems. Since many entry-level jobs require a training programme of one year or less, the Dominica State College offers numerous programmes to provide this type of entry-level training. One of the goals of the College is to upgrade and develop labour force skills among the youth as well as among experienced workers and to improve the quality of life for all Dominicans²⁰.

¹⁸ Budget Address for Fiscal Year 2002-2003, Hon, Pierre Charles, June 2002.

¹⁹ Final Report Country Poverty Assessment Programme, 2003 p.99

²⁰ Dominica State College Academic and Administrative Policy Manual 2004-2005

In all of these initiatives, it appears that gender planning has been implicit rather than explicit and built on traditional notions of where gendered populations fit themselves “naturally” into. In the last decade, the growing awareness, if not pandemic about a “crisis in masculinity” and the under achievement of boys and males in the education system have forced a reckoning of gender in the area of human resources into a focus of masculinity as the increasingly “disempowered” gender in this sector of society.

5.4.1. Men and Masculinity in Education

Dominica, like many Caribbean territories, is faced with a questioning of the place males should occupy in Education. Statistical tables supporting the pattern of male and female achievement in education are detailed in the situational analysis of education in Dominica in Section 4 of this document, but it is necessary to summarize the key findings here: These are:

- Higher repetition rate among primary school boys
- Girls outperform boys in all C.E.E. subjects
- Lower numeric and literacy rates for boys in Grade three
- Higher repetition rates for boys at secondary schools
- Higher dropout rates among boys in secondary schools
- Lower enrolment of males in tertiary education
- Violence among under-achieving males

Conventionally, while Dominica is not unique in the matter of male under performance relative to females, the gender differentials in achievement should be cause for concern and action for already the country is experiencing the effects of a generation of males who are ill prepared to take on some of the occupations and positions which should be shared between men and women in society. Based on the premise that their performance at secondary and tertiary levels affects the types of jobs which they can access, the social relations within the family, and a society’s goal of achieving an educated and informed population citizenry of both sexes, steps must be taken to improve male achievement.

This issue is an emerging focus of much dialogue and research within the English speaking Caribbean. The exploration of this issue was a major push factor in the development of an extensive, regional research project funded by the CDB to ascertain the gender differentials in Caribbean education. The findings of this project carried out in Jamaica, Guyana, Trinidad and Belize are currently being analyzed²¹ and will have implications for the strategies which all Caribbean societies may adopt for the treatment of this issue.

As the Caribbean grapples with the outcomes and the significance of the current male performance in the education system, it is imperative that the construction of masculinity itself is the question which needs to be posed, rather than perceiving the problem

²¹ CDB Project on Gender Differentials of the Centre for Gender and Development Studies. Research Coordinator, Barbara Bailey, UWI, Kingston.

primarily as educational underachievement. Building on the understanding of the construction of gender stereotypes and cultural beliefs addressed in Section 5.2, it might be argued that education and more importantly excelling in education may not be seen as masculine in a current Caribbean gendered teen space. This perception may be fundamental to how young males negotiate the education space. This is borne out by the statistics in performance between boys and girls and women and men from primary to tertiary level education, where increasingly and in most fields female performance signifies the importance which education holds for this sex, while male performance suggest otherwise. It is good to place this shift of performance in historical context where up until the first half of the twentieth century, males were given greater access to education, it was considered normative to out achieve females and an emulated masculine role model was the educated and informed man.

Additionally, within the economies of the region, the relationship between the capacity of males to earn large sums of money and their level of certification is not a direct one for most men, particularly those from the lower income earning sectors of the economy. Recognizing that earning potential is fundamental to the definition and perception of successful Caribbean masculinity, if formal education is not perceived as being a major determinant of men's ability to be a 'manly' provider, this impinges on its assumed relevance by education planners and policy makers. Beyond the interrogation of the system in terms of its ability to engage young males, beyond various provisions which will be needed to redress this imbalance as indicated under, there is also need for a more expansive dialogue on the contemporary performance and expectations of masculinity in the culture of Dominican society.

44. Education planners and policy makers need to identify and analyze factors involving gender differentials in rates of re-entry into the educational system, which includes pre-tertiary qualification and matriculation requirements and gender attitudes to continuing education.
45. The education system needs to be expanded and upgraded in terms of its current technical/vocational education offerings to reflect the move towards the development of a more knowledge based, innovative and entrepreneurial society which situates academic and technical/vocational streams as having equal worth in the development of the society.
46. Educational selection must ensure that despite the current centrality of male underperformance, that notions of qualifications based on merit is established as the baseline for selection at secondary and tertiary levels, with other temporary compensatory measures being taken to balance of the differentials by sex.
47. The gender policy advocates for greater public discourse and debates, through the media, stimulated by both government and civil society on the question of masculinity and the performance of manhood in Dominican society, debates that are not primarily linked to the question of educational underachievement of the male.

5.4.2 Equality of Educational Opportunity

It is not enough to provide universal secondary education but efforts should be made to ensure that students are given equal opportunity to succeed. All secondary schools are not provided with the same number of trained graduates and even the method of assigning students to schools sometimes contributes to schools being streamed. However, since it is perceived that the country's future is challenged by male underachievement, the Ministry must continue its efforts to tackle the problem.

48. Educational planning and monitoring systems should ensure the equal distribution of graduates and resources into all schools, and the methods applied in assigning students to schools by sex as well as qualification in examinations to allow equitable competitive performance at all schools.
49. The gender policy advocates for male and female mentorship programmes at all levels of the education system.
50. The gender policy advocates the provision of adequate support mechanisms within the school system e.g. counseling, remedial work to facilitate quality education for all. As a part of this is proposed an institution for the monitoring of students of both sexes and at all ages including early childhood education with learning and behavioural challenges.

5.4.3 Gender imbalances and Teacher training at primary schools

The following table identifies a trend which may be examined and significantly reversed and thus assist in the reshaping of male role models from an early age in the education system in Dominica. If more male teachers are encouraged to teach, interact with male and female pupils and present role models of men as educationalists from primary school, with the trend persisting into secondary school, then this society may reverse trends that are occurring in other societies as well, in a relatively short time.

Table 5. 4. 3 A: Primary Schools Trained Teachers by Gender – 1997/98-2003/04

YEAR	NO. TRAINED			PERCENTAGE TRAINED		
	Male	Female	Total	Male	Female	Total
1997/98	42	256	298	35.3	60.2	54.7
1998/99	45	261	306	38.5	61.6	56.6
1999/00	40	262	302	39.2	60.2	56.2
2000/01	46	266	312	41.4	60.3	56.5
2001/02	49	269	318	38.8	59.5	55.1
2002/03	53	304	357	46.9	63.2	60.0
2003/04	50	307	357	49.5	67.0	63.8

Source: Education Planning Unit

51. The policy advocates that strategies be put in place to equate the number of trained men teachers at primary and then onto secondary level school teaching.
52. The gender policy advocates the gradual integration of primary teachers' education into the tertiary education system to enhance both the training as well as status of primary school teaching and to attract more males into the primary school system.
53. The policy advocates the rationalization of salaries of all teachers, paying by qualification and experience and not by level of teaching e.g. primary school, secondary school.
54. The policy advocates that gender awareness and sensitization be integrated into teacher training and development.

5.4.4 Gender and Curriculum choices

Considerable time and energy have been devoted to producing a national curriculum framework and outlining what needs to be taught and how to cater for the diversity of students at both primary and secondary levels. An important component of the draft is the inclusion of life skills, but no mention is made of reducing the incidence of gender stereotyping. While it may not be possible to completely eradicate gender stereotyping, measures have to be taken to reduce it by sensitizing teachers to stereotyping in curriculum materials and by advising principals to expose both sexes to non-traditional areas. If the cultural climate of the school does not favour boys, provision must be made to ensure that schools become more attractive to males both in terms of the curriculum and extra-curricular activities. If the curriculum begins to over compensate in favour of boys, then this will also impact on the curriculum choices of females. It is important that policies in curriculum work on the basis of gender balancing at all times.

55. The policy advocates the review of the curriculum geared towards the elimination of gender stereotype representations which mitigate against the development of healthy gender relations.
56. There is need to develop strategies which counter sex-stereotyping in traditionally male /female dominated subject areas to attract equal numbers of males and females in these areas.

5.4.5 Providing support for teen mothers

There have been calls from various sections of the society asking that schools provide opportunities for teen mothers to continue their education after dropping out from school due to pregnancy. While it may cost to accede to that request, there must be in the first place the willingness not to continue to deny teen mothers the opportunity to resume their education after the birth of their children. If this policy is adopted ways and means can be explored to implement the policy. This would be one means of reducing the incidence of women living in poverty. Efforts should be directed at assisting adolescent

parents and those at risk – aged fifteen to eighteen - to improve their quality of life and that of their families by becoming more self-sufficient.

57. The policy advocates the provision of mediators and other professionals within the education sector trained in gender analysis. and the development of gender sensitive methodologies of counseling and life skills applications for students.
58. The policy advocates the island wide improvement on statistics collected within the education sector to include, the number of dropouts and reasons for exit including cases of teenage pregnancy, migration etc.
59. The policy advocates the establishment of an institution for teen mothers in light of the Government's economic hardships where many students are unable to pay private tuition when they are forced to demit the education system. Within this institutions work would be done with both parents in addressing the issues and outcomes of teen pregnancy.

5. 4.6. Poverty and Education

In 2003, with the assistance of the Caribbean Development Bank (CDB), Dominica conducted its second Country Poverty Assessment. The report revealed several features of poverty that are germane to education. It revealed that there was a clear relationship between the education level of heads of households and poverty. Over 75% of heads of households had not been educated above the primary school level. In addition 60% of households have no one with secondary or tertiary education.

Table 5. 4. 6 A Education Indicators by Poverty Status¹

Indicator		Poor	Not Poor	Total
Household level indicator				
Household head not educated beyond primary school		90%	71%	76%
No one in household over 20 years educated beyond primary		73%	55%	60%
Household with children aged 5-15 years not attending school		8%	4%	5%
Educational attainment of Population by Age Group				
With no pre-school education	Under 5 years	76%	61%	68%

With at least some schooling	5-14 years	99%	99%	99%
With no secondary or higher education	15-19	24%	13%	18%
	20-29	53%	36%	42%
	30-39	83%	56%	65%
	40-49	88%	67%	74%
	50 years and over	99%	78%	84%
Having tertiary/post secondary education	15-19 years	7%	17%	12%
	20-29 years	4%	28%	20%
	30-39 years	5%	22%	17%
	40-49 years	3%	13%	10%
	50 years and over	0%	11%	8%

Source: CDB/GOCD, 2003

The report as shown in Table 5.4.6 A also revealed other distinctive features that pertain to education. These are that:

1. Young children from poor households are less likely to go to pre-school
2. Very few adults in poor households have tertiary education - only 5% as compared to 20% for the non-poor.
3. Poor households in Dominica are characterized by lower educational levels amongst adults where 27% of poor households have an adult with secondary education compared with 45% of not poor households.

It appears that educational level is one of the key determinants of poverty in Dominica. Education, and in particular government's policy of Universal Secondary Education (USE) therefore remains a relevant, effective and long-term strategy for poverty reduction in Dominica. Academic qualifications are driving entry into the labour market and those with the requisite qualifications, often CXC passes, have access to the best jobs.

Although girls tend to do better with respect to educational achievement, "there are no marked differences in the gender distribution of poverty" (CDB/GOCD, 2003: 55). This is so when considering either the population as whole, the gender of the head of the household, or the proportion of households with no adult males. The plight of women with large families and inadequate male support can, nonetheless, be quite severe (CDB/GOCD, 2003). It would appear then that education and income combined are even stronger determinants of poverty. In addition, there is a positive correlation between education levels and smaller family size.

60. Welfare assistance to single parent and two parent households based on needs coupled with education access are strategies that may be pursued in order to reduce poverty in Dominica. Education does not guarantee employment but once employed it is good determinant of income levels and affluence.

5.5 Health and Medicine

5.5.1 Organizational structure and responsibilities of the major health providers

The mission of the Ministry of Health and Social Security (MOHSS) is “to promote the well-being of all citizens of Dominica through the provision of preventive, curative, promotive and rehabilitative health care compatible with acceptable standards of human dignity at a cost that is affordable and sustainable.” The Ministry is responsible for providing health care to the nation. The health services system is divided into two levels of care, Primary and Secondary Health Care. The island has been divided into seven (7) health districts each with catchments population with well defined boundaries, budget, staff and the capacity for delivering Primary health care services. Primary Health Care (PMH) provides the health services to the entire population through a network of 52 health centres and two district hospitals located across the country. Services include medical care, home visiting, family planning, maternity services, and child health including immunization, nutrition, health education, school health, mental health and dental care. Specialist staff from PMH conducts ophthalmologic and psychiatric referral services in every health district.

Secondary care services are centralized at the main general hospital, Princess Margaret, but specialist staff from conducts Ophthalmologic and Psychiatric referral services throughout the island. The Princess Margaret Hospital provides curative and rehabilitative services, including medical, surgical, obstetrics, gynaecology, paediatric, neonatal, haemodialysis, psychiatric, accident and emergency care, referrals for overseas tertiary care ambulatory specialist clinics and diagnostic services including radiography, laboratory and blood banking. MOHSS also has responsibility for the provision and financing of health care service and for the regulation of the Health Sector. The main departments are Policy Making and Administration, Environmental Health, Nursing, Health Promotion, Primary Health Care, Health Information, Princess Margaret Hospital, Dental, Drug Abuse Prevention and HIV/AIDS treatment.

The Environmental Health Department protects the health of the public through monitoring of the environment and instituting intervention measures to prevent negative impacts on health. Programmes include vector control, liquid waste management, solid waste management, water quality control, food safety, port health and occupational health and safety. More than 95% of the population has access to potable water supply either in their homes or through nearby standpipes. The Drug Prevention Unit coordinates all activities that provide education to reduce the demand and use of controlled substances including alcohol. Its main activities are peer counseling training for students, teachers and parents, establishment of community based drug free clubs, training of community leaders, public awareness campaigns, alternative to drugs programmes and provision of information. The Health Information Unit is responsible for the management of health information and epidemiological surveillance of health services. A Health Promotion Resource Centre has been established to stimulate action at all levels in applying the health promotion principles and strategies which are outlined below, to policy development, programme planning, implementation and evaluation. The HIV/AIDS

Central Office is responsible for the coordination of HIV activities in the country in collaboration with other agencies.

MOHSS and its divisions are charged with formulating healthy public policy, reorienting health services and community empowerment through information and strategies which are needed to improve health and well being. They assist with the creation of supportive environments and skills training for making choices which will enhance healthy lifestyle and allow individuals to monitor their personal health. The MOHSS works in alliance with the media to transfer information and advice. In addition, the Central Medical Stores manages the procurement of pharmaceuticals and medical supplies.

The health services have been allocated specific responsibilities under the National Disaster Plan and measures have been formalized to respond to mass casualties both at the pre-hospital and hospital stages. The Dominica Social Security and Solid Waste Management Corporation are statutory bodies associated with the Ministry. The Solid Waste Management Corporation is a statutory body responsible for the collection, transportation and disposal of solid waste.

Dominica Social Security provides a measure of protection for insured persons and their dependents during times of economic and social distress caused by loss of earnings. The Ministry works in close collaboration with several other government ministries, regional and international agencies including Ministry of Agriculture, Education, Community Development, the Pan American Health Organization, World Health Organization, Caribbean Epidemiology Centre. A number of friendly governments such as Nigeria, France and Cuba provide technical assistance to the Ministry.

Central Policy Formulation & Health Administration is the coordinating body for the MOHSS, with responsibility for formulating policy and programmes, allocating and managing resources to ensure that the Ministry can deliver its mission and strategic objectives. This role includes, health care financing, provision of essential drugs, quality assurance, maintenance of physical infrastructure, human resource management and disaster management

Managing the inter-sectoral nature of health represents a significant challenge. A number of factors work together to contribute to national health; hence an integrated approach is critical. These factors called determinants of health work together in a complex and interrelated system as follows: Knowledge production through the education sector; Monitoring employment and working conditions to reduce stress levels; Ensuring that the society has access to adequate food with dietary balance for prevention of certain diseases; Ensuring that homes are clean and maintain at least minimum standards of hygiene; Strengthening Social Support networks in the communities and Monitoring levels of Violence. Gender concerns are primary to the health sector. Many health issues are a function of gender based social status and roles and importantly a product of biological differences between the sexes. The sector of health and medicine is a key area in which biological difference is a primary consideration in the strategies which must be

undertaken to attain gender equity and equality for a society. Gender equality in health means that men and women have equal conditions for realizing their full rights and potential to be healthy, contribute to health development, and benefit from the results. Gender inequity in health refers to those inequalities between women and men in health status, health care, and health work participation, which are unjust and avoidable. The goal of the MOHSS in the gender policy is to contribute to the achievement of gender equality in health status and health development through gender sensitive research, policies and programs and the active promotion of equality between men and women.

There are a number of health conditions that must be given due consideration when gender policies are being formulated. Among these are the following:

- Sexually transmitted diseases are asymptomatic for longer periods in women and have more severe consequences such as pelvis inflammation leading to sterility and even death
- Nutritional deficiencies can cause maternal deaths and birth defects
- Substance abuse in women has different health and social consequences
- Sexual violence can cause unwanted pregnancy, sexually transmitted diseases and even death in women
- Sexual impotence has more negative repercussions than sexual frigidity in women
- Prostate cancer exists among men, while breast and cervical cancer affect women
- There are fewer recommendations for vasectomies than feminine sterilizations
- The notions of women's health must change to encompass the effects of demographic and socio-cultural changes, and to address the impact of change on the health system and on women's health.

Good health being a sound investment is the key premise on which the National Strategic plan for Health in Dominica was developed. Health is the most precious and important asset of a nation's people. It is not merely the absence of illness. People have a difficult time remaining healthy when they do not have adequate income, housing, education or support from family and friends. Health allows them the opportunity to participate in the labour market or in the production of goods. It is a key to productivity. *Health is a universal value, basic human right and a resource for everyday life.* If health is an asset and ill health a liability, protecting and promoting health are central to the entire process of poverty eradication and human development.

61. The gender policy emphasizes that the collection, analysis and dissemination of healthcare statistics be disaggregated by sex.
62. The gender policy advocates the equal participation of women and men as decision makers in matters related to their own health and the well being of their families and communities, inviting in particular men to be targeted in media and other outreach programmes pertaining to health and well being of themselves and their families.
63. The gender policy supports the development of strategies for integration of a gender equality perspective in the policies and programs of the MOHSS. It endorses the MOHSS suggestions of increasing the participation of civil

society with emphasis on women's & men's groups, of seeking advice from the Gender, Ethnicity and Health Unit of PAHO, and to work in collaboration with other ministries, NGOs and other stakeholders to promote integration of gender issues.

64. The gender policy advocates that health care professionals be specially trained to recognize and counteract attitudes of stigma and discrimination in their provision of services to vulnerable populations.

5.5.2 Female Health

Women contribute to health and economic development and to the reduction of poverty through both remunerated and unremunerated work at home, in the community, and in the workplace. The Strategic Health Plan took into consideration the differences in needs between women and men, and planned for each group accordingly. Traditionally women are the primary decision makers in matters of health. Data show that they access care more frequently and earlier than men.

However the contribution of women to health and economic development is often undervalued or not included in a country's National Health Accounts studies. Empowering women and achieving gender equality is a social objective as well as an instrumental means for the achievement of overall social and economic development. Attention continues to be paid by the MOHSS to programmes that ensure the enhancement of health and socio-economic well being of women aged 25-59 years. The aim is to see the incidence of breast, cervical and uterine cancers reduced by 50% by the end of 2006.

64. The gender policy endorses the strategic plan of the MOHSS in respect of women's health which aims at the following:

- Greater utilization of existing programmes by women
- Strengthening services for women, particularly in area of human resource
- Supportive Plan implemented for women in abusive sexual health situations.
- Development of programme for menopausal women
- Improved management of psycho-social experiences /illnesses of health related conditions

65. The gender policy advocates the creation of sensitive spaces within the health sectors providing gender sensitive care to female adolescent health concerns

5.5.3. Sexual and Reproductive Health and HIV/AIDS

The Strategic Health Plan of the MOHSS aims to provide comprehensive reproductive health care and Family Planning services, which will assist the adult population in maintaining responsible, satisfying and safe sexual lives and parenting skills. This is of great significance given the high incidence of HIV/AIDS in Dominica. HIV/AIDS affects

both men and women. Women are however more vulnerable than men because of the threat of coerced and unwanted sex, and women's inability to negotiate safe sex. The spread of HIV/AIDS among women could be slowed if concrete changes are brought about in the sexual behaviour of men. Women are physically more at risk of HIV infection since male-to-female transmission of the virus is estimated to be 8 times more likely than female-to-male. This is because women receive greater quantities of possibly infected fluids during sexual encounters and semen has a higher concentration of HIV than vaginal fluid, the vagina is an internal organ, so women are less likely to know that they have sores from STI's. These sores can act like a "welcome mat" for HIV female genitals provide a larger surface area for HIV and other sexually transmitted infections (STI's) to be absorbed. In addition, in young girls, vaginal cells are underdeveloped and delicate, thus more likely to tear and receive the virus. Women may be too embarrassed to purchase condoms. When they do have condoms, using them requires male cooperation and many of women are hesitant to talk about sex with their partners. Sometimes women think being married protects them from HIV, but it is estimated that 2/3 of the HIV-infected women in the world have only had one partner. Abuse, the threat of abuse, and economic dependence sometimes prevent women from leaving unhealthy relationships. Young girls in particular may find themselves in controlling relationships with older men. Women often put themselves second to the children and family, and that includes seeing the doctor when necessary. In some cases, women are driven to exchange sex for money or favors for the daily survival of themselves and their family. The culture of machismo sometimes makes it difficult for women to insist on condom use and encourages multiple sex partners and infidelity among men (which further puts women at risk).

66. The gender policy wholeheartedly supports and endorses the goal of the Strategic Health Plan to achieve the following:

- Adequate reproductive health services available and accessible within the seven health districts.
- Development/strengthening of preventive programmes aimed at reducing the incidence of anaemia among primigravida.
- Strengthening of screening for gynecological problems.
- Introduction of comprehensive parenting programmes to four (4) new communities yearly.
- Development and implementation male reproductive health programmes.

5.5.2 Men's' Health and male health seeking behaviours

Traditionally, men do not utilize the services provided. Many only access health care when it is too late for preventive or curative action. Development and implementation of a program that ensures the health and well being of men is aimed at reducing the incidence rate of major health conditions among our male population.

67. The gender policy underscores the need for attention to male health issues and endorses the goals of the Strategic Health Plan to achieve the following:

- Development of a policy on men's health.

- Development of comprehensive men's health care programme.
- Establishment of awareness program to promote men's health.
- Implementation of health programmes which target men as users of health centres and which encourage male health seeking behaviours.

5.5.3 Health of Older Persons

Older persons are a vulnerable group with special needs. Dominica boasts of several centenarians most of whom are female. A national policy on older persons, finalized in 1999, emphasizes independence, participation, care, self fulfillment and dignity. It aims to increase the coping skills of older persons by 50% by end of 2006. The MOHSS is proactive in ensuring health and well being of older persons and have in place plans which are endorsed by this gender policy, emphasizing here that these plans should be sensitive to the different needs of male and female aged populations. These are:

68. Development and implementation of a national plan for the health of the elderly.
69. Development of appropriate mechanisms to meet the special needs of disadvantaged older persons.

5.5.5 The Sexual Division of Labour in health care professions

Traditionally, health care professions have been female dominated because of the assumed naturally caring nature of women versus men. However, these positions tend to pay lower wages than those held by men. Nurses form the largest group of health care workers. Some health professions such as those in Environmental Health are still very male dominated.

Table 5.5.2 A: Staff Ministry of Health (2004)

Position	Male	Female
Policy Formulation	3	13
Health Administration	4	1
Medical Stores	4	5
Primary Health Care Services	2	5
Roseau Health District	9	53
Portsmouth Health District	13	46
Marigot Health District	12	32
Grand Bay Health District	3	19
La Plaine Health District	3	11
Castle Bruce Health District	2	16
St Joseph Health District	5	16
Dental Assistant. & others	1	3
Environmental Senior & others	27	5
Health Information Unit	0	2
Total	88	227

Sex segregation has always existed, with physicians mainly male, and nurses mainly female. The increased opportunity for training in Cuba has resulted in many more females being trained as doctors. The Medical Board is strictly male.

Table 5.5.2 B: Medical Doctors (2004)

Position	Male	Female
Specialists	8	3
Technical Assistance Program	5	3
Medical Officer	8	2
District Medical Officer	7	2
Interns	1	3
Dental Surgeon	1	5
Ross Employed Doctors	4	2
Doctors not employed by Govt.	<u>8</u>	<u>1</u>
Total	42	21

The layout of the Princess Margaret Hospital allows male and female wards to be separated. Occupancy rate on the female medical wards is usually over 100%, and the female surgical/gynae wards normally operate at full capacity. Male nurses are usually assigned to male wards, upon completion of their training. No male nurse has been successful in being accepted into the midwifery programme.

Table 5.5.2 C: Staff at the Princess Margaret Hospital

Position	Male	Female
Nurses	9	169
Orderly Staff	20	0
Ward Aides	1	46
Domestic Worker	0	51
Security Guard	7	1
Psychiatric Unit	10	8
Laboratory Staff	10	14
Other Staff	<u>12</u>	<u>26</u>
Total	69	315

70. The gender policy advocates strategies which will ensure that a gender balance is achieved in the provision and management of health care at all levels. This could be attained by building capacity, improving skills and knowledge of staff to strengthen promotion of gender equality, and providing opportunities for male and female participation in areas traditionally not occupied by either sex.

5.6 Family, Sexuality and Gender Based Violence

In grouping these three components together, the gender policy recognizes that issues of family and gender based violence are closely correlated. There has been extensive discussion and consultations over the last decade and more, on issues pertaining to the family and the status of women, men and children in the family in Dominica. In addition, the gender and human rights conventions for which Dominica is a signatory have led to several documents and reports from which specific policy recommendations may be brought together in this document. In general gender as a thematic issue has grouped the areas of family, sexuality and gender based violence as they are closely interconnected. Disruptions in one affect the other, or more precisely, they are components of the private terrain inhabited by each individual in which actions and strategies by the state and society have to be carefully mediated and negotiated. One of the major disruptive factors in the constitution of family relations is the incidence of abuse which occurs through various forms of gender based violence. The document and the policy however do not equate the well being of the family only with the restraints to gender based violence.

The matter of sexuality was raised at gender policy consultations. However, it is a moot point whether the society is prepared to handle or openly address issues pertaining to sexuality other than where there is an acceptance of a normative heterosexuality. Discussions around sexuality are also located in the realm of health issues where society is confronted with obvious problems such as the spread of HIV/AIDS and other sexually transmitted diseases, in relation to Teenage Pregnancies under issues of education, in other sexual and reproductive health issues pertaining to family planning and abortion rights, and in relation to the need for sex education in schools.

In advocating for public debate and discussion on the rights of individuals with alternative sexual orientation, the gender policy in Trinidad and Tobago (Draft 2004) has raised inordinate fears among Catholic and other church centered populations, thus limiting the benefits which the larger document serves for the good of the wider society by arresting its passage through parliament and other decision making bodies. In this respect, the Dominica gender policy deals with the controversial sphere of sexuality only to urge that there is need for public discussion on the range of issues involved in order to appreciate the different viewpoints that a population may have on such issues. Among the issues raised by the Family and Sexuality Technical Support Committee group was that of the social anomaly and conflicting messages sent to young people by setting the **age of consent for sex** at 16 years and the age of adulthood at 18 years. In addition the report comments that many adolescents endure social rejection as a result of **gender identity**

conflict. The gender policy emphasizes that debates pertaining to sexuality and sexual and reproductive rights should be informed by data and experience of health professionals, counselors and educationalists to examine the concerns they may also have in meeting the needs of persons with alternative sexual orientations and indeterminate gender.

5.6.1 Strengthening the Family Unit through Legislative Changes

The Government should ensure that relevant mechanisms are in place for the implementation and enforcement of existing family-related laws. There is need for the review of existing laws which create barriers to enforcement, e.g. several child maintenance charges are not adhered to and women and children continue to suffer deprivation of needs or repeatedly go to Court. Dominica's compliance with the various UN conventions such as Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and Convention on the Rights of Child could be a good starting point to safe guard and support the integrity of the family unit as an institution for socializing individuals.

The following policy recommendations were adopted from the Report on Community Level Consultations in Family Law and Domestic Violence Reform²², and serves as the main guide to the legislative review or reforms which are advocated for Dominica.

71. Review of legislation relating to the recognition by the courts of unions other than marriage such as visiting relationships or common law unions in circumstances other than death or gender based violence. Other acts or statutes which recognize the interests of persons in common-law unions are the Social Security Act Chap 31:01, Protection Against Domestic Violence Act No 22 of 2001 and Fatal Accident Act 1991, Act No 3 of 1991.
72. The gender policy urges review of existing legislation in support for the well being of children and their entitlement to maintenance and inheritance rights from their parents irrespective of the family structure.
73. The gender policy supports the use of the Family Court for mediation of family matters especially in settlements relating to guardianship, custody and access. The Family Court should be used for mediation and counseling sessions prior to a divorce being filed. Where a couple decides for a divorce, proceedings should be held in closed court or in the specially constituted Family Court.
74. The gender policy advocates review of the existing Divorce and Matrimonial Causes (Declaration of Date Act 1984) and the Married Women's Property Act (Chap 35:60) to be brought more in line with other OECS country laws pertaining to divorce and settlement.

²² Report prepared and submitted by Gloria Septra Augustus, Attorney at Law and National Facilitator, Reform Project.

75. There is need for public education on the provisions which exist in various pieces of legislation such as the Maintenance Act Chap 35:61 and the Maintenance Orders Chap 36:62. The Maintenance Act places an obligation on every married man to provide reasonable maintenance for his wife and also for every married woman to provide reasonable maintenance for her husband. Many persons are not aware of the provisions of this act which is not widely used.
76. Under the Maintenance Act Chap 37:50, primary custodial rights are vested in the mother. While there are practical reasons why single mothers have primary custodial rights to their children since (75%) of single parent children live with their mother, under Act 15 of 2001, persons, such as fathers, who were ordered to pay maintenance could also make applications for access to children and to apply for custody. Consistent with the goals of achieving more harmonious gender relations within a society, the policy advocates for the review of legislation as it continues to perceive men and fathers not residing with the mother only as a source of income in the raising of children.
77. The gender policy advocates that the term of bastardry should be removed from the legal framework and with this move, all lingering disabilities attached to children born outside of a legal union.

5.6.2 Gender Based Violence

Domestic violence, a global problem, continues to adversely affect the family and the well being of persons in Dominican society. This is reflected in records of police files and service providers such as Women's Bureau and Dominica National Council of Women (DNCW). Domestic violence interferes with the country's goal of strengthening the family structure through the development of responsible male/female relationships. Domestic violence or family violence is a serious health problem, an obstacle to socio-economic development and a violation of human rights. While domestic violence is related to a number of risk factors such as history of violence at home, substance abuse, personality disorders, relationship conflict, low socio-economic status and overcrowdedness, it has been stated by professionals that causes of domestic violence are not the result of inexplicable cases of deviant or pathological behaviour. Instead, it is proposed that it results from learnt, conscious and deliberate behaviour. The major causes of violent behaviour include financial problems, poor communication, loss of control, deprivation of needs, lack of respect, love and trust, rejection or neglect and outside relationships. Among the consequences of violence were broken families, broken relationships, loss of freedom if convicted, feelings of regret, sorrow, guilt and shame, loss and pain to loved ones, loss of life, children abandoned or neglected by parents, and rejection by family and society.

A look at reported cases of police files and counseling records showed that both men and women seek assistance in dealing with domestic violence, but that more women approach formal institutions. There has been, however, an increase in the number of men who seek counseling. In the case of male reporting, the most frequent reasons cited as domestic

violence are the incidence of emotional/psychological abuse from the withholding of sex by one partner, a neglect in carrying out domestic roles, or that partners simply show indifference.

In Dominica, domestic violence is also widely perceived as “wife beating”. The emphasis is not surprising since “wife beating” seems the most common form of domestic violence in the Caribbean. The Women’s Bureau and the DNCW are the two main organizations that have undertaken formal mandates to address the issue of domestic violence. Other government agencies such as the Welfare Division and the Youth Division offer counseling services for their clientele which from time to time may overlap with that of the Women’s Bureau (WB) or of Dominica National Council of Women (DNCW). District Health Centres and the three Hospitals offer health care services for persons (more frequently women) who may have been physically attacked. The Police are also invariably involved in dealing with those abuses that are recognized as criminal offences. There are a number of other social groups and organizations e.g. church who provide counselling or support services of different kinds.

Despite the range of support described above, there are nonetheless insufficient support systems in place to deal adequately with the problem of domestic violence. Existing support systems are ill-equipped and weak in terms of institutional capacity – both financial and human resources. There is a lack of regulatory measures or mechanisms to improve efficiency. However, most relevant institutions provide some form of service within their limits. Among these are judicial advice and assistance offered both by private practitioners and the Government Legal Department and proceedings through the court system. Some persons in certain cases also obtain minimal financial support.

The Women’s Bureau provides services such as counselling, guidance and referrals. The Bureau through the attachment of a legal aid also offers legal advice and assistance and where and when necessary some form of minimal financial and material support is offered to victims of domestic violence. The Bureau feels it unfortunate that in the absence of a full-time professional counsellor, follow-up counselling is deficient. Similarly, Dominica National Council of Women provides counselling both at the office and field level. This organization has in operation a crisis intervention programme hotline system and temporary crisis shelter. The DNCW has also undertaken projects for the empowerment of disadvantaged rural women and has continually sensitized the public on domestic violence and violence against women.

The Police Department not only undertakes its main function of providing protection and safety measures and channelling cases through to court proceedings but has set up relevant training programmes to empower the officers. The Police Department executed a series of domestic violence crisis intervention workshops between January and March 2000 involving both law enforcers and social workers. The Health Department, both at hospital and health district level, provides medical services for victims of domestic violence, but also provide some level of counselling guidance and referrals. The Psychiatric Unit with a number of Mental Health Nurses in training at the time of the interview is hoping to be better equipped to offer support services. They offer social,

medical and psychological services to the public. Family Life Secretariat, a church-based institution, through its focus on the family life issues also sensitizes persons on issues of violence in the family. There are plans to train counsellors at the community level which should assist.

78. The gender policy advocates an integrated approach for addressing the problem of gender based violence, capitalizing on both Governmental and non-governmental actors involved in the area.
79. The gender policy advocates continued education/gender sensitization as key to changing the mentality/attitude and the perception of members of the public. The media as well as the church should play a greater role in this endeavour.
80. In addition the gender policy endorses the following valuable recommendations of the (2001) Research Study on Domestic violence in the Commonwealth of Dominica conducted by the Women's Bureau.
 - Strengthen the capacity of the Bureau dealing with women/gender affairs
 - Raise public awareness of services and procedures available
 - Provide more readily available Legal aid services
 - In the absence of professional counselors, a counseling support network and training programme at paraprofessional level is necessary. This could be considered as part of the "State College" continuing studies programme
 - Establish a Crisis Centre or operationalize the existing one (DNCW)
 - Provide specialized assistance for main groups of victims and perpetrators e.g. rehabilitation/treatment of perpetrators, health care for victims, shelter/homes financial assistance
 - Devise a proper data collections system for reports of domestic violence

5.6.2.1 Male Outreach Programmes and gender based violence

While men are perceived as the main perpetrators of gender based violence, as already indicated, some men are also on the receiving end of this kind of violence, but are less empowered to seek counseling or other forms of assistance. In addition, not all men are violent and the gender stereotyping of all males as prone to violence affect the perception of masculinity in general and the self esteem of men in society in relation to women.. Education on human rights, roles and responsibilities should help men to appreciate their own rights, but also that of others.

81. The gender policy advocates that a core of gender sensitive men at the community level can be an important vehicle to influence change in attitude and mentality of their counterparts. The focus may in the first instance be on under-achievers at school and popular education may be transmitted through youth skills training programme, sports organizations and other areas where primarily males congregate for recreation.

5.6.2.2 The School Curriculum

Gender tolerance encouraged at school should begin to create a base for better gender relations. Besides, the school is an institution which shapes minds and helps in the socialization of individuals. Networking between the school, home and community will ensure that values passed on are comparable and positive. Tackling the problem at the root will begin to ensure that the trend does not continue.

82. The policy advocates that gender concerns in relation to domestic violence should be integrated in the Health and Family Life School Curriculum. Government should ensure that acquisition of parenting/life skills is mandatory. This could be institutionalized through the school Parent Teacher Association, Health Centre Programmes and the Youth Division.

5.6.2.3 Economic empowerment and gender based violence

The relationship between economic power and gender based violence may be argued from two positions. First, groups or individuals who are disadvantaged, especially dependent women and unemployed youth, are more at risk of and unable to counteract violence in the home. Second, rarely calculated as an economic loss to society, gender based violence affects the capacity of those involved in the cycle of this violence to function at peak levels.

83. The gender policy advocates mechanisms such as a revolving fund for disadvantaged groups to be put in place. The private sector, such as financial institutions, should play a role in this venture and take the lead in such initiatives. It is important that collaboration between the various sectors, Government, Civil Society and Private Sector be strengthened thereby forming a tripartite system to address this ongoing and perennial problem.

5.7 Coordination and Implementation of the Gender Policy

The Dominican Gender Machinery recognizes the successful passage of the National Gender Policy and implementation of the Plan of Action would rely on an integrated and multi-faceted process. The process must first ensure the machinery is strategically poised and capable to undertake this initiative, educate the public and partners of the critical place of gender in any nation's sustainable and holistic development, establish a comprehensive system whereby the requirements of the gender policy could be integrated into the institutions and structures of national development, and forge networks and collaboration with government, non-governmental and community-based partners who would act as focal points and extended personnel in the operationalization of the policy.

5.7.1 Major Strategies to be employed

5.7.1.1 Capacity Strengthening

The capacity of the Dominica Women's Bureau needs to be strengthened to effectively deliver its mandate which involves lobbying and advocacy to better influence policy action for gender equity and equality. This means not only allocating the necessary resources such as providing for and training staff such as a policy analyst with the relevant skills, but also valorizing the work of the Bureau in the social development process. Government should also consider a name change of the Bureau to reflect gender focus. Gender consultations with communities have revealed that the name alienates male participation and continues to equate gender equality with primarily issues which concern women only rather than those which affect the well being of the society. The appropriate institutional framework is significant to effectively addressing crosscutting issues of gender and women's concerns.

5.7.1.2 Gender Sensitization, Education and Training

Continuous awareness and education will not only create an enabling environment but will allow for ownership of the process and will facilitate implementation. Training in gender analysis across all sectors of society and especially for key players is integral to ensuring a gender perspective is incorporated in all national and sectoral policies, plans and programmes.

5.7.1.3 Institutional Framework for Gender Mainstreaming

A national action Plan for Gender mainstreaming has previously been submitted to the Minister of Community Development, Gender Affairs and Information. This was developed through a consultative process. It proposed an institutional framework which incorporated the establishment of a Gender Management system (GMS) comprised of a Gender Management Team and Gender Focal Points. The Gender Focal Points consist of senior officers who will also serve as an inter-ministerial committee. It proposed that the attainment of gender equality and equity is dependent on the adoption and commitment of this approach by the Government of Dominica.

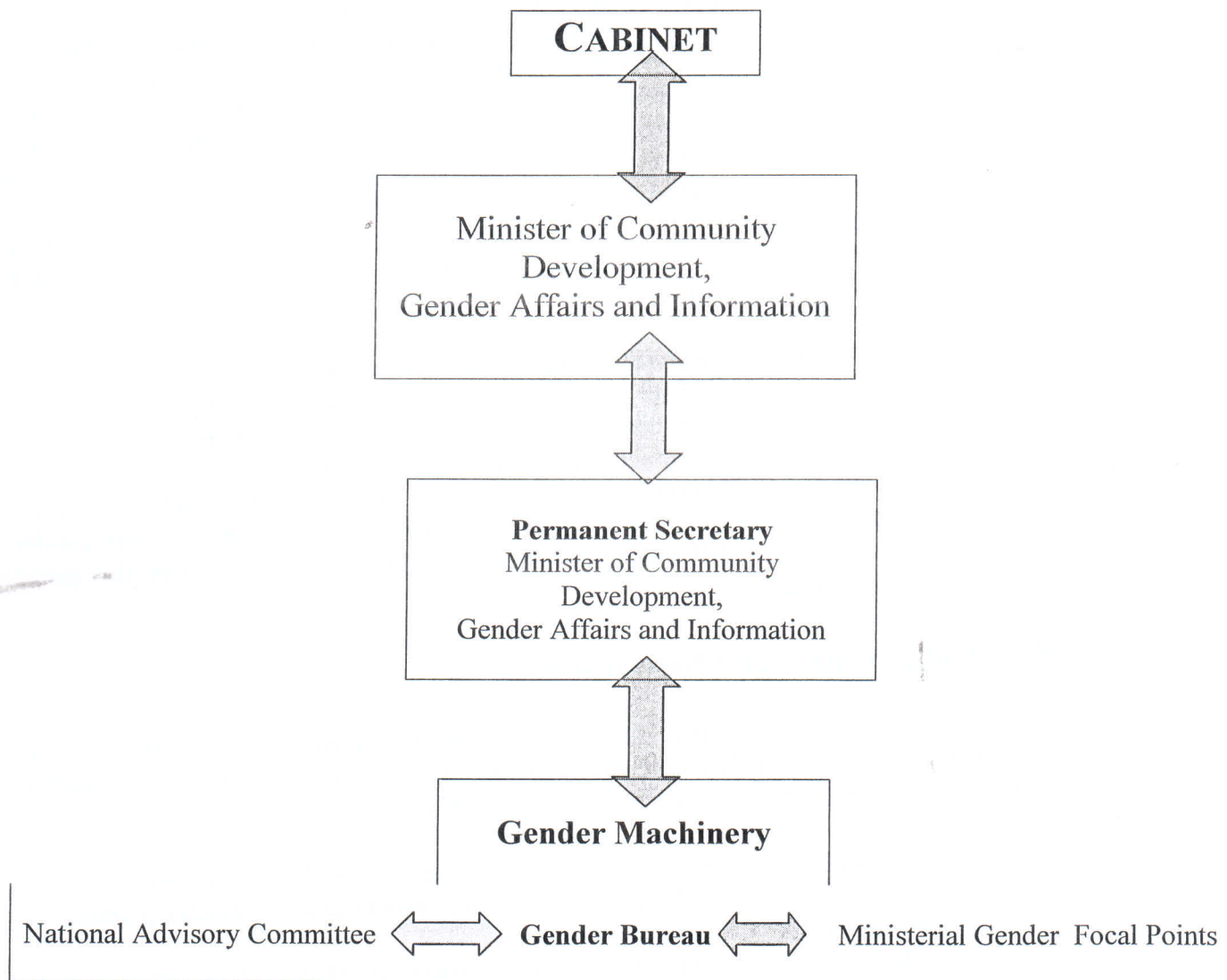
The 2005 Policy builds on the previously submitted framework for Gender Mainstreaming and proposes the following structure for the gender management system (See Organizational Framework: **Diagram 3**)

- The Minister of Community Development, Gender Affairs and Information has the overall responsibility for the execution and implementation of the programme and is the central link to all operational institutions and Cabinet.
- The Bureau (appropriately retitled) is the lead agency. The Bureau will be required to:
 - Initiate the establishment of a GMS modified approach
 - Co-ordinate and monitor this GMS
 - Ensure that gender concerns are addressed in all national development policies/plans/programmes
 - Develop gender indicators in collaboration with relevant sectors
 - Develop maintain, analyze gender specific data
 - Manage the flow of information and communication
- A National Advisory Committee on Gender Equality to provide advice and guidance to the Ministry and GMS Team. It is necessary that the advisory committee be empowered through their terms of reference to allow them to effectively play that role. These individuals, representing both sexes, should have keen vested interest in the advancement of gender equality and equity, should be informed of gender dynamics and be able to influence the necessary changes to policies and practices geared at the full development of women and men in society. The National Advisory Committee should be comprised of both male and female members from non-governmental organizations, union representatives, and private sector and youth organizations to serve as a monitoring agent for the implementation of the gender policy. They will be entrusted with monitoring the implementation of the policy.
- The Gender Focal Points (made up of Permanent Secretaries, Senior Technocrats and Administrators) will constitute the basic level in policy planning and implementation for ensuring.
- The GMS concept at the national level (modified to fit the context of Dominica)
- Establishment of operational policies and indicators of effectiveness

Through the above mechanisms gender analysis will be integrated into all sectoral and inter-sectoral planning. This will require proper data base/research relevant to informing policy and planning. Thus there will be more elaborate research centred in the lead agency, the Bureau.

DIAGRAM 3 - ORGANIZATIONAL FLOW CHART

INSTITUTIONAL FRAMEWORK FOR GENDER MAINSTREAMING



The Gender Machinery is responsible for the Gender mainstreaming within and external to the Government of Dominica. This includes Gender sensitization, education and training throughout the country. The National Advisory Committee comprises of NGO, CBO and Civil Society partners involved in issues related to Gender and Development.

5.7.1.4. Gender Sensitive Research, Analysis and Development of Statistical Base and Information for Implementation strategies

While there is great appreciation for the need for research driven planning, consultations held with various stakeholders continue to reveal real inadequacies in research, analysis and the knowledge base. This is made more apparent by the difficulty of obtaining sex disaggregated data in all sectors to guide programmes and plans and to evaluate impact of policy programmes. There is need therefore for systematic gender disaggregated data collection and analysis. Research and gender analysis is also important to monitoring achievements of international treaties. For example, the Beijing Platform for Action 1995 proposes that countries continue to collect and disseminate quantitative and qualitative data on women and men in decision-making, analyze their differential impact on decision-making, as well as monitor progress towards achieving the Secretary General's target of having women hold fifty percent of managerial and decision-making positions by the year 2005 and beyond.

5.7.1.5 Monitoring of International Treaties and Conventions

Not only does research play a role in monitoring the implementation of conventions and treaties but there must also be conscious efforts and action by government to ensure compliance. Established committees appointed by the government are required to ensure that these agreements are implemented. The CEDAW convention and the Beijing Platform for Action if implemented are sure instruments which can help obtain gender equality and equity. The Millennium Development Goals, if monitored, can also gauge attainment of these goals.

5.7.2 Collaboration and Networking

Since gender is a crosscutting issue partnership and networking is critical to the attainment of gender equality and equity, it requires the operation of a multi-partite system with the involvement of all major players in the process.

84. The gender policy recognizes that to realize the broad national goals of economic growth and equity in the development process gender planning is necessary.
85. That equal focus must be placed on social development in order to truly complement economic growth and therefore to achieve overall development.
86. The gender policy acknowledges that there is still a great need for gender sensitization of top-level personnel and policy makers and greater clarity of gender in development and gender mainstreaming as an effective tool.
87. The gender policy advocates a gender perspective in budgetary allocation.
88. The gender policy advocates more in-depth and high level, including tertiary level training for those who will be instrumentally involved in the implementation of the policy such that with limited resources, a few trained persons will be able to transfer skills and knowledge to others within the society. The gender policy presses for training especially of those who will be assigned as gender focal points.

5.7.3 Gender Stereotyping, Subordination of Women embedded in social and cultural practices and non-Compliance with CEDAW

Successful implementation of the Gender Policy will require that these are met:

1. Review and amendment of the 2001 Protection against Domestic violence act to eliminate and facilitate easy implementation.
2. Strengthening of the legal aid clinic.
3. Review/enact legislation or policy to address trafficking in persons (women, young boys and girls) and discourage importation of women for prostitution.
4. Accelerate efforts towards family law reform to include among other measures, the recognition of common law union.
5. Give consideration to ratifying the CEDAW optional protocol.
6. Adopt a zero tolerance approach to gender based violence.
7. Review social protection systems to deal equitably with risk and vulnerability caused by poverty, sickness, lost of employment, disaster etc.
8. Promote active dialogue and engagement between the judicial system and religious, cultural, civil society institutions and communities to discuss gender rights as human rights at all levels.
9. Strengthen the Statistical Office to undertake gender sensitive research and data collection and analysis.
10. Ensure that higher female academic performance is reflected in their position in the labour market.
11. Educate and encourage persons to position themselves to counteract the effect of trade liberalization and globalization

SECTION 6

Action Plan and Indicator Matrix

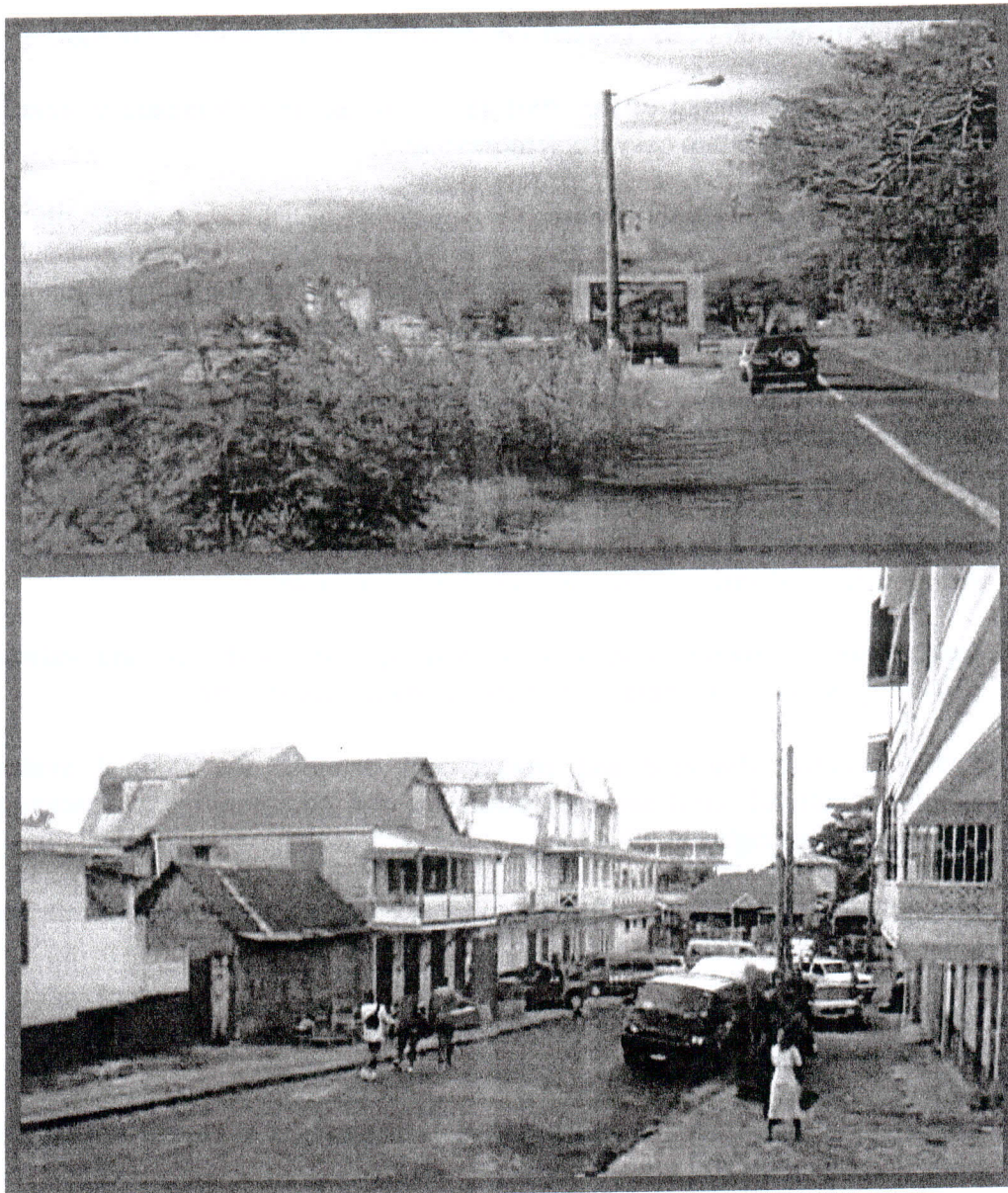


Photo Patricia Mohammed September 2005

Policy Area: 5.1 Gender and the Economy					
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
To ensure that decisions specific to economic planning for the Commonwealth of Dominica is informed and guided by the gender perspective and the different roles men and women play in economic development	Gender disaggregated data to inform all economic and other policy action	All Ministries, State Agencies and Quasi Government commit themselves to data collection forms which are disaggregated by sex	All data collection forms disaggregated	The basic population data which shapes all policy is disaggregated by sex facilitating gender analysis and the incorporation of the gender perspective	GOCD/Cabinet
	Poverty reduction strategies and analyses must be consistently gender disaggregated	Gender sensitivity and analysis training be engaged in for all economic policy makers and planners	All ministries, social sector and non-social sector establish a gender focal point	Presence and widespread integration of the issues of gender in the day to day working of each Ministry	GOCD/Cabinet
	Economic diversification activity and entrepreneurial development integrate a gender perspective	Personnel in institutions of credit and entrepreneurial be trained in gender and development	All representatives attend regular meetings	Presence and widespread integration of the issues of gender in the day to day working of each Ministry	GOCD/WB
			Personnel and Programmes of agencies which recognize the difficulties of women in accessing credit vis a vis that of men and	Focal points and gender machinery establish a sustained collaborative working relationship to strategically place the priority of gender in the development of Dominica	Lending Agencies, Development & Micro Finance Agencies and WB Dominica National Council of Women
To develop gender –based structures for the development in all aspects of agricultural planning and development, which is the main income generating sector for the economy of the Commonwealth of Dominica	Create gender disaggregated data and the gender differentials specific to ownership, earnings, crop selection, monitoring	Undertake a gender sensitive agricultural census	Gender training of Census enumerators and sensitization of the national community of the need for participation in the census exercise	Gender sensitive policy, programmes and interface from agencies involved in economic development of the population.	Ministry of Agriculture/National Statistical Office
	A gendered approach be taken in	Organize gender sensitivity training for supervisors in	Gender training of Census enumerators and sensitization of the national community of the need for participation in the census exercise	Gender sensitive policy, programmes and interface from agencies involved in economic development of the population.	WAB/ Ministry of Agriculture / Dominica State College / Ministry of Education /CIDA/ECIAF/ IICA
			Extensions and other services conducting	A detailed evidence-based understanding of how men and women participate	WAB/ Ministry of Legal Affairs Ministry of Agriculture /Lands & Survey Division

To create a national environment where the legal equality in labour standards, conditions and requirements translate into equity and equality in labour for all men and women in Dominica	<p>outreach and education strategies for small scale female and male producers as they seek to expand and innovate production</p> <p>To increase women's access to land for agricultural production</p> <p>Promote gender sensitivity in the agricultural (extension) and other services</p> <p>Establish if any, evidence of the levels of labour law violations along lines of gender</p> <p>Gendered review current legislation and tripartite arrangements for concerning labour and ensure these laws are harmonized</p>	<p>agriculture</p> <p>Examine and review legislation relating to ownership of land by women in different family unions</p> <p>Regularize land tenancies</p> <p>Ongoing research and monitoring of labour violations</p> <p>Establishment of a multi-sectoral review committee to conduct gender audit of labour laws</p> <p>Study/research to be conducted on the conditions of these workers and their avenues for recourse if</p>	<p>training geared to women and men in agriculture at times conducive to the participation of both</p> <p>Commissioning of study on legislation</p> <p>Research undertaken monitoring body established</p> <p>Audit begin</p> <p>Working papers / recommendations for standards, protocols and requirements for dealing with these categories of workers</p> <p>Review begins</p>	<p>differently in Agriculture production and planning</p> <p>Increase in the number of men and women trained in gender sensitive methodologies and agriculture</p> <p>Recommendations for revision of legislation</p> <p>More women holding legal documents for land</p> <p>A clear understanding of the ways men and women participate in labour and how the laws and structure serve them differently</p> <p>Labour standards and laws become gender sensitive eliminating avenues for discrimination</p>	<p>WAB /ILO / UWI/ Ministry of Labour</p> <p>WAB/ Ministry of Labour/ Trade Union Representatives /CARICOM</p> <p>WAB /ILO / UWI/ Ministry of Labour/UNAIDS / CAREC</p> <p>Ministry of Labour/WAB</p>
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	<p>with current CARICOM labour laws</p> <p>Critical focus on the protection of the labour conditions for lower leveled agricultural worker, and workers living with HIV/AIDS</p> <p>Review of the Protection of Employment Act 89:02 and the Labour contracts Act Chapter 89:04</p> <p>The granting of paternity leave should be entrenched in legislation as is maternity leave</p>	<p>compromised in any way.</p> <p>Team of persons established to review</p> <p>Required Parliamentary procedure to begin with Bill being laid in the House of Representatives</p>	<p>and recommendations of a more gender sensitive approach emerge</p> <p>Bill moves through the legislature and becomes law</p>	<p>Region-wide standards are established and kept within the context of a gender sensitive framework</p> <p>Labour is made a partner and facilitator in the changing gender roles of men and women the home</p>	
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
To establish a space where church and State could meet and dialogue on the place of gender and development, the place of women in organizations and the need for the theological and secular agents	Engage the national community through the media and other forms of popular contact to clearly understand the components of the national gender policy and perspectives	<p>Media blitzes and public call in and other community participation foras the gender policy and gender</p> <p>Invite community leaders and representatives on either side of the gender continuum to</p>	<p>Presence of the policy and gender concerns in the public space</p> <p>Collaboration between the community and proponents of gender and development</p>	<p>Heightened public awareness of the place of gender in national development</p> <p>Community based and Non-governmental partners fully engaged in the sensitizing the nation about gender stereotypes and beliefs</p>	Media, WAB, CBOs and NGOs

of development and agents of socialization institutions to collaborate	<p>on gender</p> <p>Position the policy as a tool of development with an expansive document addressing a multiplicity of concerns regarding the development of Dominica</p> <p>Ensure ownership of the policy by the entire national community</p> <p>To reduce gender biases and stereotyping in the media</p>	<p>engage in public dialogue</p> <p>Produce a user-friendly guide to gender and development in Dominica for reproduction in the mass media as a public education tool</p> <p>Use village councils, NGO's, CBO's and FBO's as community partners in the policy implementation process</p> <p><u>To conduct survey into media operations to identify gender biases and stereotyping</u></p> <p><u>To conduct gender sensitivity training for media houses (managers, personnel)</u></p> <p>Establish media watch committee to ensure and maintain gender sensitivity in the media</p>	<p>Increased public awareness of issues of gender and development</p> <p>Survey instruments developed and administered</p> <p>Training conducted</p> <p>Committed Appointed</p> <p>Terms of Reference (TORs) developed</p>	<p>Wider population committed to the reduction and ultimate eradication of negative gender stereotyping</p> <p>Comprehensive information available on the dimensions and nature of cultural stereotyping within the Dominican society and highlighted areas for change</p>	<p>Ministry of Community Development, Gender Affairs & Information</p> <p>Ministry of Community Development, Gender Affairs & Information</p> <p>Ministry of Community Development, Gender Affairs & Information</p> <p>Media Workers Assoc. Of Dominica (MWAD) DNCW</p> <p>MWAD Min. of Education</p> <p>Min. of Legal Affairs MWAD Church</p> <p>Dominica National Council of Women</p> <p>Personnel and</p>
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	To increase female participation as media practitioners	<p><u>To identify and encourage young women with interest to pursue career in journalism</u></p> <p><u>To ensure that mass communications and journalism is maintained on Government's priority list for training</u></p> <p><u>Ensure Gender balance in selection for training in Mass Communication and journalism</u></p>	<p>A programme developed targeting young females</p> <p>Mass communication and journalism remains on Government's Priority training list</p> <p>More women selected for training</p> <p>Strategy employed to ensure gender consideration in selection process</p>	<p>Report of the analysis of the findings</p> <p>Gender Sensitized media personnel</p> <p>Gender sensitive programming</p>	<p>Training</p> <p>Ministry of Education MWAD Min. of Education (respective schools)</p> <p>Min. of Education Min. of Comm. Dev. Gender Affairs and Information</p> <p>Min. of Comm. Dev. Gender Affairs and Information</p> <p>Min. of Community Development Gender Affairs and Information (Cultural Division)</p> <p>Calypso Association</p> <p>Dominica Media Workers Association</p>
	To develop and promote gender sensitivity in the arts		<p>Sensitization workshop held</p>	<p>Increased number of women opting for careers in journalism</p> <p>More persons pursuing training in Mass Communications and Journalism</p> <p>More females selected to pursue studies in mass</p>	

		<u>To conduct gender sensitization with performing artists (Calypsonians, songwriters etc.</u>		communications and journalism Positive gender imagery in the art forms	
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Policy**Area: 5.3 Gender and Political Decision Making**

OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
To create a national environment which ensures that men and women have equal access to and full participation in power structures and decision making	Commit to the establishment of the goal of gender balance in the governmental bodies and committees, as well as in public administrative entities, and quasi-governmental bodies	Examine all party structures and procedures to remove all barriers that directly or indirectly discriminate against the political participation of women or men	Political parties engage in a gender audit or analysis of their existing structures	A leveling of the access to political leadership and decision making for both men and women	Cabinet, all political parties, Gender Machinery, and International Development Agencies eg UNDAW
	Increase the capacity of women and where deficient the capacity of men to participate in decision making and leadership	Incorporation of gender issues in the political agenda, taking measures to ensure that women could participate in the leadership of political parties on equal footing with their male counterparts	Expansion of the political dialogue to pay specific attention to concerns of gender and development Efforts by NGOS, trade Unions and the private sector encouraged to achieve equality in their organization	A heightened awareness of issues of gender and their place in development and decision making and the critical need for decision makers committed to equitable decision making. This awareness being within the government	Political Parties, NGO, CBO and Civil Society, Private Sector Bodies and Government
	Inform the public and persons in	Establishment of specific targets in terms of men and	Targets set up within political parties and		Government / Cabinet and Gender Machinery, political parties, international development agencies
					Government /

	<p>decision-making and leadership of the critical need for gender balance in positions of power which shape the country's development.</p>	<p>women representation in political decision making nationally in keeping with Beijing and Commonwealth targets</p> <p>Review the criteria for recruitment and appointment to advisory and decision making bodies and promotion to senior positions to ensure that such criteria does are relevant and does not discriminate against men or women</p> <p>Aim at and support gender balance in the composition of national delegations to the UN and other international forums</p> <p>Develop communications strategies to promote the public debate on the changing roles of men and women in society and specifically to the need for gender balanced</p>	<p>structures of governance ie 33% female representation</p> <p>Assessment of and report on the recruitment and appointment to relevant positions outlining areas for action required to ensure gender equity and equality</p> <p>All national delegations representing the development concerns of the country show gender balance</p> <p>The media and other forums to influence and interface with the public be utilized to educate and sensitize as to the critical need for gender sensitive leadership</p> <p>Engage in ongoing gender sensitization and awareness training for</p>	<p>and non-governmental arenas</p> <p>A more equitable participation of men and women within positions of power and decision making</p> <p>Mechanisms established to monitor and evaluate on an ongoing basis the place and representation of men and women on advisory bodies. Ensuring a more gender sensitive policy process</p> <p>Presentation of a national voice which is aware of the need for the incorporation of gender and development issues within all international forum</p> <p>A national community aware and educated of the place of</p>	<p>Cabinet and Gender Machinery, political parties, international development agencies</p> <p>Government cabinet, Ministry of Foreign Affairs, Gender Machinery</p> <p>Media houses, Gender machinery, NG, CBO and Civil Society</p> <p>Gender Machinery, Regional and international organizations engaged in gender and development</p>	
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		leadership	persons in leadership and decision making	gender in development	
				The creation of an informed cadre of decision makers committed to equitable national development	

Policy Area: 5.4 Education and Human Resource Development					
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONS AGENCY/
To improve women and men's access to quality vocational training, science and technology and continuing education To develop non-discriminatory education and training	Create a cadre of planners and policy makers with the capacity to identify and analyze gender differentials in rates of re-entry into the system, including pre-tertiary qualification, matriculation requirements and gender attitudes to continuing education	Engage education planners and policy makers in sustained gender training and gender awareness building in the educational sector	Workshops and training of planners begin	Planners and policy makers throughout the education system with an intimate knowledge of the steps needed to create a gender sensitive and responsive education system throughout Dominica	Ministry of Education, Gender Machinery, UNESCO
	Review the current educational, technical/vocational offerings to reflect a gender sensitive move to a more knowledge based, innovative society	Establish where relevant committees and groupings of trained persons to undertake a gender analysis of material and formulate recommendations for change where necessary	Committees and groups of competent persons established and entrusted with review responsibility	Curricula, teaching aids and resource material free from gender stereo types and biased representations	Ministry of Education, Gender Machinery, CGDS
	Establish gender-balanced representation of teachers in the class	Recruitment for	Incentives be given as a part		Ministry of Education, relevant Serv Commission,

	room	teachers be structured to target more men or more women where relevant	of recruitment targeting specific areas of imbalance		Gender Machinery
	Eliminate gender bias which may exist in the curricula, teaching aids and text-books at all levels of the educational system	Establish a review Committee to oversee material	Committee named and terms of reference established	Staffing arrangements throughout the education system present a more gender balanced face	Ministry of Education, Teachers Training Col
	Create a cadre of education practitioners in direct contact with students who are gender aware and committed to the promotion of and equality, cooperation, mutual respect and shared responsibility between boys and girls and a building block to equitable development	Incorporate gender sensitivity training and a clear understanding of gender in education and the development of healthy gender relations in the school space in teacher training	Gender sensitivity module component be developed and integrated into teacher training	The lectures received by students are more gender sensitive and relevant to current gender and development concerns	
	Equip life skill and personal development professionals within the educational system with gender sensitive methodologies	Engage in ongoing workshops in gender awareness and sensitivity for teachers within the system	Gender sensitivity workshop module developed for Administrators, Deans and other teaching personnel	Trained teachers, knowledgeable in their central role in the development of a national populace who understands the place and the impact of gender	Ministry of Education, Central Statistical Un: Gender focal point Ministry Education
	Establish systems and mechanisms of gender monitoring and evaluation of drop out rates, exit and transition rates within the	Guidance Counsellors and Social Workers require to be exposed to gender training and sensitivity	Expansive work programme of implementation be established to secure exposure throughout the system for maximum exposure		National PT/ grouping, Teacher Representative
	entire educational system	The collection of sex disaggregated data need to be implemented throughout the system to f	Sex disaggregated data collection forms be designed and relevant persons entrusted with responsibility to oversee	Evidenced – based sex-disaggregated	Ministry of

	<p>Enhance collaboration between the educational system and the family to eliminate persistent social gender specific barriers which impinge on male and female students ability to maximize their potential</p> <p>Close the gap between men and women in their access to, participation in and achievement at all levels throughout the educational system</p>	<p>Parent Teachers Associations need to be used as entry points of collaboration between the school and the home for a wider societal re-engineering of gender</p> <p>Establish systems and research activity which seeks to provide an understanding of the differences between males and females specific to participation, access to and achievement in the educational system</p>	<p>completion in areas related to throughput of students.</p> <p>Collaborative efforts between schools and PTAs be embarked upon on issues of gender and development</p> <p>Research activity be commissioned and analysis of existent data on gender differential in education</p>	<p>data which would be the basis of policy to inform the lives of students within the system and to ensure the needs are met in a gender specific manner</p> <p>Parents become partners in the creation of a gender sensitive national community and are able to reinforce pertinent messages within the home</p>	<p>Education, National and Regional Research Bo</p>
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Policy Area: 5.5 Health and Medicine					
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
To contribute better health and wellness for women and men, towards a state of complete physical, mental and social well-being, healthy relationships between them, advancing their potential ensuring optimal health throughout the life cycle, which would facilitate the achievement of individual, personal and professional goals	- Formulation of a gendered health policy that advocates for more data on the full effects of gender on the status of health addressing	- Establishment of GAD focal point in the health sector - Develop programmes for disease prevention that meet the specific needs of men and women - Increase research in gender and sexuality to identify the key patterns of transmission of HIV/AIDS - Increase awareness of environmental health and occupational safety hazards for men and women - Establish programmes and services for victims of violence and abuse - Intensify information campaign in family planning methods to men and women	- Strengthened GAD focal point at the national and regional levels - Evidence of increased investment in information education to counter social and cultural values that influence men and women's health - Evidence of integration of gender concerns in health research, government policies, plans and major programmes of health-related government agencies	Gender consciousness of policy makers, legislators, programme managers, and health professionals on the health needs and concerns of men and women - Gendered legislation and policies that promote health at all stages from infancy to old age - Improved functional health and nutritional literacy in the population - Health care needs are understood in a context of physical and mental health and well being	Women's Affairs Bureau, Ministry of Health /PAHO Women's Affairs Bureau, Ministry of Health, Office of the Attorney General Women's Affairs Bureau, Ministry of Health /PAHO Women's Affairs Bureau, Ministry of Health /PAHO, NGOs and CBOs Women's Affairs Bureau, Ministry of Health /PAHO, Media Houses
	Strengthen community health participation within gendered framework		Governmental review and gender analysis of current health provision		
	- Ensure that men and women have equal access to health care		Provisions for	A national health care service which is	Women's

	services	<ul style="list-style-type: none"> - Upgrade and improve access to primary health care facilities increasing range, quality and quantity of services - Improve coordination of health education and promotion programmes especially in areas of primary and preventive health care - Equip health facilities to educate and deal with leading causes of death for males and females - Provide information and create sensitization programmes for women on issues related to sexual and reproductive health - Review legislation related to women's reproductive rights - Introduce female and family friendly birthing procedures 	<p>increased outreach work within the health sector</p> <p>Gender analysis of health concerns of males and females within the national community</p> <p>Reproductive sexual health issues brought to the fore of public debate</p> <p>Committee established to undertake review</p> <p>Workshop and educational activity geared towards the media, outlining their place in the promotion of holistic health care</p> <p>Health care campaigns which treat with psychological health as a</p>	<p>able to deliver gender sensitive service</p> <p>A population which is informed of the health care services available to it and the gendered implications of this provision</p> <p>Increased and improved access to appropriate, quality health services, information and related services for both men and women throughout their life cycle</p> <p>A comprehensive legal framework which would facilitate the policy-making and relevant planning and monitoring of the health sector specific to the national need of the Commonwealth of Dominica</p> <p>A media fraternity fully sensitized, and committed to the critical need</p>	<p>Affairs Bureau, Ministry of Health /PAHO</p> <p>Women's Affairs Bureau, Ministry of Health /PAHO, Office of the Attorney General</p> <p>Women's Affairs Bureau, Ministry of Health /PAHO, Media, CBOs</p> <p>Women's Affairs Bureau, Ministry of Health /PAHO, Psycho-social health care Practitioners and experts in this field</p> <p>Health care training institutions, Women's Affairs Bureau, Ministry of Health /PAHO</p>
	<ul style="list-style-type: none"> - Review of the curriculum in Medical Education - Improve the professional status, remuneration, and existing working conditions of nurses vis a vis doctors - Ensure equality in job opportunity in promotions in positions where there is an unequal representation by sex 				

		<p>and practices in public and private hospitals</p> <ul style="list-style-type: none"> - Increase media exposure and public male health promotion to encourage health-seeking and less risk-taking behaviours - Increase and enhance substance abuse treatment facilities for women - Improve the availability of low-cost psychological counselling for both men and women - Review acceptance criteria for medical and health training institutions to include concern for welfare of others, empathy and ethics - Train health professionals in gender sensitivity in the areas of reproductive 	<p>component of health services designed for the complete well being of the individual and not limited to physical well being</p> <p>Curriculum and training which encompasses welfare empathy, gender sensitivity and ethics</p> <p>Salary review embarked upon</p> <p>Review of positions</p>	<p>for public awareness and buy in to the holistic provision of health care</p> <p>The provision of health not limited to physical concerns but health seen as a state of complete physical, mental and social well-being</p> <p>Health care professionals who ascribe to the total definition of health and well-being and provide their services accordingly</p> <p>Greater satisfaction and higher retention rates of health care providers</p> <p>More broad</p>	<p>Public Service Salary Review Institutions, Relevant Trade Unions, Ministry of Health</p> <p>Ministry of Health, Relevant Service Commission</p>	
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		<p>and sexual health, breast and cervical cancer, male prostate cancer, male reproductive health and STDs</p> <p>-</p> <p>Review conditions and remuneration in nursing profession to attract and retain male and female nurses</p> <p>Fashion gender sensitivity of job titles of positions within the health sector to ensure they would attract both men and women</p>		<p>based subscription to positions within the health sector</p>		
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Policy Area: 5.6 Family, Sexuality and Gender Based					
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
- To achieve gender equity/social justice in law and legal systems	Engender the judicial and legal systems	<ul style="list-style-type: none"> - Organize and conduct sensitization workshops for all levels of staff in Ministry and all sectors of legal system - Collaborate with partners eg Hugh Wooding Law School to conduct training - Pursue curriculum reform to include gender at all levels of legal training - Identify strategic partners in the engendering initiative - Identify and support priority areas identified by GFP/Ministry and consultant - Sensitize the judiciary, practitioners 	<ul style="list-style-type: none"> - Increased number of staff /legal practitioners trained in gender issues and planning increased - Increase in number/percentage of training courses for legal and para legal practitioners conducted - Increased number of collaborative activities between institutions of legal training/ UWI - CGDS/Women's Affairs or other agencies - Gender and Law included in Law School (and Faculty) curriculum - Courses infused with gender analysis - Introduction of gender courses at all levels of legal training and related higher learning - Evidence of use by judiciary and legal practitioners of 	<p>A judiciary which is sensitive to the current judicial and legal needs of the society and is committed to the delivery of its services in a gender sensitive manner</p> <p>OECS Family Law Reform and Domestic Violence initiative; recommendations should be adopted and implemented</p> <p>(Report on CEDAW being finalized should provide insight on Dominica's level of compliance ad gaps to be addressed)</p>	<p>The Legal fraternity, Institutions of Legal training, UWI and Women's Affairs Bureau</p> <p>The Legal fraternity, Institutions of Legal training, UWI and Women's Affairs Bureau</p> <p>The Legal fraternity, Institutions of Legal training, UWI and Women's Affairs Bureau, Office of the Attorney General</p>

		<p>on issues of gender issues of gender in the conduct of cases</p> <ul style="list-style-type: none"> - Influence the physical layout of courtrooms to make them more gender sensitive - Implement the GMS within the Legal institutions - Develop a Handbook on the use of gender-sensitive language for all government departments. <p>Work with legal officers to develop gender sensitive mechanisms of dealing with issues of gender-based violence</p>	<p>literature/training in gender issues in the courtroom</p> <ul style="list-style-type: none"> - Evidence of more gender sensitive language and attitude of judges and lawyers when dealing with cases eg rape, child maintenance, domestic violence, and other cases of gender-based violence 		
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Policy Area: 5.7 Coordination and Implementation of the National Gender Policy					
OBJECTIVES	STRATEGY	PROPOSED ACTIVITIES	INDICATORS	EXPECTED OUTCOME	RESPONSIBLE AGENCY/IES
The successful implementation and passage of the National Gender Policy of the Commonwealth of Dominica towards a nationwide commitment to development committees to gender equity and equality	The establishment of gender focal points in all Government Ministries, Agencies and Quasi Governmental Bodies	Each Government Ministry, Agency and Quasi Government organization must identify a suitably empowered and strategically positioned liaison person or department responsible for the relay of information between the gender machinery and that organization and the mainstreaming of gender within that organization	Focal point identified and empowered to act on behalf of and within the agency NGO and Community based partners established to form NAC	An integrated and multi-pronged responsibility for the implementation of gender as a development concern in the Commonwealth of St. Lucia	Government/ Cabinet, Relevant Agency and the Gender Machinery
			Established line of communication and mode of operation between given agency and Gender Machinery	Identification of the relevance and priority of gender in the development process by persons in power and decision making within the Government	Gender Machinery, Government Cabinet and Consulting Gender Expert
		Identify NGO and CBO partners to generate wide scale popular support	Consultant Identified and workshop planned		Gender Machinery, NGO, CBO and Private Sector Body /ies
		Gender training and sensitivity workshops for all senior Government employees		NGO, CBO, and Private Sector recognition and buy in to their place in the comprehensive implementation process	
	Secure the support of Faith based and religious	NGO, CBO and private sector partners who were involved	NGO, CBO and Private Sector partners reported to on receipt of the final document prior to public dissemination of the final document		Gender Machinery, Faith Based Organizations

	<p>partners in the process of implementation</p> <p>Engage in extensive outreach and education of the population specific to the contents of the policy and the implications of it for their country's future</p>	<p>in the crafting of the policy document must be made part of the process of dissemination in a meaningful manner</p> <p>Extensive collaboration with Faith Based organizations in terms of sensitizing them to the place of the policy in national development and their place in ensuring national buy in</p> <p>The national media and cultural personalities should be used to present a truthful and meaningful discussion on the policy and its content</p>	<p>Meetings and workshop sessions with Faith Based organizations</p> <p>Planning and undertaking of media campaign on the policy for public information and education</p>	<p>Faith Based Organizations adopting a collaborative and facilitative posture to the policy document</p> <p>The National Community is aware of the content of the policy document</p>	<p>Gender Machinery, Media</p>	
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Appendix One

Members of the Technical Support Committee by Sector

ECONOMY, POVERTY AND LABOUR

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Lyndell Williams
Esther M. Thomas

EDUCATION

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GENDER MACHINERY

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Roselyn Paul

GENDER AND DECISION MAKING TEAM REFORM MANAGEMENT

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Kervin Stephenson

RELIGION, MEDIA AND CULTURE

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Ruth Allport

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