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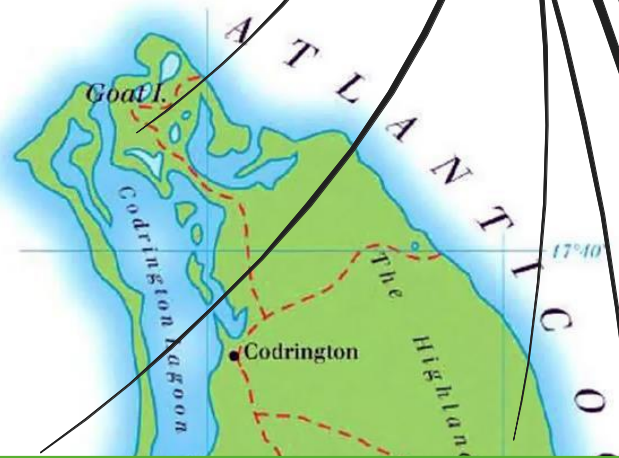
**CARIBBEAN DEVELOPMENT BANK**

**COUNTRY GENDER ASSESSMENT  
ANTIGUA AND BARBUDA (VOL. 1)**

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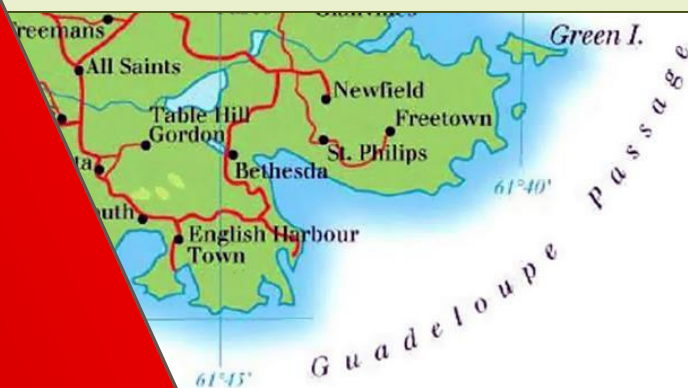
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**JUNE 2014**



# COUNTRY GENDER ASSESSMENT ANTIGUA & BARBUDA (VOL. I)

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JUNE 2014



PRESENTED TO  
CARIBBEAN DEVELOPMENT BANK  
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Antigua and Barbuda

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# TABLE OF CONTENTS

ACKNOWLEDGMENTS .....	i
LIST OF TABLES AND FIGURES.....	iii
ACRONYMS AND ABBREVIATIONS .....	iv
<b>PART I</b> .....	<b>1</b>
1.0 EXECUTIVE SUMMARY.....	1
2.0 INTRODUCTION.....	6
3.0 METHODOLOGY .....	8
<b>PART II</b> .....	<b>12</b>
4.0 STATISTICAL GENDER PROFILE.....	12
5.1 COUNTRY GENDER PROFILE.....	18
5.2 GENDER AND ECONOMIC GROWTH.....	18
5.3 GENDER AND PRIVATE SECTOR DEVELOPMENT .....	27
5.3.1 GENDER, AGRICULTURE AND AGRI-BUSINESS .....	27
5.3.2 TOURISM .....	30
5.3.3 MICRO, SMALL AND MEDIUM ENTERPRISES .....	32
5.4 GENDER, EDUCATION AND TRAINING .....	35
5.5 GENDER AND PUBLIC SECTOR TRANSFORMATION AND REFORM.....	41
5.6 GENDER AND DECISION-MAKING.....	41
<b>PART III</b> .....	<b>48</b>
6.1 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY .....	48
6.2 INTERNATIONAL AND REGIONAL COMMITMENTS .....	48
6.3 NATIONAL LEGAL FRAMEWORK AND THE ENFORCEMENT OF RIGHTS .....	50
6.2.1 LEGISLATIVE REFORM .....	50
7.1 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING .....	53
7.2 THE NATIONAL GENDER MACHINERY.....	53
7.3 CAPACITY OF THE NATIONAL GENDER MACHINERY .....	55
7.4 GENDER EQUALITY AND NATIONAL POLICIES .....	57
7.5 NATIONAL CAPACITY FOR GENDER MAINSTREAMING.....	59
8.1 EXISTING GENDER AND DEVELOPMENT COOPERATION IN THE BMC .....	62
8.2 GENDER MAINSTREAMING IN DEVELOPMENT INITIATIVES .....	62
8.3 CONCLUSION .....	65

## LIST OF TABLES AND FIGURES

T1: GENDER STATISTICAL PROFILE.....	14
T2: SEX DISTRIBUTION IN ECONOMIC SECTORS .....	18
T3: FARMERS REGISTERED WITH CENTRAL MARKETING COOPERATION BY SEX.....	27
T4: PARTICIPATION IN PRIMARY AND SECONDARY SCHOOL LEVELS BY SEX.....	35
T5: ENROLMENT IN PUBLIC AND PRIVATE SCHOOLS BY SEX (2011-2012) .....	35
T6: ENROLMENT IN ANTIGUA STATE COLLEGE, BY DEPARTMENT AND SEX (2004-2005) .....	36
T7: ENROLMENT IN PROFESSIONAL COURSES AT UWI SCHOOL OF CONTINUING STUDIES BY SEX (2006).....	36
T8: ENROLMENT IN ANTIGUA AND BARBUDA INSTITUTE OF TECHNOLOGY BY SEX (2006).....	37
T9: TEENAGE LIVE BIRTHS (REPORTED), 2011-2013.....	38
T10: REPRESENTATION OF PERMANENT SECRETARIES BY SEX (OCTOBER 2013) .....	42
T11: REPRESENTATION OF HEADS OF DEPARTMENT BY SEX (OCTOBER 2013).....	42
T12: COMPOSITION OF PARLIAMENT BY SEX .....	44
T13: COMPOSITION OF LOCAL GOVERNMENT BY SEX (BARBUDA).....	45
T14: GENDER CONSIDERATIONS IN LEGISLATION.....	51
T15: PROGRAMMES, SERVICES AND SPECIAL EVENTS AND ACTIVITIES OF THE DIRECTORATE OF GENDER AFFAIRS (DOGA) .....	53
T16: ABSENCE OF SEX-DISAGGREGATED DATA IN POLICY FRAMEWORKS .....	60
T17: TABLE OF RECOMMENDATIONS (* BOLDED RECOMMENDATIONS ARE GOAB- PRIORITIZED AREAS OF ACTION).....	67
D1: OPPORTUNITIES, CAPABILITIES, SECURITY AND EMPOWERMENT FRAMEWORK .....	9
D2: ASSETS MODEL .....	9
D3: ECONOMIC SYSTEMS FRAMEWORK.....	10

## ACRONYMS AND ABBREVIATIONS

ABDB	Antigua Barbuda Development Bank
ABST	Antigua Barbuda Sales Tax
ALP	Antigua Labour Party
BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
BPM	Barbuda People's Movement
CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CED	Community Economic Development
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CGA	Country Gender Assessment
DOGA	Directorate of Gender Affairs, Antigua and Barbuda
DVA	domestic value-added
GSPS	Growth and Social Protection Strategy, Antigua and Barbuda
ECCB	Eastern Caribbean Central Bank
FDI	Foreign Direct Investment
FGD	Focus Group discussion
GAD	Gender and Development
GARDC	Gilbert Agricultural Rural Development Centre, Antigua and Barbuda
GBV	Gender-based Violence
GBV NSP	National Strategic Action Plan to End Gender-based Violence, Antigua and Barbuda
GDP	Gross Domestic Product
GOAB	Government of Antigua and Barbuda
HIV/AIDS	human immunodeficiency virus
HR	human resources
ICTs	Information and Communications Technologies
ILO	International Labour Organization
MDAs	Ministries, Department and Agencies
MDGs	Millennium Development Goals
MOA	Ministry of Agriculture, Antigua and Barbuda
MOF	Ministry of Finance, Antigua and Barbuda
MOL	Ministry of Labour, Antigua and Barbuda
MOLA	Ministry of Legal Affairs, Antigua and Barbuda
MOT	Ministry of Tourism, Antigua and Barbuda
MTDS	Mid-term Development Strategy, Antigua and Barbuda
NEST	National Economic and Social Transformation Plan, Antigua and Barbuda

OAS	Organization of American States
OECS	Organisation of Eastern Caribbean States
PER	Public Expenditure Review
PS	Permanent Secretaries
PST Unit	Public Sector Transformation Unit, Antigua and Barbuda
SME	Small and medium enterprises
SP	Strategic Plan
STDP	Sustainable Tourism Development Plan, Antigua and Barbuda
TA	Technical Assistance
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNICEF	United Nations Entity for Children
UPP	United Progressive Party, Antigua and Barbuda
VAT	value-added taxes
VAW	violence against women
WAD	Women and Development
WID	Women in Development

# PART I

## 1.0 EXECUTIVE SUMMARY

1. This Country Gender Assessment aims to bridge gender inequality theorizing with available statistics and indicators, as to provide an in-depth analysis on the situation and the status of women, men, girls and boys in Antigua and Barbuda. Human development, multi-dimensional poverty and gender inequality rankings are unavailable for Antigua and Barbuda, chiefly due to missing data. Other notable gaps are country specific sex-disaggregated data and gender-sensitive indicators, which would further support understanding of gender inequalities in Antigua and Barbuda.
2. Within the broader Antiguan and Barbudan socio-cultural context, women are not considered to be at any systemic or institutionalized disadvantage to men. Many policies and programmatic interventions are developed without any reference to gender equality, and are referred to as ‘gender blind’ or ‘gender neutral’ as opposed to being understood as void of critical gender considerations. Meanwhile, women in Antigua and Barbuda continue to be adversely affected by systemic, institutional and socio-cultural, political and economic inequalities.
3. Throughout the most productive economic sectors, women in Antigua and Barbuda predominate in positions that are precarious, lower paying and/or less secure, and largely reinforce stereotypical gender roles of domesticity and the provision of care. Men are far greater represented in the sectors that contribute the highest percentage to GDP, and within those targeted by the GOAB for development. Overall, women maintain a higher unemployment rate than men, and remain unemployed for longer periods, once they fall into the category of ‘economically inactive’. The under-representation and under-participation of women in productive sectors means that proposed strategies to promote growth and stimulate development are likely to exclude them, and further inflate overall gender wage gaps and other inequalities.
4. Strategies to address Antigua and Barbuda’s economic challenges have been well-outlined through the national economic and social transformation plan. Achieving its targeted outcomes has included the adoption of debt restructuring strategies, taxation reform, and social security and pension reforms.
  - i. Debt restructuring strategies bear similarities to the damaging regional reforms of the 1970-1990s, similarly prescribing primary expenditure reductions which are carried out without gender-based analysis. Wage freezes in the public sector are likely to affect women disproportionately, as differing gender consumption levels are particularly exacerbated by wage insecurity. Extended wage freezes in the public sector further fail to account for the rising cost of living, and impact on purchasing power. The Government workforce comprises of 37.2% males and 62.8% females. Women within Government further account for 34.4% and 32.8% of the lowest two per-capita consumption quintiles respectively, while men of the same employment category account for 22.0% and 15.1%.
  - ii. Decreases to the number of goods in the basic goods basket and the harmonization of taxes with the Antigua Barbuda Sales Tax (ABST) could lead to widespread challenges for the most vulnerable populations, which include single-parent women. The CGA finds however that maintaining revenue neutrality in Antigua and Barbuda’s proposed and newly-instituted taxation strategies could be achieved through zeroing the items which demonstrate the most positive impact on poorer and female-headed households, while increasing the VAT on



luxury items and demerit goods, which are not expected to impact on the purchasing decisions of those who consume them.

- iii. Social security is assumed to be gender-neutral. However, the *CGA* found that women and men are impacted differently in the implementation of this scheme. The longer life expectancy of women to men in Antigua and Barbuda means that women have a greater likelihood of exhausting other income sources, thus relying more heavily on social security in their later years. The informal and precarious participation of women in the workforce means that Social Security benefits may not be sufficiently secured over the course of their working lives, in proportion to men. Moreover, unpaid work is not covered by social security schemes, which is overwhelmingly conducted by women. The gross ascription of care duties to women challenges the development of social security policies that are responsive to and reflective of the lived realities of women and men. The harmonization of pension schemes further requires consideration of the existing differential conditions for women across existing programmes.
5. Antigua and Barbuda's draft Sustainable Tourism Development Plan (STDP) 2013 is expected to enable the development of long term sustainable projects by maximizing the results for investors, respecting and preserving the natural beauty of the allocated sites and providing a unique experience to visitors. The strategy however, makes no mention of gender-responsive strategies.
6. The *CGA* shows that women and men are differentially impacted by tourism inputs and outputs, and further, have differing understandings of the relationship of tourism to the broader social development environment. While women comprise the majority of workers in the hotel and restaurant and services sectors of tourism, their main occupancy is in the lower echelons of employment, and the vulnerability of the sector to external market shocks has challenged economic opportunities, leaving women vulnerable to exploitation. Cyclical periods of unemployment are exacerbated by a decline in aggregate demand, stemming from the economic crisis. Tourism sector workers are further affected by the minimal absorption potential of their labour to other sectors, and challenged by gender-based vulnerabilities such as sexual harassment, inflexible working hours, and unfair dismissal.
7. Micro, small and medium enterprises are noted as critical to the generation of economic activity and long term stability, particularly within the tourism sector. Women are considered to dominate this often informal sector. The *CGA* found that their informal trading has been under-reported and un-recorded for the most part, and not sex-disaggregated. Moreover, the types of goods produced by women may limit their successful distribution in both the local and regional markets as women choose products for retailing because they enjoy preparing, making or developing them, and are generally convinced that consumers will purchase them. A market-based and/or market-responsive approach to vending requires support from development partners in-country.
8. The *CGA* found that the overall trade and market environment of Antigua and Barbuda demonstrates both positive and negative elements to the establishment and entry of local businesses, however the country is positioned in the lowest percentile of countries ranked for the type of goods produced, individualization in production, inadequate information on projected supplies to purchasers, a lack of appreciation and adherence to purchasing and delivery norms, and a lack of uniformity in product. These are noted challenges for SMEs in successful trade and distribution of products regionally or internationally.
9. While tourism forms the largest share of the Antiguan and Barbudan economy and its development, the *CGA* found that effective development of natural resources (for example, marine resources), could positively address issues of poverty and food security, over and above the advancement of the

tourism sector. Applying food security policies to support locals/residents over tourists may address food insecurity among the most vulnerable within the population who are challenged by rising food prices. Further, advancing the use of sustainable energy sources such as solar and wind energy could power entire communities, and work to halt and reverse the impacts of climate change, while responding to sustainable resource challenges.

10. Women have limited access to and control over the means of production in Antigua and Barbuda, in particular, land and credit. These hurdles make them and their families more vulnerable to poverty. The *GGA* found that women in particular, utilize farming to fulfil the basic needs of their families. Data found in-country revealed however, that men represent 71.4% of workers in the Agriculture, Hunting and Forestry sector, and women 28.6%. While the Ministry of Lands and Agriculture does not maintain sex-disaggregated data on land ownership, it is understood that women in the country participate more extensively in agricultural production. The same systems and structures which render women's work in the home invisible impact on the recognition of the contribution of women to productive work in agriculture. In Barbuda, 1,062 females are registered landholders, and 832 males, revealing that 56% of landholders are women. The various uses for the land were not revealed in the *CGA*, as the Barbuda Council does not compile data by land use. However the Barbuda Land Act (2007) entitles Barbudans up to four (4) pieces of land (which otherwise rests in the Commons) that can be used for residential purposes, animal grazing, cultivation, and commercial purposes. As women in Barbuda have access to and control over multiple plots, this creates the potential for land use to support agricultural production.
11. Statistics reveal near gender parity in the attendance of males and females in schools at the primary and secondary levels in Antigua and Barbuda. Similar to other regional member states, questions emerged with regard to the out-performance of female students over male students. The *CGA* found, however, that where boys are underperforming, girls in similar economic circumstances are also underperforming. Some social-cultural barriers such as teenage pregnancy, adversely impact the access of young women to education, and a higher dropout rate is found among males at the primary, junior secondary and secondary levels. Although females fare much higher in educational attainment at the tertiary level, graduating from college and university has not resulted in a major shift in women's access to work, higher incomes, or leadership and decision-making positions. Moreover, it has not translated into women penetrating economic sectors that are more productive and targeted for development. A gender-sensitive approach to education works to ensure that the learning environment is free from systemic gender bias and discrimination against males and females, and further, that educational attainment translates into broader gender equality advances, particularly in the labour force.
12. With a growing thrust towards entrepreneurship and SME development, policy needs to include synergies with a broader socio-economic development plan, and better communicated to students throughout their school life cycle. The *CGA* found that efforts have been made in Antigua and Barbuda for curricula to support the changing nature of gender labour roles, and further, to enable access for females to pursue courses in male-dominated fields, and vice versa.
13. The country's public sector is notoriously large, employing approximately 9% of the total population, and 18% of the labour force. The *CGA* found that the public service is also an employer of women at some of the highest levels of administration. Women account for 62% of Permanent Secretaries, the most senior-level civil servants, while men comprise the majority of Heads of Department, accounting for 60% of these post-holders. Despite the dominant representation of women, the *CGA* found that the ballooning of the public service to its present size is characteristic of the institutionalization of gender inequities and patriarchal notions of supporting women's economic development. Evidence of this practice may be found in the country's maintenance of a low wage-

compression ratio among OECS countries, suggesting that highly-skilled or highly-positioned workers are underpaid, while unskilled workers are overpaid – a common condition of rigidity in employment practices that reduces the flexibility to implement reform policies effectively.

14. The *CGA* found that the public service is characterized by a systemic under-valuing of traditionally female-dominated ministries, while higher expenditure is found in the so-called ‘hard’ or masculine sectors of Finance, Public Works, Information Technology and National Security. This valuing of particular sectors not only devalues the importance of the work of employees within the overall processes of development, but also their capabilities. The *CGA* applies the understanding that establishing and maintaining a more balanced representation of women and men in leadership supports women’s right to equal participation in decision-making processes, and the notion that the ideas and perspectives of women are better integrated into the decision-making processes that affect their lives.
15. The Government of Antigua and Barbuda has ratified a number of international Conventions and enacted a number of pieces of legislation to eliminate direct and indirect discrimination on the basis of sex, while advancing equality between men and women. Other pieces of national legislation however contain ingrained gender biases which may lead to discriminatory practices.
16. The Directorate of Gender Affairs (DOGA) is the National Gender Machinery and focal agency responsible for advancing gender equality in Antigua and Barbuda. Although the Directorate boasts a comparatively large human resource compared to other gender bureaus in the region, chief policy-based and technical support interventions are carried out by a limited number of technical staff, and limited public funding. In 2013, the Directorate was allotted EC \$624,136 of the Ministry of Education, Youth Sports and Gender Affairs’ total budget of EC \$84,446,171 or 0.7%. An extensive share of the Directorate’s resources is dedicated to Personal Emoluments. Of the budget for 2013, 77.4% of funds requested were dedicated to salaries and allowances. With minimal public resources to its regular programmes and activities, the Directorate relies considerably on the support of external agencies to implement its work-plan.
17. Antigua and Barbuda does not have a National Gender Policy, either in draft or expired form. Challenges arise in the integration and incorporation of gender issues in macro-level programmes and policy frameworks, particularly within the sectors or ministries principally charged with the responsibility for economic development and core national development strategies. The *CGA* found that gender mainstreaming is notably absent from the National Economic and Social Transformation Plan (NEST), Tourism Policy and Public Sector Transformation Plan. Where ‘gender’ is mentioned in other strategies, a thorough engagement with gender issues, analysis of gender-based implications, and subsequent integration of gender-sensitive policy decisions with gender-responsive targets and indicators is absent. Antigua and Barbuda’s Youth Policy however, presents a very strong ‘best practice’ of gender mainstreaming in policy frameworks nationally, and the Strategic Plan to address gender-based violence is strongly rooted in commitments to end gender inequality.
18. The *CGA* found that a key obstacle to the integration of gender in sector programmes lies in the absence of quantitative and qualitative sex-disaggregated data, gender analysis, and gathering and synthesizing of gender-related data across sectors. All agencies, ministries, organizations and groups should be empowered and sensitized to this function, supported by an overall coordinating framework, by way of a Gender Strategic Plan, which supports the development priorities articulated in the country’s imminent Mid-term Development Strategy (MTDS).
19. The GOAB has prioritized three *CGA* recommendations for immediate action, and identified partnering organizations and institutions to ensure their effective realization: (1) Gender assessments and subsequent gender mainstreaming of policies in mainstay economic sectors through the MTDS;

(2) A cross-sector analysis of short and mid-term development strategies, connecting development plans to education and training; and (3) A functional review of the Directorate of Gender Affairs, exploring its capacity to fulfil its mandate and support the overall development vision for Antigua and Barbuda.

## 2.0 INTRODUCTION

20. Gender inequality is widely considered a cross-cutting issue and an important site of analysis of social, cultural, economic and political life, and is critical to understanding the economic and social factors driving Antigua and Barbuda's economic growth, poverty reduction and sustainable development. Differences between men and women observed in economic, social and political life are not seen to be the result of sex (biology) but rather, the result of social relations that ascribe different roles, rights, responsibilities and obligations to males and females.<sup>1</sup> Differing gender roles are largely understood as social constructs, whereby real and/or perceived differences between women and men are subject to processes of social valuing, resulting in classifications of social hierarchy.
21. The imperative of considering gender equality in development policy-making, planning and programming was put on the United Nations' agenda in the 1970s. The idea that equality between men and women is a human rights issue, a social justice issue, and an economic efficiency/growth issue has evolved over the last four decades through different approaches – Women in Development (WID), Women and Development (WAD), Gender and Development (GAD), and gender mainstreaming advanced by the UN, and 'gender equality as smart economics' promoted by the World Bank. The pursuit of gender equality is anchored in international instruments such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the Millennium Development Goals (MDGs).
22. The gender and development agenda promotes the view that equality between men/boys and women/girls has long-term socio-economic and developmental consequences, and is essential in the fight against poverty, and the achievement of economic growth and sustainable development. Ensuring that gender equality issues are fully considered in development policy-making, planning and programming decisions thus requires a clear understanding of why they are important and how women/girls and men/boys, by virtue of their social roles and responsibilities, participate in and experience society differently. The focus on gender equality must therefore address the different ways in which political, economic and social issues affect men and women, and ensure that the needs of both are considered and addressed.
23. The objectives of the Country Gender Assessment (CGA) are to provide a comprehensive gender assessment of the social, economic and governance sectors in Antigua and Barbuda to:
  - i. Critically analyse the national capacity for and constraints to gender mainstreaming in government, the private sector and civil society (including legislation, policy, institutional structures and mechanisms, financial and human resources, knowledge and skills, etc.);
  - ii. Uncover the links between gender equality and the different socio-economic life chances of men and women, to enable CDB to provide support for a more gender-responsive programme on poverty reduction, economic growth and sustainable development in the ten BMCs; and
  - iii. Identify the constraints, opportunities and risks for CDB to promote gender equality in its development programmes in the ten BMCs.

### **SITUATING GENDER INEQUALITY IN ANTIGUA AND BARBUDA**

24. Accepting that gender inequality is real and persisting is arguably one of the most critical components to advancing strategic policy and programmatic frameworks in social and economic development.

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<sup>1</sup> On defining gender: Caren Grown and Valodia Imraan (2010). "Introduction", *Taxation and Gender Equity: A Comparative Analysis of Direct and Indirect Taxes in Developing and Developed Countries*. London, Routledge.

Although scholarship in the Caribbean widely recognizes that gender inequality affects and constrains economic development and growth in the region,<sup>2</sup> within the Antiguan and Barbudan socio-cultural context, women are not considered to be at any systemic or institutionalized disadvantage to men. The impact of legacies of imperialism have largely been masked by recent decades of material gains for women, shielding the persisting and dominating ideological discourses of patriarchy, and further failing to address the deep-seated belief in women's societal subordination.

25. It has been widely articulated, principally at high levels of leadership and decision-making, that women face no real or perceived barriers to equitable access or participation in social, political and economic life.<sup>3</sup> Moreover, strategic policies and programmatic interventions that are developed without any reference to gender are considered to be 'gender blind' or 'gender neutral', as opposed to being void of critical gender considerations. Meanwhile, women in Antigua and Barbuda continue to be adversely affected by gender-based violence (GBV), less access to and ownership of productive resources, inadequate access to sexual and reproductive health services, under-participation in the most productive sectors, and under-representation in positions of leadership and decision-making, while men and boys adopt attitudes and behaviours of 'masculinity' which perpetuate dominance and control.<sup>4</sup>
26. Statistics and their subsequent analysis have come to inform policy, assess performance, and contribute to planning, design and development of programmes and projects (GOAB, 2013). Statistics have similarly gained importance in articulating and understanding serial socio-cultural, economic and political disadvantages faced by women, and how men and children are also implicated in these processes.
27. The CGA therefore aims to bridge gender inequality theorizing with available statistics and indicators, as to provide for an in-depth analysis on the situation and the status of women, men, girls and boys in Antigua and Barbuda, and further, to underscore the centrality of gender equality to inclusive social and economic development.
28. The *Antigua and Barbuda Country Gender Assessment* comprises three main parts:
  - Part I** Executive Summary, Introduction and Methodology.
  - Part II** Statistical data and context analysis, which provides a gender-based statistical profile and situational analysis of Antigua and Barbuda.
  - Part III** Legal and institutional: which undertakes a gender assessment of Antigua and Barbuda's constitutional and legislative framework, as well as the country's institutional framework and capacity for gender mainstreaming.
29. See Volume II, Appendix I for a more comprehensive discussion of the theoretical framework of the *Antigua and Barbuda CGA*.

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<sup>2</sup> Theorists and authors on this subject include Reddock, Barrow, Grown, Wedderburn, and Seguíno.

<sup>3</sup> The Commonwealth Secretariat's Expert Team report of the Antigua and Barbuda General Elections captured the perspectives of a male candidate who expressed the view that there is no gender gap in Antiguan politics and that women "just need to try harder". See [http://www.caribbeanelections.com/eDocs/election\\_reports/ag/AG\\_CET\\_2009.pdf](http://www.caribbeanelections.com/eDocs/election_reports/ag/AG_CET_2009.pdf)

<sup>4</sup> While analysis of certain social and human development indicators are not included in the body of the report, Appendix 3 (A3) provides information on gender-based violence in Antigua and Barbuda and the perpetuation of male dominance.

## 3.0 METHODOLOGY

30. The focus of the *CGA* is chiefly informed by the CDB Strategic Plan (SP) for 2010-2014, and Antigua and Barbuda's Country Strategy Paper (2010-2014).
31. The Consultant reviewed the current and pipeline projects identified by the CDB, to explore their relation to the above-mentioned proposed strategies and actions, and to prioritize the sectors selected for further data gathering and gender analysis.
32. The following sectors/areas (and their related agencies/divisions) were prioritized as key to the Country Gender Assessment:
  - i. Gender and Economic development (to include debt restructuring and taxation policy, infrastructure development and agriculture);
  - ii. Gender and Tourism development;
  - iii. Gender and Education; and
  - iv. Gender and Public Sector Transformation.
33. The Consultancy team approached the gathering of primary data and information along the noted social, economic and governance sectors through semi-structured interviews and focus group discussions during a field mission conducted from 23<sup>rd</sup> September to 5<sup>th</sup> October 2013, and a review of internationally and regionally published data sources. The *CGA* is further informed by national reports presented in various national, regional and international fora; policy documents; and legislation published electronically (see the List of References). The 2013 Budget Statement, presented in December 2012, provided a comprehensive overview of the strategic economic direction for the current fiscal year, rooted to the National Economic and Social Transformation (NEST) Plan. The field mission identified critical data gaps in current demographic and household/housing indicators, in particular: household composition; (un)employment rate and labour force participation.
34. Involvement of local stakeholders in the BMC served to orient the research design and execution, particularly the National Gender Machinery, the Directorate of Gender Affairs and its Executive Director, who participated integrally in identifying focal points and interview subjects.

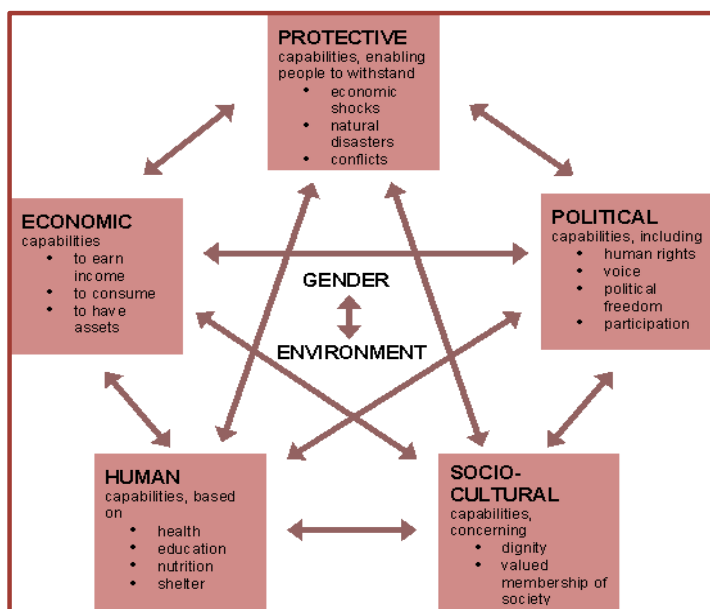
### THEORETICAL FRAMEWORK

35. The four main dimensions of poverty encapsulated by the World Bank (2001) – **opportunities, capabilities, security and empowerment** – provide the chief framework for this study. This framework incorporates the 'entitlements/capabilities', 'social exclusion', and 'rights-based' approaches utilized within the Caribbean context, which enable theorizing of the multi-dimensional aspects of poverty identified in the World Bank framework.
36. These approaches all justify and support the imperative to promote equality between women and men across communities, underpinned by the many international, regional and national commitments that Caribbean governments have made to reduce poverty and achieve economic growth and sustainable development
37. The *CGA* also applies a combined **Assets Model** which looks at five categories of 'assets' which an individual man or woman requires in order to be a fulfilled, productive and self-supporting member of society: personal, social, physical, financial and human assets, and which further understand that

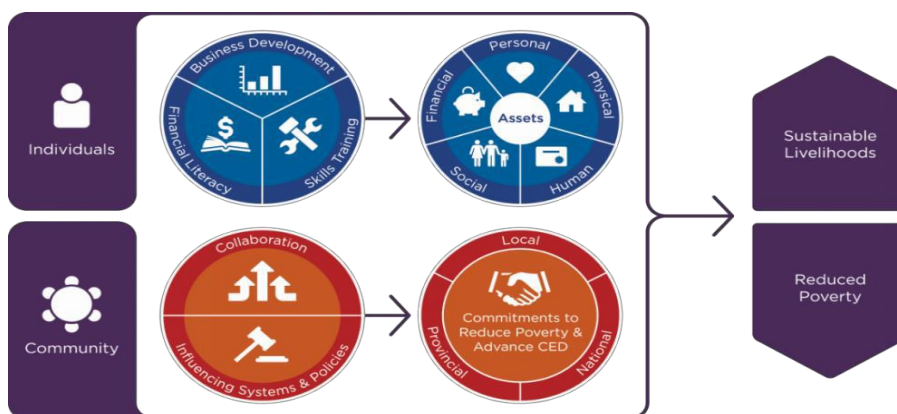
building individual capacity requires particular inputs and changes in policy that in turn supports one's participation and contribution to overall (community) economic development (CED).

38. In addition, the **Economic Systems Framework** analyses the interplay between economic development and gender equality at the levels of households (including intra-household decision-making, and access to resources), formal institutions (e.g., legal, education, banking/credit systems and informal institutions (which include gendered belief systems, values and attitudes), and markets, which is depicted here:

## D1: OPPORTUNITIES, CAPABILITIES, SECURITY AND EMPOWERMENT FRAMEWORK

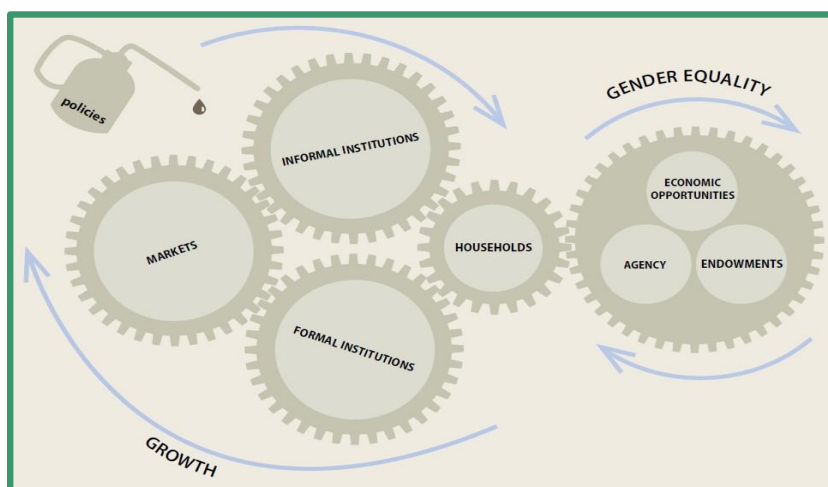


## D2: ASSETS MODEL





### D3: ECONOMIC SYSTEMS FRAMEWORK



39. The CGA adds to these frameworks the understanding that in the Caribbean males and females are not homogeneous groups, and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, (dis)ability, etc. deeply affect gendered experiences and outcomes.
40. Mirrored across the CGAs is the understanding that men and women experience poverty in different ways. The region includes a high proportion of female-headed households in which women struggle to support children on their own, often impeded by lower levels of education and skills, high levels of unemployment and under-employment, and a resulting economic and social insecurity. Men, on the other hand, are more likely to find some type of employment, but many suffer a gender role 'identity crisis', due to their inability to function in the traditional male role of breadwinner.
41. These forms of social organization are understood to construct and normalize male dominance and reinforces oppression in all aspects of society.<sup>5</sup> The CGA contextualises gender inequality within its patriarchal root, and intrinsically understands that patriarchal systems and structures disadvantage, marginalise and adversely impact upon the lives of both women and men. Men are recognised as playing a crucial role in the social disempowerment of women, particularly through inter-personal relations, however, they are also recognised as being adversely impacted by gender inequality (and patriarchy in the broader instance).
42. Accounting for difference in the experiences, needs, issues, priorities, etc. of women and men provides a framework for negotiating strategies to achieve equitable outcomes for all members of society. The concern for the reversal and/or eradication of underlying causes of structural and systemic, social and cultural gender inequalities enables subsequent processes of economic growth, poverty reduction, and social transformation to be rooted in the lived realities of women and men, and better address multifaceted challenges.

<sup>5</sup> Bhavnani, Kum-Kum and Margaret Coulson (2005). "Transforming Socialist Feminism: The Challenge of Racism", *Feminist Review* (80): 87-97.

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## PART II

### 4.0 STATISTICAL GENDER PROFILE

43. The statistical gender profile (see Table 1 below) sets out core sex-disaggregated statistics and indicators in areas including population, income, poverty, social development, sexual and reproductive health, leadership and decision-making, and gender-based violence. The data in Table 1 indicate the following:
- i. The last National Census was conducted in 2011, and estimated the total resident population of Antigua and Barbuda as 81,799 persons (*de facto* population of 83,278), with 1,810 of those being inhabitants in Barbuda. Of the total persons 83,278 recorded, 43,271 were female (52%) and 40,007 male (48%), a decline of 1% in females and gain of 1% in males from the 2001 Census, and an overall population growth of 15.6% from the same prior Census record (GOAB, 2012).
  - ii. The total labour force of Antigua and Barbuda is recorded as 39,943. Of the total number, females comprise a slightly larger share of the labour force at 21,341 and males 18,602. Women of reproductive age make up a greater share of the population than men of the same age, which can be attributed to the fact that women make up a slightly larger share of the country's population.
  - iii. The IHDI – Inequality Adjusted Human Development Indicator, provides for the actual level of human development, accounting for inequality, as published by United Nations Development Programme in its 2013 and 2011 Human Development Reports. Relevant data is missing for Antigua and Barbuda, and thus both of these reports do not include a rank for the country. UNDP's Human Development Index (HDI) however ranks Antigua and Barbuda 67<sup>th</sup> among 187 countries, with a value of 0.760.<sup>6</sup>
  - iv. In Antigua and Barbuda, more men consider themselves to be heads of household than women, and subsequently more women consider themselves to be the spouses or partners of male heads of household. Of the population of persons surveyed for the 2001 Census,<sup>7</sup> 13,872 males declared that they were the head of household, while 10,666 females declared that they were the head. A mere 1,378 males considered themselves to be spouses or partners of the head, while 8,424 females responded that they were the partner or spouse of a male head.
44. The differential declaration of head of household status by women and men may be attributed to the country's patriarchal social organization. Men have been and continue to be considered heads of the home, premised on conservative interpretations of religious texts found commonly in Christian societies such as Antigua and Barbuda. Of 48 families surveyed in 2006/7, 33% were found to be

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<sup>6</sup> The Gender Inequality Index is similarly derived from UNDP's 2010 *Human Development Report*, using reproductive health, empowerment and labour market participation to capture the loss of achievement within a country due to gender inequality; missing data has resulted in no ranking for Antigua and Barbuda. The Multi-dimensional Poverty Index (MDI), first published in the 2010 Report, complements money-based measures by considering multiple deprivations and their overlap. The index identifies deprivations across the same three dimensions as the HDI, and shows the number of people who are multi-dimensionally poor. This value is not available for Antigua and Barbuda for the reason previously outlined.

<sup>7</sup> Information not yet available for the 2011 Census; disaggregation by age group not yet available from 2011 Census

single parent female-headed households.<sup>8</sup> It is estimated however, that 41% of homes in Antigua and Barbuda are single-parent, female-headed households (Ellis, 2003). Women's burden of care is greater in these instances, as many women heads are solely responsible for care, with no partner or robust family safety net. Combined with limited and unequal labour market opportunities, women's vulnerability to poverty is significantly advanced by their propensity as single parent heads of households (UN Women, 2014).

45. Non-marital and other types of unions are common in Antigua and Barbuda. Of 56,176 persons surveyed in 2001, 15,845 declared being legally married, 6,661 common-law, 6,794 visiting partner, 1,057 married but not in union, 1,067 divorced and not in union, 20,482 not in union, and 1,040 not stated. The law provides for couples who have lived together continuously for 5 years or more in common-law unions to bring proceedings to court in respect to their title and rights to property.
46. According to Antigua and Barbuda's Electoral Commission Publication of the Voter's Register, as at 31<sup>st</sup> December 2008, 52,183 persons were registered as electors and eligible to vote in the March 2009 General Election; 28,195 of those registered were female (53.97%) and 24,013 registered were male (46.02%). 52,183 electors cast ballots in the 2009 General Election, indicating a 81.02% turnout.
47. The other key indicators related to gender equality presented in Table 1 below are analyzed in the Executive Summary and Section 5.

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<sup>8</sup> The *Country Poverty Assessment (CPA)* conducted in 2006/2007 included the survey of families, from which the data is sourced.

## T1: GENDER STATISTICAL PROFILE

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
<b>Total population (2011)</b>	40,007 (48%)	43,271 (52%)	83,278 (100%)	GOAB, Census, 20011
<b>Population 0-14 years old (2013)</b>	11,333	10,979	24% of total population	CIA, 2013
<b>Population 15-24 years old (2013)</b>	7,465	7,622	16.7% of total population	CIA, 2013
<b>Population 64 years and over (2013)</b>	2,771	3,659	7.1% of total population	CIA, 2013
<b>Population under 5 years old</b>			7300	UNICEF, 2012
<b>Gross National Income (GNI) per capita (2012)</b> The GNI is similar to the gross national product (GNP), except that the GNP does not include indirect business taxes.	-	-	\$17,833 \$12,640 (Atlas Method)	IMF, 2012 2012, World Bank
<b>Gini coefficient (2007)</b> The Gini Index measures the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution.	-	-	0.48	UNDP, 2007
<b>Human development index (HDI) (2012)</b> Dominica's HDI value is in the 'high' human development category, which positions the country at 72 out of 187 countries and territories globally.	-	-	0.760 (Ranked 67 of 187 countries)	UNDP, 2012
<b>IHDI</b>	-	-	N/A	
<b>Gender inequality index (GII)</b>	-	-	N/A	
<b>Number of male or female-headed households</b>	51.6% 56.5%	48.4% 43.5%	100% 100%	RIO +20, 2012 Government of Antigua and Barbuda, Census, 2001
<b>Percentage of Population in Poverty</b>	-	-	3.7% - Indigent 14.6% - Poor, not indigent 10.0% - Vulnerable	Kairi, CPA 2005/6

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
			28.3% - TOTAL	
<b>Poverty: the 'indigence line'</b>	-	-	\$2, 449 (ECD) \$6.71 (ECD) per day	Kairi, CPA 2005/6
<b>Poverty Gap Index</b>	-	-	6.63	Kairi, CPA 2005/6
<b>Poverty Severity Index</b>	-	-	3.75	Kairi, CPA 2005/6
<b>Population with Income Below Poverty Line</b>	8.3%	10%	18.3%	Kairi, CPA 2005/6
<b>Distribution of Population in 2 Poorest Quintiles</b>	45.3% 15, 278	54.7% 18,449	33,727/84,334 (40% of total population)	Kairi, CPA 2005/6
<b>Male-Female Headed Households in Poverty (Poorest) (%)</b>	52.2%	47.8%	100%	Kairi, CPA 2005/6
<b>Average Income (USD)</b>	N/A	N/A	N/A	
<b>Life Expectancy (2011)</b>	73.9 years	78.1 years	75.9 years	CIA, 2011
<b>Fertility Rate (2013)</b>	-	-	2.04	CIA, 2013
<b>Adolescent (10-19) Live Births</b>		360	360	CIA, 2013
<b>Adolescent Fertility Rate</b>	-	51%	51%	World Bank 2009-2013
<b>Maternal Mortality Rate</b>	-	0.81		CARICOM, 2010
<b>Literacy Rate (2011)</b>	98.4%	99.4%	99%	CIA & World Bank
<b>Expected Years of Schooling (2012)</b>	-	-	13.3	UNDP, 2012
<b>Mean Years of Schooling (2012)</b>	-	-	8.9	UNDP, 2012
<b>Education Gender Parity Index</b>	-	-	Primary : 0.93 Secondary: 1.02 (In favour of females)	GOAB, Ministry of Education, 2011-2012

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
<b>Day Care and Primary School Enrolment</b>	1685	1677	3362	GOAB, Ministry of Education, 2011-2012
<b>Gross Enrolment Rate (Primary)</b>	100%	88.1%	94.0%	GOAB, Ministry of Education, 2009-2010
<b>Gross Enrolment Rate (Secondary)</b>	78.9%	82.1%	80.5%	CEPAL, 2011
<b>Enrolment in Junior Secondary Schools</b>	68.2%	31.8%	100%	GOAB, Ministry of Education, 2010-2011
<b>Enrolment in Tertiary Education</b>	689 (34.8%)	1291 (65.2%)	1980 (100%)	OECS, 2010-2011
<b>Labour Force Participation (15+)</b>	18,602	21,341	39,943	Kairi, CPA 2005/2006
<b>Employment and Unemployment Rates</b>	-	-	12% (estimate)	GOAB, 2012
<b>Wage Gap</b>	N/A	N/A	N/A	GOCD, 2014
<b>Male/Female Employment by Economic Activity</b>	(See Table 1)			ILO, 2008
<b>Number of males/ females in Parliament (2003)</b>	28	7	35	CIWIL, 2013
<b>Number of males/ females in local government (Barbuda Council) (2013)</b>	10+1	1	11+1 (Parliamentary Representative)	CIWIL, 2013
<b>% of Women in Decision-Making Positions in the Private Sector</b>	-	44.8%		Dr. Ermina Osoba, 2003
State bodies and Corporations		8.8%		
Hotel and Restaurant Sector		8%		
Boards		23.4%		
Select Commercial Banks				
<b>Number of males/females in Decision-Making Positions in the Public Administration</b>				GOAB, Estbmt. Division, 2013

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
No. Permanent Secretaries	9	13		
No. Heads of Department	12	8		
<b>% of males/females in the Judiciary at all levels</b>				OECS, 2013
Presiding Judges	33.3%	66.7%	100%	
Staffing	0%	100%	100%	
Court of Appeal (Regional)	60%	40.0%	100%	
<b>Gender-Based Violence (GBV) Victims</b>			216	DOGA, 2011
Rape and SV	0	6		
Child Rape or SV	0	10		
Physical Abuse	5	88		
Psychological and Verbal	43	240		
Financial Abuse	2	199		
Human Trafficking	0	22		



## 5.0 COUNTRY GENDER PROFILE

### 5.1 GENDER AND ECONOMIC GROWTH

48. Throughout the most productive economic sectors, women are predominate in positions that are precarious, lower paying and/or less secure, and largely reinforce stereotypical gender roles of domesticity and the provision of care.
49. Data for 2012 (see Table 2) reveal that men are far greater represented in the sectors that contributed the highest percentage to GDP (Construction, Transportation and Communication), and within those targeted by the GOAB for development (Agriculture and Fisheries).
50. Women are greater represented in Government Services and Financial and Business Services, and are noted to not only fill the positions that are lower paid (Osoba, 2005), but also greater represented amongst the poor for persons employed within these services.<sup>9</sup> Overall, women maintain a higher unemployment rate than men, and remain unemployed for longer periods, once they fall into the category of ‘economically inactive’ (FOCAL, 2006).

#### T2: SEX DISTRIBUTION IN ECONOMIC SECTORS

SECTORS AND INDICATORS	DISTRIBUTION OF CURRENT GDP (2008)	TOTAL EMPLOYMENT BY SECTOR (1000S) MALE	TOTAL EMPLOYMENT BY SECTOR (1000S) FEMALE
<b>Agriculture, Hunting, Forestry</b>	3.1	0.563	0.225
<b>Fishing</b>	?	0.288	0.002
<b>Mining &amp; Quarrying</b>	2.6	0.099	0.022
<b>Manufacturing</b>	1.8	1.054	0.7
<b>Electricity, Gas, Water Supply</b>	3.0	0.478	0.107
<b>Construction</b>	21.9	3.419	0.138
<b>Wholesale and Retail Trade</b>	10.2	2.586	2.931
<b>Hotels &amp; Restaurants</b>	8.6	2.327	3.455
<b>Transport &amp; Communication</b>	19.7	2.082	1.121
<b>Financial &amp; Business Services</b>	16.3	0.363	0.832
<b>Real Estate, Renting and Business Activities</b>	-	0.914	0.751
<b>Government Services</b>	15.4	2.399	2.587

<sup>9</sup> Table 3: Distribution of Labour Force Participants by Sex and Type of Worker, page 21 of the Statistical and Technical Appendices to the SLC/HBS (Volume III) shows that women within Paid Employment by Government account for 34.4% and 32.8% of the lowest two per-capita consumption quintiles, while men of the same employment category account for 22.0% and 15.1% respectively.

<b>SECTORS AND INDICATORS</b>	<b>DISTRIBUTION OF CURRENT GDP (2008)</b>	<b>TOTAL EMPLOYMENT BY SECTOR (1000S) MALE</b>	<b>TOTAL EMPLOYMENT BY SECTOR (1000S) FEMALE</b>
<b>Education</b>	-	0.45	1.507
<b>Health and Social Work</b>	-	0.341	1.614
<b>Other Services</b>	6.3	1.337	1.72
<b>Less Imputed Service Charge</b>	8.8	-	

51. Of the eighteen (18) business types/categories of employed persons by industry in the 2001 Census, women’s participation exceeds men in: wholesale/retail trade (53%); hotels and restaurants (59.9%); public administration (51.9%); education (75%); health and social work (82.6%); other community, social and personal services (56.4%); and private house work with employed persons (82.3%). Where women and men were employed within the same occupational class, women’s earnings are on average lower than men (FOCAL, 2006).
52. The under-representation and under-participation of women in productive sectors means that proposed strategies to promote growth and stimulate development are likely to exclude them, and further inflate overall gender wage gaps. In the absence of a Labour Market Survey in Antigua and Barbuda, current wage gap data cannot be obtained, however data for 1983 to 1999 pegged Antigua and Barbuda’s occupational gender wage gap data at 0.09 (zero being equal) – double the average of countries within which it is categorized (0.03) (Oostendorp, 2004).

#### **GENDER AND THE NATIONAL ECONOMIC AND SOCIAL TRANSFORMATION PLAN (NEST)**

53. Addressing Antigua and Barbuda’s economic challenges, while promoting growth, has chiefly been directed towards the following interventions of the National Economic and Social Transformation Plan:
- i. Servicing debt and stabilising the country’s fiscal situation
  - ii. Advancing the modernisation of the public service
  - iii. Investing to overcome infrastructural deficiencies
  - iv. Creating a business and investor-friendly environment
  - v. Strengthening the tourism product
  - vi. Promoting food security and growth through the advancement of the agriculture sector and environmental management; and
  - vii. Modernising pensions and reforming social security

#### **ECONOMIC / FISCAL RESTRUCTURING**

54. Criticism has historically been raised throughout the region towards the impact of the adoption of IMF policies on sustainable economic development, and on women as agents of national development. Increased exposure throughout the region to “the unstable international market” through structural adjustment programmes of the 1970s-1990s forced declines in living standards, social services, combined with increased levels of violence (particularly against women), social alienation, and a rapid decline in the welfare of children (Elson, 1991).

55. A 1987 UNICEF study noted that following six (6) years of “decline or stagnation in the capacity of individuals, households, and governments to resist economic crises”, the result was permanent damage to the physical and mental capacity of the labour force, through years of poor nutrition, less accessible health care, and diminishing educational opportunities (Barriteau, 1996). Accordingly, the erosion of social welfare and assistance for children resulted in lasting implications. These strategies however, failed to mention or take note of gender and gender issues, particularly in the areas of structural adjustment and debt. This absence of gender-based economic considerations occurred in the midst of an intensive period of socio-economic restructuring and reorganization.
56. While Antigua and Barbuda’s fiscal restructuring plan does not prescribe massive public service worker layoffs or the devaluation of currency that characterized programmes of the 1970s-1990s, funding towards infrastructural development, and social welfare programmes, wages and employment have all been affected. In addition, the removal of subsidies on food (zero goods basket) and petrol, the introduction of new taxation structures (value-added taxes) and the expansion of non-traditional export markets (CARICOM-Canada) underscore similarities to previous reform strategies. Moreover, the privatization of state-owned enterprises (State Insurance Corporation the Antigua Public Utilities Authority – APUA) has been recommended.
57. Noted GOAB primary expenditure decline, including declined wage, salary, goods and services, pensions and other transfers from 2012 to 2013,<sup>10</sup> and expectations of further decreases in coming years, is carried out without gender-based analysis and considerations. Individuals and households in Antigua and Barbuda may face challenges from this economic development planning, similar to effects recorded in previous decades, without acknowledgement of differential gender impact. These measures impact on women and men differently and further pose risks for advancing gender equality and socio-economic development holistically.<sup>11</sup>

## THE PUBLIC SECTOR

58. In 2012, a public sector census was conducted by the Public Sector Transformation Unit to obtain an accurate head count of public servants, and was successful in capturing 90% of employees in central government ministries (Public Sector Transformation Unit, 2013).
- i. 7,439 workers were counted, 2,720 of whom were male and 4,719 female, with approximately 63% of the public service female, and 37% male;
  - ii. The Barbuda Council maintains a very different gender representation, with greater equality in numbers, with a total of 480 workers, of whom 225 were male and 255 female.

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<sup>10</sup> In 2013, the GOAB reported a decline in primary expenditure, constituting current expenditure and capital expenditure of 24% or \$36.1 million, from \$150.4 million in 2012 to \$114.3 million in 2013. Wages, salaries, goods and services, pensions and other transfers underwent significant declines for the same period, from \$148.3 million at the end of the first quarter of 2012 to \$113 million at the end of the first quarter of 2013. Exploring these areas separately, wages and salaries fell by 1.6%, and expenditure on goods and services 30.1%, with Ministries having little access to their budgetary allocations until the second month of 2013.

<sup>11</sup> The European Union Report, “The Impact of the Economic Crisis on the Situation of Women and Men and on Gender Equality Policies” (2013) notes that: Fiscal consolidation poses a risk for gender equality. The consolidation measures likely to have the most impact on gender equality include wage freezes or wage cuts in the public sector; staffing freezes or personnel cuts in the public sector; pension reforms; cuts and restrictions in care related benefits/allowances/facilities; reduction of housing benefits or family benefits; tightening of eligibility criteria for unemployment and assistance benefits or reductions in replacement rates; tax measures; VAT increases; and increases in fees for publicly subsidized services.

59. Combining numbers for the central and local government reveals that approximately 2,495 government workers (37.2%) were male, and 4,974 (62.8%) were female. The public service accounts for approximately 18% of the total labour force in Antigua and Barbuda.
60. As a result of public indebtedness, the Government has had cause to pay public sector employees late on regular occasions, particularly those who receive a weekly salary, which include cleaners and messengers; these workers are predominantly female.<sup>12</sup>
61. With wages freezes in force, and such a significant proportion of women in the government service, women are statistically more likely to be adversely affected by this strategy. A number of models have been developed globally to measure the impact of a wage freeze on the purchasing power of workers, particularly within the public service: the money lost by workers during this period is expected to result in a permanent reduction in monies earned every year thereafter (OPSEU, 2013). As the cost of living rises with rates of inflation, workers' buying power would decrease each year than the year before. Once a wage freeze has ended, if it is not met with income/salary raises which account for aggregate losses in income for all years prior, the result is a lower salary or wage than prior to the commencement of the freeze.
62. The Government is further recognized as a significant employer of persons in the lowest poverty quintile (Poverty Assessment, 2007); however, women are more so represented amongst these groups than men. As noted, women within Paid Employment by Government account for 34.4% and 32.8% of the lowest two per-capita consumption quintiles respectively, while men of the same employment category account for 22.0% and 15.1%.
63. It is clear that consumption levels differ along gender lines in Antigua and Barbuda, particularly at the lowest levels, and create varying challenges. Wage insecurity has been particularly noted to affect the purchase of school supplies, and timely payment of utilities and other essential bills.
64. Further freezes in wages within the public sector will have a disproportionately higher impact on women than men, while failing to account for rising living costs and other debt-reduction planned interventions.

#### **VALUE-ADDED TAXES AND TAXATION SYSTEMS**

65. Antigua and Barbuda has committed to broadening the base of the Antigua Barbuda Sales Tax (ABST), which will effectively diminish the approved goods of the basic food basket and increase import duties, adopting measures to form what is considered a better prioritization of capital expenditure, and reformation of the social security scheme (Valdes, 2010). Although references drawn to the gender impact of value-added taxes (VAT) are increasing, the global gender analysis on mid- and long-term impacts is relatively new.<sup>13</sup>
66. It is noted that taxation systems throughout the world have yet to incorporate gender-based considerations, however a simulated analysis of value-added taxes for Argentina, Ghana, India, Mexico, Morocco, South Africa, Uganda, and the United Kingdom found that in countries where the

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<sup>12</sup> Under the Government's current Public Sector Transformation Programme, in addition to the numbers, positions and qualifications of public sectors workers have been documented. This is expected to result in a detailed, sex-disaggregated account of the public sector labour force, which at present is unavailable.

<sup>13</sup> See Appendix 1 (A1) for prevailing Analytical Frameworks on Gender and Value-added Taxes.

incidence was conducted on the basis of income rather than expenditure, indirect taxation becomes regressive, and subsequently pro-poor and gender aware (Fragoso and González, 2010).<sup>14</sup>

67. Maintaining revenue neutrality could be achieved in Antigua and Barbuda through zeroing on the items which demonstrated the most positive impact on poorer and female-headed households, such as food, and children's clothing and other children's goods, while increasing VAT on luxury items and demerit goods, such as cars, boats, electronics, tobacco, alcohol, and fuel for private transport (Grown, 2010). Similarly, measures to improve public transportation systems, inter-island and particularly between 19:00 and 6:00 hours should be taken in parallel, to reduce societal vulnerabilities to women working at later hours, as well as higher costs associated with private transportation.
68. As an example, Antigua and Barbuda is expected to maintain a "stable" per capita consumption rate for alcohol over the next five years. Males are the predominant consumers of alcoholic products, at a ratio of 4 to 1 (WHO, 2006). This also means however, that men are far more likely to be negatively impacted by the health-based effects (morbidity rate) of alcohol consumption than women.
69. The proposed strategies within the NEST Plan to introduce excise tax on alcohol, tobacco and ammunition may provide for economic-based gender equality advances. Meanwhile, the addition of/increase in taxes on these items may aid in the provision of social services, as has been recommended to fund HIV anti-retroviral treatment (Christian, 2013).
70. As prescribed within the NEST Plan, the national School Uniform Grant Program (SUGP) was halted, which formerly provided for an annual distribution of vouchers for students to receive free uniforms for the school year. 12,618 students were registered on the programme's database in 2012, and 24,656 vouchers were issued. This programme however, was slated to resume in September 2013. As clothing is an essential item to ensure children's participation in school, further examination and subsequent adding of goods to the zero-rated basket which likely positively impact on female-headed households should be considered, such as children's clothing. The ABST remains as a tax charged on clothing; however children's clothing can be removed or reduced, as it is further understood that these items are predominantly purchased with the income of women.
71. Decreases in the number of goods in the basic goods basket as prescribed in the NEST plan, added to additional costs associated with goods onset by the harmonization of taxes with the ABST and the abovementioned freeze in wages, could lead to widespread decline in buying power for the most vulnerable populations.

## **TAXATION POLICY AND HUMAN RIGHTS**

72. The United Nations Special Rapporteur on Extreme Poverty and Human Rights is preparing to submit a report concerning fiscal and tax policy, poverty and human rights, at the 26<sup>th</sup> session of the United Nations Human Rights Council in June 2014. Formal requests have been made to governments to respond to the questionnaire seeking information on domestic fiscal and spending policies, in particular their impact on disadvantaged and vulnerable groups in society. Among the questions governments are asked to share information on are: the taxes paid by different social groups (e.g. women/men, rural/urban, different ethnic groups); whether the tax regime allows the State to raise adequate resources to ensure the realization of Economic Social and Cultural Rights, including sustainable finance for social protection systems to mitigate poverty; mechanisms in place to ensure

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<sup>14</sup> The focus on income taxes for revenue generation is noted however, to have less of a positive impact on small states with much smaller labour forces.

that the design, implementation and monitoring of tax measures comply with human rights principles of participation, transparency, non-discrimination and accountability; and if human rights and gender equality impact assessments are conducted in relation to budget planning and execution. At the highest internationally-based political level, it is therefore understood that a human rights-based assessment of fiscal policy is particularly necessary due to the on-going repercussions of the global financial and economic crises and their impact on the enjoyment of human rights. Moreover, the impacts of revenue shortfalls and increased public debt are primarily felt by the poorest and most vulnerable both domestically and abroad, through cuts to budgets for social protection and public services.

### **SOCIAL PRODUCTION AND REPRODUCTION: UN-PAID WORK AND ECONOMIC STABILITY**

73. A challenge to the success of economic and fiscal restructuring programmes is that they are directly hinged on to two classical neoliberal models of economic development: the recovery in market demand (in the tourism sector, including direct foreign investment); and, reforming the social security scheme to restructure domestic debt. A market-driven solution for the revival of the tourist economy is promoted as a successful implementation of the financing programme; and raising the threshold for social security contributions is expected to discourage dependency.<sup>15</sup> Not only is foreign investment unpredictable and subsequently precarious, adequate social protections to workers within the sector may be diminished/cut without acknowledgement of highly gendered societal roles and unpaid work involved in the maintenance of these services. The cuts further fail to take adequate account of the aging of the population, both through longer participation within the market, and longer life expectancies, presupposing longer periods of (social security) dependency for Antigua and Barbuda's population in the coming decades.
74. Locating the household as a central unit of economic analysis provides a context for understanding the implications of similar economic reform programmes on women's lives, as exploitation within the home, "reinforces women's inequality and exploitation in the waged economy". As multiple macro structures and institutions organizing society interact to ensure that the

### **RECOMMENDATIONS**

- ✓ Wage freezes within the public sector impact on women disproportionately than men, while further failing to account for rising living costs and the reduction in expenditure for social security interventions. Technical assistance in fiscal-restructuring strategies should underscore mid- and long-term gender and development impacts. With the ending of mandatory wage freeze prescriptions across the public sector, consideration should be given, at minimum, to inflation-rate increases for each successive budgetary year.
- ✓ Preliminary findings support a connection between taxation strategies and what happens in the lives of women and men. Extensive analysis of their impact requires in-depth macro-economic analysis, which would advance the implementation of strategies that are revenue-generating, pro-poor and gender-equitable. Technical Assistance to estimate the impact of transaction-based taxes should necessarily include a gender assessment.

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<sup>15</sup> Valdes, Rodrigo and Michelle Shannon, International Monetary Fund, Staff Report for the 2010 Article IV Consultation and Request for Stand-by Agreement, Antigua and Barbuda. May 24, 2010.

daily work of social and economic development is carried out, they delegitimize the roles and responsibility women assume to uphold society, and particularly the economy. The constant reinforcement of a divorced public and private sphere best articulates this, as the diversity of women's roles/participation in economic, political, environmental and socio-cultural issues come to be invisible, or at its very least, deemed non-productive.

75. Case Example: Antigua and Barbuda's Labour Statistics Division calculates the unemployed labour force using the categories of: those persons who looked for work, and those persons who wanted work. Through this calculation, no measure of persons who participate solely in "Home Duties", or unpaid labour in the home, is accounted for. Consequently, the contribution of women to production through unpaid work receives no economic consideration, or further measure in the GDP. This is further emphasized by the definition of the "economically inactive population", as referenced in the 2001 Census. Persons considered "economically inactive" are those engaged in Home Duties, e.g., "housewives, and others engaged in cooking, cleaning, and child rearing", and who do not receive monetary pay for such activities. Women are over-represented in this category (and implicitly placed into this category with the word "housewives"), and are thus largely not counted as contributors to the economy. Among those who are deemed "economically active", women have a higher unemployment rate than the men, and remain unemployed for longer periods.
76. In Antigua and Barbuda, there are no active systems for measuring the contribution of unpaid work to overall social security, household economic security, and broader economic growth. Unpaid labour however, provides for the provision of food, clothing, shelter, basic safety and health care. Moreover, unpaid labour is highly sex-segregated, not only socio-culturally deemed a woman's responsibility, but is also overwhelmingly performed by females. This includes the women's burden of care of children, the elderly, infirm and disabled, all commonly subsumed within the category of "labour of love".
77. The Beijing Platform for Action stresses the necessity to generate and disseminate sex-disaggregated data and information for planning and evaluation, specifically recommending that national, regional and international statistical services take action to institutionalize mechanisms for the advancement of women, which

## RECOMMENDATIONS

- ✓ At the 10<sup>th</sup> Regional Conference on Women in Latin America and the Caribbean, UNECLAC member-states agreed to develop instruments, especially time-use surveys, for periodically measuring unpaid work performed by women and men in order to make such work visible, and recognize its value, to incorporate their results into the System of National Accounts and to design economic and social policies accordingly. This agreement is reinforced by resolution 5 (IV) of the 4<sup>th</sup> meeting of the Statistical Conference of the Americas of UNECLAC. Technical Assistance should be requested by Antigua and Barbuda to advance this mandate.
- ✓ Private and public sector institutions can actively promote and advance a work-life balance agenda, providing for practical responses that meet specific employee and environmental needs, while establishing systems for monitoring and evaluation. Effective implementation would address flexible work options, parental leave benefits, flexible entitlements, holiday schedules and other provisions at all employment levels within the organisation.



account for the contribution of women's labour to national accounts.<sup>16</sup>

78. The 2013 GOAB Budget Statement revealed plans to carry out consultations with various stakeholders in order to prepare a revised *Social Security Act* and Regulations for its presentation to Parliament that year. As a result, in 2013 GOAB approved an increase of two percent (2%) to social security contributions, to be shared by employers and employees equally. This was met with an increase in the ceiling on insurable income, from EC \$4,500 to \$6,500. While social security is generally considered to be gender-neutral, as individuals with identical earnings histories treated the same in terms of benefits, women and men are impacted differently in the implementation of the scheme:
- i. The longer life expectancy of women to men in Antigua and Barbuda means that women have a greater chance of exhausting other income sources, and thus relying more heavily on social security in their later years;
  - ii. The informal, segmented and precarious participation of women in the workforce means that social security benefits may not be sufficiently secured over the course of their working lives, compared to men. Moreover, unpaid work is not covered by social security schemes, unless specifically tied to maternity leave, which does not exceed three (3) months;
  - iii. Low-wage earners do not receive a higher percentage of benefit than higher earners, which would impact both male and female lower income earners adversely;
  - iv. The gross ascription of care duties to women, and a further failure to account for these duties in the broader economic framework, challenges the development of social security policies that are responsive to and reflective of the lived realities of women and men.
79. In the 2013 Budget, in line with the NEST Plan, the GOAB announced plans to harmonize the various pension arrangements for the public sector, with the aim of having a system that is universally understood, sustainable and comports with international best practices. This harmonization requires consideration of the existing differential conditions for women across the existing pension schemes.

## RECOMMENDATIONS

- ✓ Revision of pension and other social security acts should support the removal of dated, gender-insensitive provisions. Commence processes of review and reform to legislation to ensure the absence of gender discrimination in this area.
- ✓ Social security reform should advance a more gender-responsive framework which accounts for the roles and responsibilities, contributions and participation of women and men to paid and unpaid work, formal and informal economies. Establishing a National Social Protection Floor, consistent with ILO Recommendation No. 202 (2012) will work to ensure that all members of society enjoy at least a basic level of social security, and will advance existing social benefit frameworks in healthcare and other areas, in recognition of market challenges and changes.

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<sup>16</sup> See Appendix 2 (A2) for the Beijing Platform for Action's mechanisms to account for the contribution of women's labour to national accounts.



80. A number of different pension acts cover different sets of workers. The *Pensions Act*, similarly to the others, presents some very unique gender distinctions in the issuance of pensions. However, it is noted that a citizen/resident is not guaranteed the right to receive pension benefits. A female may be granted an early pension under special circumstances, if she retires for the reason that she has married or is about to marry.
81. A pension may be assigned towards payment of periodical sums of money for spousal maintenance – specifically referred to in the Act as supporting a wife or former wife – and to maintenance of minor children. Where this principle is applied to Officers (assumed to be Police Officers), the stipulations become even more heavily gendered, and include language which refers to both widows and children as dependants. It further makes provisions for the mothers of Officers to receive their pension benefit, if the deceased formally cared for them, then references the deceased father only if the mother is not alive. This clause may acknowledge the longer life spans of women, but introduces a patriarchal assumption on family support structures. Further example of this is the fact that female children cease to receive pension the benefits of their parents (fathers) if they marry before the age of 19; wives of the deceased also cease to receive the benefit if they marry/re-marry.

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## 5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT

### 5.2.1 GENDER, AGRICULTURE AND AGRI-BUSINESS

82. Women’s limited access to and control over the means of production – land and credit in particular, are hurdles that make them and their families more vulnerable to poverty. Women’s persistently low land ownership undermines their voices in “claiming property that they have traditionally used” for production and economic sustainability.<sup>17</sup> UN Department of Economic and Social Affairs argues that the gender asset gap maintains significance due to: male preference in inheritance; male privilege in marriage; male bias in community and state programmes of land distribution; and male bias in the land market.<sup>18</sup> As a result, women’s low access to property and economic resources continues to impact on their subsistence and livelihoods. The Ministry of Lands and Agriculture does not however, maintain sex-disaggregated data on land ownership.
83. While it is understood in the broader geopolitical context that women, in particular, utilize farming and resources generated to fulfil the basic needs of their families, and cash crops were particularly favoured to meet this purpose, combined CDB and ILO data on the labour participation of women and men in the agricultural sector (see Table 2) provides an introductory site of analysis. The data reveals that men represent 71.4% of workers in the Agriculture, Hunting and Forestry sector, and women 28.6%. The numbers of registered farmers with the Central Marketing Cooperation substantiate these percentages.

#### **T3: FARMERS REGISTERED WITH CENTRAL MARKETING COOPERATION BY SEX**

SEX	No.	Total %
Number of Males	62	77.5%
Number of Females	16	20%
Unknown	2	

84. The same systems and structures that render women’s work in the home invisible impact upon the recognition of the women’s contribution to productive work in the development of agriculture. As a result, the actual participation of women in farming and agriculture may be under-estimated. The historical proximity of women’s farm to the home further emphasizes that women are likely contributors to subsistence farming, while maintaining responsibilities within the home. Title deeds may also be listed solely in the husband/partner’s name, thus delegitimising the contribution (and rights) of a wife/partner to the said land.
85. In the context of Barbuda, 2013 data from the Barbuda Council supports this analysis, and further, disrupts notions of women’s disadvantage as title-deed holders, as 1,062 females are registered landholders, and 832 males, revealing that 56% of landholders are women. The various uses of the land were not known, as the Council does not compile this data, but the *Barbuda Land Act (2007)* entitles all Barbudans aged 18 and above to four (4) pieces of land (which otherwise rests in the

<sup>17</sup> UNIFEM (2010), *Who Answers to Women? Gender & Accountability: Progress of the World’s Women 2008-2009*. Accessed at: [http://www.unifem.org/progress/2008/media/POWW08\\_Report\\_Full\\_Text.pdf](http://www.unifem.org/progress/2008/media/POWW08_Report_Full_Text.pdf)

<sup>18</sup> UN Department of Economic and Social Affairs (2011). *The World’s Women 2010: Trends and Statistics*, p. 170. Accessed at: [http://unstats.un.org/unsd/demographic/products/Worldswomen/WW\\_full%20report\\_color.pdf](http://unstats.un.org/unsd/demographic/products/Worldswomen/WW_full%20report_color.pdf)

Commons): one for residential purposes, one for animal grazing; one designated to cultivation; and one for commercial purposes.

86. Women in Barbuda thus have access to and control of multiple plots, and women based in the diaspora also retain control of this critical resource. Relating these findings to aforementioned understandings of the relationship of land ownership to poverty, the 2007 CPA notably revealed that Barbuda retains the lowest percentage of persons in poverty among all districts for the twin-island state at 10.5%.<sup>19</sup>
87. Despite these progressive provisions, which in effect can encourage the utilization of productive resources towards the development of agricultural production and small enterprise, access to credit for Barbudans remains notably poor. Barbudans are unable to use occupied lands as security, in order to acquire mortgages and other forms of financial credit. As of 2013, no local banks provided mortgages to Barbudans on the basis of their land. This presents a variety of challenges: access to credit for household needs and enterprise development is limited, in the absence of other sources of collateral. Although homes may receive valuation by local banks, the land on which they are located is not valued, reducing the overall value of the said properties. Whilst their intrinsic value is recognized in the Barbudan context, as Barbudan-born residents maintain a longstanding history of fighting to preserve this rights distinction, there is no correlation of the land's value to broader economic systems, and the land is largely under-utilized, and comparably under-populated (to Antigua).

#### ACCESS TO CREDIT

88. The overall trade and market environment of Antigua and Barbuda demonstrates both positive and negative elements to the establishment and entry of local businesses, especially within informal settings. The World Bank/International Bank for Reconstruction and Development ranks Antigua and Barbuda 71<sup>st</sup> among 183 countries for ease in doing business.<sup>20</sup> The country was considered to fare well for ease in facilitating trade across borders. However, despite this consideration, the types of goods produced, individualization of production, inadequate information on projected supplies to purchasers, the lack of appreciation and adherence to purchasing and delivery norms, and the lack of uniformity of the products, are noted as prevailing challenges to successful trade and distribution of products regionally or internationally. Antigua and Barbuda was noted to have a low domestic value-added (DVA) on tourism exports, as food and beverages, clothing, souvenirs, building materials, and ornamental horticulture products that landscape the resorts and hotels were imported.<sup>21</sup>
89. In the areas of registering property, accessing credit and paying taxes, the country fares in the lowest percentile of countries ranked.
90. In 2004, the GOAB pledged the establishment of initiatives to promote SMEs as major generators of jobs and significant contributors to the economy, through the Business Development Programme.<sup>22</sup> The programme was expected to include the development of a statutory Enterprise Development Agency, as a vehicle for providing enabling services to SMEs, with a Credit Guarantee System to secure venture capital at preferential rates, with special incentives for export enterprises. This

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<sup>19</sup> Country Poverty Assessment, Main Report, p. xxiv.

<sup>20</sup> International Bank for Reconstruction and Development (2014). "IFC, Doing Business in Antigua and Barbuda 2014". *Comparing Regulation in 183 Countries*, p. 1-76. Accessed at: <http://www.doingbusiness.org/Documents/CountryProfiles/ATG.pdf>

<sup>21</sup> Blackwood, Mansfield (2006). *USAID Strengths and Weaknesses Analysis of International Trade Competitiveness Report: Antigua and Barbuda*. January 2006.

<sup>22</sup> Accessed at: [http://www.antigua-barbuda.com/news\\_archive/newsletter86.asp#s3](http://www.antigua-barbuda.com/news_archive/newsletter86.asp#s3)

initiative appears to have been predicated on the *Small Businesses Development Act (2007)*, which provides assistance to the development of SMEs for Antiguan and Barbudan nationals. Facilitated through the Antigua Barbuda Development Bank (ABDB), under this programme, loans that have been acquired from a lending institution may be backed (guaranteed) by ABDB, further guaranteeing the loan up to EC \$100,000.00. Under this scheme, However, SMEs must first acquire the approval and financial support of traditional lending institutions.

91. Micro-credit/financing options are limited in-country, however recently expanding, with the introduction of a regionally-based micro-credit/capital source in 2012, which provides for both personal and small business loans. Axcel Finance, with branches in other OECS countries and the Dominican Republic, offers SMEs loans on the initial conditions that they are: owned and operated by a citizen or legal resident; commercially viable ventures operating within the law; generating revenues; have not declared bankruptcy; achieved profitability; and are up to date with other bills and credit obligations.<sup>23</sup> As described, these stipulations notably exclude businesses operating within the informal economy, and further require a well-defined history of market success. Outside of these specific conditions for businesses, personal loans may be acquired by the financier, however calling for letters of employment, which would not be available to SME owners.
92. Challenges persist in accessing credit and loans to develop their enterprises, primarily due to high interest rates, limited collateral to access loans, intimidating application processes, and poor production and market records. These sentiments were fully echoed in reports on the market-linked challenges for SMEs throughout the region.<sup>24</sup>

#### **PROMOTING ENVIRONMENTAL AND FOOD SECURITY**

93. Tourism forms the principal share of the Antiguan and Barbudan economy, and its development and effective utilization of natural resources (for example, marine resources), could positively address issues of poverty and food security, over and above the advancement of the tourism sector.<sup>25</sup>
94. Regulation and enforcement of legislation on coral reefs and coastal areas that is gender-responsive would prioritize home safety and school safety over pursuing FDI in coastline areas that may not exist in 20 years.<sup>26</sup> Applying food security policies to support locals/residents over tourists may address food insecurity among the most vulnerable in the population, who include female-headed households with dependants, challenged by rising food prices and reduced purchasing power.
95. The nation is further exposed to turbulent energy prices, and a heavy reliance on fuel imports, exacerbated by high tourist-driven demand. The two-island state is made vulnerable by rising sea levels threatening sea-front development, higher temperatures that may drive away tourists, an increase in hurricane activity, and growing pressure on limited natural fresh water supplies.
96. Advancing the use of sustainable energy sources such as solar and wind energy, which could power entire communities, would work to halt and reverse the impacts of climate change and respond to sustainable resource challenges.
97. **Innovations in Food Security:** Aquaponics is a food production system that combines conventional aquaculture with hydroponics in a symbiotic environment. Fish tanks produce nutrients which that

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<sup>23</sup> Accessed at: <http://www.axcelfinance.com/small-business-loans/>

<sup>24</sup> Maynard, Jennifer, "Market Linkage Challenges for the SMEs in Small Caribbean Islands like Antigua and Barbuda: Opportunities for Change", p. 4.

<sup>25</sup> John Mussington, Barbudan Marine biologist – Interview conducted in September 2013.

<sup>26</sup> *Ibid.*

are circulated through a series of pipes, where plants absorb the nutrients and the water is returned to the tanks. In Bairds, Barbados, an initiative to start aquaponics systems for homes, with revenue generated by selling products to tourists, was introduced in 2010, pegged as an effort to reduce the growing dependence on imported food.

98. In Barbuda, a pilot initiative was launched, yielding its first crop of organic tilapia in 2012. In Antigua, a few small organizations are farming organic tilapia and vegetables using aquaponics technologies.
99. The system, a hybrid, aquaculture and plant growing strategy only requires renewable resources. Not only can investment in these systems generate new food sources for citizens and residents, it provides transformative potential for reducing dependency on food imports, while supporting growth and development in the agriculture industry. The participation of women in aquaponics in Antigua and Barbuda has been significant.

## 5.2.2 TOURISM

100. Antigua and Barbuda's draft Sustainable Tourism Development Plan (STDP) 2013 is expected to "aid in the development of long term sustainable projects, by maximizing the results for investors, respecting and preserving the natural beauty of the allocated site and providing a unique experience to visitors and locals."<sup>27</sup>
101. Upgrading of tourism accommodation and developing new tourism attractions are noted as key for sustainable economic growth and reducing the country's vulnerability to external shocks, and among the proposed advancements within the current tourism development strategy.<sup>28</sup> Intended support by CDB to Antigua and Barbuda within the sector further includes the provision of technical assistance to enhance the technical proficiency of artisans in the craft industry (productivity, quality, competitiveness; increased production and sales; employment and income generation).
102. The new tourism sector plan does not make mention of any gender-responsive strategies for the sustainable development of the sector. The STDP is said to be 'gender-neutral', and thus applies to all persons in Antigua and Barbuda. Evidence shows, however, that women and men

## RECOMMENDATIONS

- ✓ Technical assistance to enhance the proficiency of artisans in the craft industry should ensure the participation of women, and provide for focused training to support their increased competitiveness and market-responsiveness.
- ✓ Partnerships should be pursued with locally-based organizations engaged in training women in SMEs.
- ✓ Sex-disaggregated data must be collected and analyzed to effectively inform policy and programming targeted at SMEs. Formal measurement of the participation of women and men in the informal sector should be undertaken, which leads to strategies to either include these enterprises in the formal economy, or to formalize the respective informal sectors/areas. Mechanisms for the measurement of gender-related development indicators must be put in place, which include: training on the collection and analysis of sex disaggregated data for government ministries and departments, the establishment of protocols for sharing/reporting of national statistics, and electronic database management systems which provide for cross-cutting sectoral analysis.

<sup>27</sup> Accessed at: <http://www.uppantigua.com/node/748>

<sup>28</sup> The STDP was not made available for the purposes of this study.

are differentially impacted by tourism inputs and outputs, and further, have differing understandings of the relationship between tourism and the broader social development environment.

103. The GOAB projected a 1 to 1.2 percent growth in economic activity in 2012, with the expansion of the construction, transportation, hotel and restaurant sectors – the proxy of the tourism sector – and a further growth of 2.4 percent in 2013. While women comprise the majority of workers in the hotel and restaurant and services sectors of tourism, their main occupancy is in the lower echelons of employment. The vulnerability of the sector to external market shocks has challenged economic opportunities, leaving women vulnerable and open to exploitation, further resorting to prostitution (sex tourism).<sup>29</sup>
104. Women’s preponderance in the hotel sector finds them in cyclical periods of unemployment, driven regularly by the seasonal nature of industry. This is exacerbated by a decline in aggregate demand stemming from the economic crisis, halting consumption spending in the largest tourist markets. These workers are affected by the minimal absorption potential of their low-skilled labour for work in other sectors. In the Caribbean generally, it is expected that any job losses in the tourism sector as a result of the economic crisis, will have a greater impact on women.<sup>30</sup> As the tourism sector has been impacted by the economic crisis, job losses are expected to target those most vulnerable first. Further, in times of economic hardship, women’s lower wages, higher rates of unemployment and absence of social and job security lead to significant gender-related challenges.
105. Societal gender norms are such that women are first fired, because men are perceived to be the legitimate jobholders when jobs are scarce.<sup>31</sup> These roles and levels of participation also find men dominating self-employment within the sector that is most profitable, particularly in SMEs. The Barbuda Taxi Association, in particular, noted its members maintained a significant measure of economic security and profitability, even in times of broader economic hardship. The association has zero (0) female members, and the island has no recorded women as taxi owners and/or operators.

## RECOMMENDATIONS

- ✓ Rationalize legislative frameworks and implement agriculture, food security and environmental policies to advance gender mainstreaming. Advancing the implementation of these policies will promote the development of inclusive and sustainable interventions in other areas of benefit to women and men.
- ✓ Strengthen policy and programmatic frameworks through incorporation of CGA findings; advance the mainstreaming of gender within mainstay, emerging and innovative economic sectors.
- ✓ Provide training, skills development and job programme opportunities in the public and private sectors which support the advancement and/or absorption of women in higher paying work in the most productive sectors. Existing employment strategies in the public sector should be revised to promote the reduction of risk and precariousness in employment opportunities in sectors with absorption potential.
- ✓ Add to existing labour force training the exploration of gender issues and vulnerabilities such as sexual harassment, work-life balance, and social protection benefits (particularly within entry/orientation training).

<sup>29</sup> Ellis, Patricia (2003). “Women in the English-speaking Caribbean: an Overview”. *Women, Gender and Development in the Caribbean*, p. 8.

<sup>30</sup> Seguino, Stephanie. “The Global Economic Crisis, Its Gender Implications and Policy Responses”, p. 3.

<sup>31</sup> *Ibid.*

106. Female workers in the sector are further made vulnerable by labour issues that are particularly gendered: sexual harassment; forced labour; inflexible working hours; low wages; fatigue; victimization; unfair dismissals; and health.<sup>32</sup> Although the Labour Code speaks to the majority of these issues, sexual harassment remains a significant issue not covered through legislation in Antigua and Barbuda. Forced labour and sexual exploitation are further recognized as growing areas of concern.

### 5.2.3 MICRO, SMALL AND MEDIUM ENTERPRISES

107. Micro, Small and medium enterprises (SMEs) are noted as critical to the generation of economic activity and long term stability of developing (and developed) nations, and the main drivers of economic activity, particularly within the tourism sector.<sup>33</sup> SMEs within the sector however, are highly informal in nature, and highly susceptible to insecurity. Although quite difficult to account for in numbers (due to the absence of this data), women are considered to dominate this informal economic sector of Antigua and Barbuda, and its related “underground” economic activities. As small scale vendors, their informal trading has been under-reported and un-recorded for the most part.<sup>34</sup>
108. SMEs are registered at the Intellectual Property division, listed by year registered, and not statistically recorded by number of registered organization, industry grouping or nationality of business owner/operator. Owners/operators are not disaggregated by sex.<sup>35</sup>
109. In Antigua and Barbuda, SMEs are chiefly recognized as small ventures designed for retail and vendor sale as tourism product, or to fulfil local demand. Examples of products include: small crafts such as souvenir t-shirts, caps, aprons, bead jewellery, normally sold in the informal marketplace; or school uniforms and farm produce sold through local channels. Other SMEs are may be found within the financial sector, social and health services and other aspects of tourism development. Female entrepreneurs are to be found in rural areas or high population low income urban areas (such as tourist vendors’ booths as hair braiders, and roadside kiosks in the capital city or rural areas).<sup>36</sup>
110. The success of these chiefly female-headed businesses is hindered by a number of gender- based and economic factors:
- i. A historical culture of reinforcing women’s domesticity has impacted on the types of goods that women producers create, limiting their successful distribution in both the local and regional markets. In Antigua and Barbuda, the majority of women choose a product for retailing because they enjoy preparing it, making it or developing it, and are generally convinced that consumers will purchase it because it is a good product.<sup>37</sup>

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<sup>32</sup> Joseph, Stafford (Former Secretary-General) Antigua Trades and Labour Union. Response to request for information to the Directorate of Gender Affairs in fulfilment of the Combined 4<sup>th</sup> and 5<sup>th</sup> CEDAW Report. ATLU is among the nation’s largest unions, and the official union representing all government employees. Membership is estimated at 3,000 females and 2,000 males.

<sup>33</sup> Williams, Ewart (2006). “Supporting the Growth of Small and Medium Enterprises”, Address to the Nova Committee of Trinidad and Tobago Chamber of Industry and Commerce. 16 May 2006.

<sup>34</sup> Maynard, Jennifer (2006). “Market Linkage Challenges for the SMEs in Small Caribbean Islands like Antigua and Barbuda: Opportunities for Change”. Presentation at the UNCTAD Expert Meeting, 11-13 December 2006. p. 2. Accessed at: <http://www.unctad.org/sections/wcmu/docs/c1EM32p30.pdf>.

<sup>35</sup> The division particularly noted the extensive resources that would be required to provide that data. As most SMEs are considered to be informal however, they are not recorded by this government body.

<sup>36</sup> Ewart Williams. *Op. Cit.*

<sup>37</sup> Jennifer Maynard, *Op. Cit.*, p. 2.

- ii. The public transportation service is limited, passing along central main roads to the city, and maintaining limited baggage capacity,<sup>38</sup> affecting accessibility to potential customers and traders, and highlighting safety concerns for women travelling alone or at night.
  - iii. The demand-driven nature of a market-liberalized, neoliberal economy means that despite strong entrepreneurial spirit, female SMEs may falter in the face of an open market-based environment that does not include a supportive economic framework.
111. Acknowledging intrinsic gender issues to the tourism sector particularly enables responses to be rooted in citizen's experiences, as well as linked to other development goals through a coordinated development approach.

#### **GENDER AND ENTERPRISE DEVELOPMENT MODEL: ABDB**

112. The Antigua and Barbuda Development Bank (ABDB) is in the process of developing a partnership with the Directorate of Gender Affairs to enhance employment opportunities for women, promote public ownership and capital resource ownership, through the vertically integrated value supply of Sea Island cotton and manufactured goods within Canada, through its *Densepium Cotton Company Ltd.* With the support of ABDB, Gender Affairs will oversee the seasonal employment of cotton pickers and weavers, trained by Canadian-based companies, to not only harvest cotton but also advance DVA outputs through the locally-based production of Montreal-designed baby clothing and goods.
113. ABDB and Gender Affairs aim to pioneer an approach for economic development that integrates global market demands with abundant natural resources, and an empowering and affirming work environment for women and their families in a currently under-represented sector. The company further provides for shared ownership and investment, available for purchase by groups, associations, cooperatives, investment cooperatives and public responsibilities. The aim is to facilitate investment opportunities for the broadest base of citizens while at the same time ensuring that the enduring benefits of the legacy of West Indies Sea Island Cotton is preserved for generations to come.

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<sup>38</sup> *Ibid.*



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## 5.3 GENDER, EDUCATION AND TRAINING

114. Access to education has universally been considered as an indicator of gender equality, and as a result, Antigua and Barbuda's education-related targets for the achievement of the Millennium Development Goals include: ensuring that by 2015 all children will be able to complete a full course of primary schooling; and eliminating gender disparities in primary and secondary education by 2005, and at all levels by 2015.
115. Statistics reveal near gender parity in the attendance of males and females in schools at the primary and secondary levels, and an over-participation of males in Junior Secondary Schools. Junior Secondary schools are systematically being phased out in the Ministry of Education's reform strategy, in advancing the effort to achieve universal secondary education.

### T4: PARTICIPATION IN PRIMARY AND SECONDARY SCHOOL LEVELS BY SEX

YEAR	SCHOOL LEVEL	% MALE	% FEMALE
2012	PRIMARY	50.9	49.1
2011	JUNIOR SECONDARY	68.2	31.8
2012	SECONDARY	49.6	50.4

116. Females far exceed males in enrolment in tertiary level education in Antigua and Barbuda, including attendance within the University of the West Indies satellite campus.

### T5: ENROLMENT IN PUBLIC AND PRIVATE SCHOOLS BY SEX (2011-2012)

INSTITUTION LEVEL	NO. OF FEMALES	%	NO. OF MALES	%	TOTAL
Primary/Elementary Schools	5,040	48.2	5413	51.8	10,463
Junior Secondary	170	31.8	384	68.2	534
Secondary/High Schools	3,987	50.4	3920	49.6	7,907
Antigua State College	557	70.8	230	29.2	787 (2005)
University of the West Indies, School of Continuing Studies	160	88.4	21	11.6	181 (2005)
Hotel Training School	70	77.8	20	22.8	90 (2005)

**T6: ENROLMENT IN ANTIGUA STATE COLLEGE, BY DEPARTMENT AND SEX (2004-2005)**

DEPARTMENT	MALES	%	FEMALES	%	TOTAL
Department of Teacher Education	6	14.6	35	85.4	41
Department of Business	42	23	141	77	183
Department of Engineering/Construction	78	87.6	11	12.4	89
A-Level Department	87	23.7	280	76.3	367
School of Pharmacy	1	25	3	75	4
School of Nursing	2	3.6	53	96.4	55
<b>Total</b>	<b>562</b>	<b>31.3</b>	<b>1,233</b>	<b>68.7</b>	<b>1795</b>

**T7: ENROLMENT IN PROFESSIONAL COURSES AT UWI SCHOOL OF CONTINUING STUDIES BY SEX (2006)**

PROGRAMMES	MALES	%	FEMALES	%	TOTAL
Certificate in Business Administration (CBA)	5	14.3	30	85.7	35
Certificate in Public Administration (CPA)	4	10.3	35	89.7	39
Associate Degree in Administrative Professional Office Management ASc (APOM)	-	0	5	100	5
Associate Degree in Agro-Business Management ASc (PSM)	1	10.0	9	90.0	10
Associate Degree in Business Management	1	16.7	5	83.3	6
BSc in Management Studies	4	7.8	48	92.3	52
BSc in Educational Management	-	0	28	100	28
BSc in Accounting (Level 1)	5	100	-	0	5
BSc in Agro-Business Management	1	100	-	0	1
<b>Total</b>	<b>21</b>	<b>11.6</b>	<b>160</b>	<b>88.4</b>	<b>181</b>

**T8: ENROLMENT IN ANTIGUA AND BARBUDA INSTITUTE OF TECHNOLOGY  
BY SEX (2006)**

<b>PROGRAMME</b>	<b>FEMALE</b>	<b>%</b>	<b>MALE</b>	<b>%</b>	<b>TOTAL</b>
<b>Architectural Technology</b>	3	16.7	15	83.3	<b>18</b>
<b>Accounting</b>	30	83.3	6	16.7	<b>36</b>
<b>Banking and Finance</b>	16	80.0	4	20.0	<b>20</b>
<b>Business Administration</b>	85	80.2	21	19.8	<b>106</b>
<b>Computer Network Engineer</b>	8	28.5	20	71.4	<b>28</b>
<b>Computer Network Technician</b>	2	22.2	7	77.8	<b>9</b>
<b>Computer Programming</b>	3	42.9	4	57.1	<b>7</b>
<b>Computer Repair Technician</b>	2	20.0	8	80.0	<b>10</b>
<b>Computer Science</b>	4	100.0	0	0	<b>4</b>
<b>Graphic Design</b>	8	57.1	6	42.9	<b>14</b>
<b>Office Specialist</b>	15	93.8	1	6.2	<b>16</b>
<b>Webmaster</b>	2	40.0	3	60.0	<b>5</b>
<b>Total</b>	<b>178</b>	<b>65.2</b>	<b>95</b>	<b>34.8</b>	<b>273</b>

117. Similar to other regional member-states, questions emerged over the out-performance of female students over male students; however, the necessity remains for examining cross-cutting sites of analysis. Where boys may be underperforming, the Ministry of Education disclosed that it is not all boys across the board: boys from notably impoverished communities faced education-related challenges, in particular at the primary and secondary levels, as noted in pass rates for CESC, similar to girls in similar economic circumstances. Boys attending private schools and all-boys schools performed as well as girls in similar economic circumstances.
118. Some social-cultural barriers such as teenage pregnancy, adversely impact the access of young women to education. In the recorded school years of 2007-2010, females maintained a higher dropout rate than males at the primary, junior secondary and secondary levels.<sup>39</sup>

<sup>39</sup> Government of Antigua and Barbuda, Ministry of Education, Sports, Youth and Gender Affairs (2012). *Antigua and Barbuda Educational Statistical Digest 2012*, p. 51.

## T9: TEENAGE LIVE BIRTHS (REPORTED), 2011-2013

YEAR	AGE OF MOTHER	NO. OF BIRTHS	TOTAL TEEN-MOTHER LIVE BIRTHS	TOTAL LIVE BIRTHS
2011	10-14	3	149	1,239
	15-19	146		
2012	10-14	1	138	1,193
	15-19	137		
2013*	10-19	73	73	655
<b>TOTAL</b>		<b>360</b>	<b>360</b>	<b>3087</b>
*2013 data covers from January – August, 2013 ranging from ages 10-19.				

119. Repetition disproportionately affected male students, at all compulsory schooling levels in the same recorded years.
120. The noted under-participation of males at the tertiary level needs to be addressed. The concern over males' limited participation in education however, has provided an important site to contextualize the essentiality of education to meeting individual and societal perceived needs and aspirations.<sup>40</sup> Although females perform better than males in educational attainment at the tertiary level, graduating from college and university, or acquiring other forms of higher-level education, this has not resulted in a major shift in women's access to work, access to higher income, or access to leadership and decision-making positions.<sup>41</sup> Moreover, as mentioned, it has not translated into women penetrating economic sectors that are more productive and targeted for development.
121. Education is particularly viewed in its capacity to prepare persons for the world of work, and to respond to market demands and opportunities. With a growing thrust towards entrepreneurship and SME development, questions emerge on the ability of the current education institutional structure to prepare students for emerging and future market realities. Although the MOE suggested an 80% projection of emerging job opportunities being in technical areas, TVET was considered a fall-back option for students, both female and male, and female students were particularly discouraged from participating in TVET by their families and the broader society. Technical and physical labour intensive jobs were seen as men's work, and professional positions such as lawyers and doctors were given a higher social value than construction workers or carpenters. As a result, education and training for the labour force was seen to replicate the traditional gender division of labour in the home. The education policy needs to be in synergy with the broader socio-economic development plan, and better communicated to students throughout their school life cycle. It was suggested that more could be done to utilize policy frameworks to "provide the impetus" to promote sustainable

<sup>40</sup> Barbara Bailey (2009). Quoted by Rhoda Reddock, "Gender and Achievement in Higher Education". Paper presented at the Conference of the Association of Caribbean Higher Education Administrators (ACHEA), Hyatt Hotel, Port of Spain, Trinidad and Tobago, 10 July 2009.

<sup>41</sup> Seguino, Stephanie (2003). "Why are Women in the Caribbean so Much More Likely than Men to be Unemployed?" *Social and Economic Studies*, Dec 2003 (53): 83-120.

growth through education, with balanced opportunities for those who are academically or technically inclined, to meet the needs of the country.

122. An EC \$10 million investment was noted as being required to equip or outfit one (1) school to institute a TVET programme, recognized as a further barrier to realizing its full incorporation to the school system, particularly at the secondary level, where career paths are often determined.
123. A gender-sensitive approach to education works to ensure that the learning environment is free from systemic gender bias and discrimination against males or females, and further, that educational attainment translates into broader gender equality advances, particularly in the labour force. Further, strategies derived to advance the benefits of educational attainment should speak directly to broader economic development goals, providing an apt training ground for advancing the country's overall development visions.
124. Efforts have been made in Antigua and Barbuda to develop curricula to support the changing nature of gender labour roles, and further, to enable females to pursue courses in male-dominated fields, and vice versa. The newly drafted Education Sector Plan does not however make explicit reference to encouraging or supporting the advancement of gender equality principles, or specifically articulate the strategies to encourage girls and boys to dismantle gender-based stereotypes that are taking place at the ground level. Further, education technocrats were of the view that vocational training was still considered socio-culturally to be a "fall-back" option for students, with a lingering focus on sciences and the humanities. Thus, technical skills or trade skills were not fully resourced to enable these programmes to be implemented in all secondary schools. The technocrats further noted that the trade's skills prepared students for well-paid and often male-dominated jobs.
125. The Gilbert Rural Agricultural Development Centre (GARDC) embarked on a multi-year initiative to promote and support women in the pursuit of non-traditional employment fields with significant income potential, and focused primarily on trade skills. The Antigua Barbuda Institute for Continuing Education (ABICE) also now offers the Caribbean Vocational Qualification (CVQ) in certain skill areas; a pilot initiative was also introduced in two high schools in 2009. From these initiatives, 23 students acquired CVQs in plumbing, welding and cosmetology. Training for teachers/instructors was noted as an obstacle to the further development of the programmes. The Ministry is working

## RECOMMENDATIONS

- ✓ Utilize extensive, existing sex-disaggregated education statistics and analysis to make recommendations to advance policy frameworks with explicit gender-responsive targets and goals. Boys and girls in notably impoverished communities should be targeted for special policy and programmatic interventions. Student-mothers should be supported through special measures to ensure their continued access and participation in school towards secondary completion.
- ✓ Provide technical support towards cross-sector analysis of short- and mid-term development strategies. Incorporation of economic growth and inclusive development strategies should connect development plans in education, to ensure that young people are trained and educated in potential growth sectors.
- ✓ Support the advancement of pro-gender equality education and training programmes through direct and indirect incentives at the education institutional level. Strengthening partnerships and developing incentives with the private sector to apprentice, train and hire vulnerable and marginalized groups will alleviate poverty, reduce sectoral sex-segmentation, promote self-sustainability, and strengthen the national labour force.

with the Antigua Barbuda Technical Vocational Teachers Association to advance training offered in technical skills. In addition, the Government's Training Division was earmarked as a potential source to support the efforts of the Ministry of Education.

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## 5.4 GENDER AND PUBLIC SECTOR TRANSFORMATION AND REFORM

126. Enhancing the performance of the public sector is one of Antigua and Barbuda's key development challenges, and subsequently the target of key policy responses. The country's public sector is notoriously large, employing approximately 9% of the total population, and 18% of the labour force. The wage bill of the public sector represents an extensive share of GDP, accounting for 40 percent of recurrent expenditure.
127. Strategies to strengthen and reform the public sector are understood to be synergized along the following themes:
  - i. Strengthening human resources and human capacity for efficient service delivery;
  - ii. Developing fiscally accountable outcomes to support a large, mixed-skilled and aging public service;
  - iii. Investing in organizational and institutional change that lead to a slow yet progressive increase in the appropriate use of public resources; and
  - iv. Creating an enabling environment for external investment opportunities and private sector development that will promote sustainable development, by building the necessary legislative and policy frameworks and investing in key sectors.
128. Key aims of the human resource aspects of the proposed strategies include: achieving a reformed public sector that is more efficient and customer-oriented; smaller and re-classified; and more accountable in the utilization of resources, and the delivery of services and outcomes.

## 5.5 GENDER AND DECISION-MAKING

129. The public service is notably an employer of women at some of the highest levels of administration.
130. Women account for 62% of Permanent Secretaries, the most senior civil servants of Ministries, who are charged with the responsibilities of running the Ministry on a day-to-day basis, particularly in relation to monitoring spending. While Ministers are expected to change with the political cycle, Permanent Secretaries are considered to be long-term civil service positions. The placement in any one Ministry however, is subject to change, as Permanent Secretaries may be assigned to any Ministry and transferred within the public service at this level. Having expertise in any particular sector is not considered to be a requirement for the appointment to these posts.



**T10: REPRESENTATION OF PERMANENT SECRETARIES BY SEX (OCTOBER 2013)**

<b>MINISTRY</b>	<b>NO. OF PSs</b>	<b>SEX</b>
<i>Prime Minister's Ministry &amp; Minister of Foreign Affairs</i>	2	F
<i>Ministry of Legal Affairs</i>	1	F
<i>Ministry of Health, Social Transformation and Consumer Affairs and Deputy Prime Minister</i>	2	M/F
<i>Ministry of Finance, the Economy and Public Administration</i>	2	M/F
<i>Ministry of Finance, the Economy, Public Administration, Broadcasting and Information</i>	1	F
<i>Director of Public Sector Transformation</i>	1	M
<i>Minister of National Security and Labour</i>	2	F
<i>Ministry of Tourism, Civil Aviation and Culture</i>	1	F
<i>Ministry of Agriculture, Lands, Housing and the Environment</i>	1	M
<i>Ministry of Education, Gender, Sports and Youth Affairs</i>	2	M/F
<i>Ministry of Works and Transport</i>	1	M
<i>Governor General's Office</i>	1	F
<i>Cabinet Secretariat</i>	1	M
<i>Audit Department</i>	1	M
<i>Office of the Ombudsman</i>	1	F
<i>Clerk to Parliament/Legislature</i>	1	F
<b>TOTAL FEMALES</b>	62%	13
<b>TOTAL MALES</b>	38%	8

131. Men form the majority of Heads of Department, accounting for 60% these roles, and are chiefly responsible for establishing and carrying-out the annual work-plans and programmes of their respective departments, while managing the department's human resources. Heads of Department are expected to be professional/technical experts in their respective fields, and are called on to advise Ministers substantively on strategic policy and programmatic interventions. It has been noted that the institutional capacity for strategic planning and the coordination of government policies and programmes at this level is limited.

**T11: REPRESENTATION OF HEADS OF DEPARTMENT BY SEX (OCTOBER 2013)**

<b>GOVERNMENT DEPARTMENT</b>	<b>MALE-HEAD</b>	<b>FEMALE-HEAD</b>
ABS Television and Radio	-	-
AIDS Secretariat		X
A&B Humane Society	-	-
Audit Department	X	
Bureau of Standards		X
Board of Education		X
Central Board of Health	X	
Development Central Authority	X	
Eastern Caribbean Civil Aviation	X	
Electoral Commission	-	-

<b>GOVERNMENT DEPARTMENT</b>	<b>MALE-HEAD</b>	<b>FEMALE-HEAD</b>
Establishment	X	
Inland Revenue Department	X	
Intellectual Property Office	X	
Labour Department		X
Land Registry	X	
Magistrate's Division	-	-
National Drug Laundering Control	X	
Passport Office		X
Office of the Financial Secretary	X	
Statistics Office	X	
Free Trade and Processing Zone	-	-
Directorate of Gender Affairs		X
Immigration Office	X	
Industrial Court Division	-	-
Consumer Affairs Division		X
HCT (Legal Affairs)		X
<b>TOTAL (of information provided)</b>	<b>12 (60%)</b>	<b>8 (40%)</b>

132. Despite the dominant representation of women, the ballooning of the public service to its present size is characteristic of the institutionalisation of gender inequities and patriarchal notions of supporting women's economic security and economic empowerment.
133. The World Bank's project appraisal document for the Public and Social Sector Transformation Project (PSST) notes that uneven hiring, and ad-hoc matching of skills and qualifications to the needs of government institutions, are key challenges of a sectoral policy that has been unclear.<sup>42</sup>
134. However, what has been clear is a long-stemming propensity for Members of Parliament to hire employees from their constituencies, and attach them to their respective Ministries, arguably most common in times of high unemployment where the government acted as the "employer of last resort".<sup>43</sup> This may account for the subjective compensation of employees, yet comfort of the security of employment that is not challenged by external market forces.
135. The expedient hiring provided by the non-established stream has allowed lower-skilled and/or unmatched skilled workers to gain token appointments, and for salaries at both the highest and lowest levels to be determined arbitrarily. Evidence of this practice may be found in the country's maintenance of a low wage-compression ratio of 4.5 – the ratio of the highest to the lowest wage in government – among OECS countries where data is available. This suggests that highly-skilled or highly-positioned workers are underpaid, while unskilled workers are overpaid, a situation

<sup>42</sup> Accessed at:

[http://www.ds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2013/05/17/000442464\\_20130517092232/Rendered/PDF/718130PAD0P126010Box377300B00OU090.pdf](http://www.ds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2013/05/17/000442464_20130517092232/Rendered/PDF/718130PAD0P126010Box377300B00OU090.pdf)

<sup>43</sup> Alfred Schipke et al (2013). *The Eastern Caribbean Economic and Currency Union: Macroeconomics and Financial Systems*. International Monetary Fund, p. 164. Accessed at:

[http://books.google.ca/books?id=vpx75PEpF3QC&pg=PA164&lpg=PA164&dq=wage+ratio+antigua+OECS&source=bl&ots=jsd7smYVgV&sig=sJYK1eYV1BbCdAIQ1774bUf0-RU&hl=en&sa=X&ei=K\\_7KUr65O8ms2gXe8YHIBg&ved=0CCkQ6AEwAA#v=onepage&q=wage%20ratio%20antigua%20OECS&f=false](http://books.google.ca/books?id=vpx75PEpF3QC&pg=PA164&lpg=PA164&dq=wage+ratio+antigua+OECS&source=bl&ots=jsd7smYVgV&sig=sJYK1eYV1BbCdAIQ1774bUf0-RU&hl=en&sa=X&ei=K_7KUr65O8ms2gXe8YHIBg&ved=0CCkQ6AEwAA#v=onepage&q=wage%20ratio%20antigua%20OECS&f=false)

commonly associated with corruption and rigidity in employment practices, that reduces the flexibility to implement reform policies effectively.<sup>44</sup>

136. Discrepancies in the salaries of directors and executive directors across public sector divisions highlight a historical subjectivity in hiring processes. These processes allow Ministers to ascribe the value that would be placed on their divisions, and determine the salaries of their staff, highly influenced by their respective individual negotiating powers.
137. The public service is characterized by a systemic under-valuing of traditionally female-dominated Ministries such as Education, Health and Social Services, while higher salaries are found in the so-called ‘hard’ or ‘masculine’ sectors of Finance, Public Works, Information Technology and National Security.<sup>45</sup> This monetary valuing of employees within particular sectors devalues not only the importance of their work to overall development processes, but also of their capabilities.
138. Despite the responsibilities and decision-making powers of Permanent Secretaries and Heads of Department, it is solely the respective Minister who is held accountable to Parliament. It is notable that women were absent from this highest level of decision-making until 2004, when the female to serve as a Member of Parliament in Antigua and Barbuda was elected. The Caribbean Institute for Women in Leadership (CIWiL) notes that women’s presence, voice and influence in parliamentary processes remains inadequate, given their very low levels of participation in parliamentary leadership roles in the region.

## **T12: COMPOSITION OF PARLIAMENT BY SEX<sup>46</sup>**

<b>NAME</b>	<b>SEX</b>	<b>BRANCH OF GOVERNMENT</b>	<b>POSITIONS OF NOTE</b>	<b>ELECTED</b>
Sir Gerald Watt QC	M	H of Rep	Speaker of the House	
Hon. Gaston Browne	M	H of Rep	Prime Minister	
Hon. Baldwin Spencer	M	H of Rep	Leader of the Opposition	
Hon. Wilmoth Daniel	M	H of Rep		
Hon. Joanne Massiah	F	H of Rep		
Hon. Lester Bird	M	H of Rep		
Hon. Robin Yearwood	M	H of Rep		
Hon. Steadroy Cutie Benjamin	M	H of Rep		
Hon. Asot Michael	M	H of Rep		
Hon. Molwyn Joseph	M	H of Rep		
Hon. Eustace Lake	M	H of Rep		
Hon. Arthur Nibbs	M	H of Rep		
Hon. Paul Chet Green	M	H of Rep		
Hon. Charles Fernandez	M	H of Rep		
Hon. Samantha Marshall	F	H of Rep		

<sup>44</sup> *Ibid*, p. 167.

<sup>45</sup> Due to the sensitive and personal nature of the results of the Public Sector Transformation survey of public workers, the individual salaries of public sector workers across various Ministries was not released for the purposes of this report. However the respective allocation of salaries and allowances across Ministries has been utilized to illustrate the favourable support to divisions that are male-dominated.

<sup>46</sup> As at June 14<sup>th</sup> 2014.

NAME	SEX	BRANCH OF GOVERNMENT	POSITIONS OF NOTE	ELECTED
Hon. Melford Nicholas	M	H of Rep		
Hon. Dean Jonas	M	H of Rep		
Hon. Michael Browne	M	H of Rep		
-		-		
Hon. Adrian Lee	M	Senate	Barbuda Representative	
Hon. Osbert Frederick	M	Senate		
Hon. Shenella Govia	F	Senate		
Hon. Wigley George	M	Senate		
Hon Michael Freeland	M	Senate		
Hon. Londel Benjamin	M	Senate		
Hon. Maureen Payne-Hyman	F	Senate	Parliamentary Secretary Ministry of Legal Affairs	
Hon. Colin James	M	Senate		
Hon. Alincia Williams-Grant	F	Senate		
Hon. Cheryl Mary Clare Hurst	F	Senate		
Dr. Hon. Jacqui Quinn-Leandro	F	Senate		
Hon. Shawn Nicholas	F	Senate		

### **T13: COMPOSITION OF LOCAL GOVERNMENT BY SEX (BARBUDA)**

NAME	SEX	BRANCH OF GOVERNMENT	POLITICAL PARTY	ELECTED IN 2013/14
Senator Arthur Nibbs	M	Barbuda Council	ABLP - Parl. Rep. for Barbuda	X
Bernhart Newton	M	Barbuda Council	ABLP	X
Calvin Gore	M	Barbuda Council	ABLP	X
David Shaw	M	Barbuda Council	ABLP	X
Elvis Newton	M	Barbuda Council	ABLP	X
Bentham Lewis	M	Barbuda Council	ABLP	
Dorcas Beazer-Williams	F	Barbuda Council	BPM	X
Wade Burton	M	Barbuda Council	BPM	
Sybley Charles	M	Barbuda Council	BPM	
Hartford John	M	Barbuda Council	BPM	
Adrian Lee	M	Barbuda Council	ABLP (Senator)	
Hon. Trevor Walker	M	Barbuda Council	BPM	
Wade Burton	M	Barbuda Council	BPM	
Sybley Charles	M	Barbuda Council	BPM	
Hartford John	M	Barbuda Council	BPM	

139. Article 21 of the Universal Declaration of Human Rights recognizes the right of every person to take part in the government of his or her country. The Beijing Platform for Action (BPfA) outlines concrete measures to ensure women's equal access to, and full participation in power structures, and to increase women's capacity to participate in decision-making and leadership. In particular, the BPfA proposes that legislative and decision-making bodies should constitute at least thirty (30) percent of women's representation (Section 182). This 30 percent minimum has come to be known as the 'critical mass' for women's representation in politics and decision-making.
140. Critical mass theory recognizes that establishing and maintaining a more balanced representation of women and men in leadership fulfils a tri-fold purpose: women's rights to equal participation in decision-making processes and political life is better fulfilled; women's access to positions of leadership becomes self-sustaining and promotes further progression; and the ideas and perspectives of women are better integrated into the decision-making processes that affect their lives.<sup>47</sup>
141. CEDAW provides a basis for realizing equality between women and men in leadership and politics through ensuring women's equal access to, and equal opportunities in, political and public life, including to stand for elections, and to hold public office at all levels of government (Article 7). States parties' signatories to CEDAW agree to take all appropriate measures to overcome historical discrimination against women and obstacles to women's participation in decision-making processes (Article 8), including legislation and temporary special measures (Article 4). The Committee on the Elimination of Discrimination Against Women consistently expresses concern over the low rate of implementation of Articles 7 and 8 of the Convention.<sup>48</sup>
142. In its General Recommendation 23, made in 1997, the CEDAW Committee set out a series of steps for governments to take in order to abide fully by Articles 7 and 8, urging the adoption of temporary special measures in accordance with Article 4 of the Convention, and further drew reference to measures applied in countries which instituted quota structures and minimum sex representation

## RECOMMENDATIONS

- ✓ Utilize the results the Public Sector Transformation Survey to analyse gender issues at all levels of employment in the public sector. Assessing the earnings and benefits of the position and level, disaggregated by sex, will provide for an understanding of the status of equal-pay for equal-work in the public sector. Sectoral reforms should be rooted in these findings.
- ✓ Support to Antigua and Barbuda to reclassify jobs in the central government and enhance the efficiency and effectiveness of the public sector overall should provide for an assessment of budget allocations to wages and salaries across all Ministries, linked to gender. A Public Expenditure Review would thoroughly examine which departments get what and for what, presenting opportunities for increasing equity in development strategies by exploring the key gender problems of the country, and determining if public expenditures are being used in an efficient way to address them.
- ✓ Support should be requested of national, regional and extra-regional bodies to increase training and development for women in leadership and decision-making, with the provision of support to Antigua and Barbuda for regularly monitoring advancement in both the public and private sectors.

<sup>47</sup> Huggins, Tamara (2014). "Report: Gender and Political Parties in Antigua and Barbuda", Commissioned by the Caribbean Institute for Women in Leadership (CIWIL).

<sup>48</sup> United Nations Department of Economic and Social Affairs (DESA) and Division for the Advancement of Women (DAW) (2005). "Equal participation of women and men in decision-making processes, with particular emphasis on political participation and leadership", Expert Group Meeting held in Addis Ababa, Ethiopia, 24-27 October 2005. Accessed at: <http://www.un.org/womenwatch/daw/egm/eql-men/>

indicators at all political levels.<sup>49</sup> The Government of Antigua and Barbuda has not however instituted any explicit and sustainable strategies to establish a gender balance at all levels of the public service.

143. United Nations General Assembly Resolution 66/130 on “Women and Political Participation” recognizes the essential contributions that women around the world make to the full realization of all human rights, the promotion of sustainable development and economic growth, and the eradication of poverty. It further recognizes the contributions that women have made towards the achievement of representative, transparent and accountable governments, and reaffirms that the active participation of women, on equal terms with men, at all levels of decision-making, is essential to the achievement of equality, sustainable development, peace and democracy.<sup>50</sup> The Resolution calls on governments to accelerate the achievement of equality between men and women and, in all situations, to promote and protect the human rights of women with respect to taking part in public affairs, and participating in the formulation of government policy and the implementation thereof, holding public office and performing public functions at all levels of government. Importantly, the Resolution highlights the platform for regional cooperation to support the advancement of gender equality in the public sector, by encouraging international and regional organisations, within their existing mandates, to enhance their assistance to States in their national efforts to fulfil these important aims.

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<sup>49</sup> General Recommendations made by the Committee on the Elimination of Discrimination Against Women. Accessed at: <http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm>

<sup>50</sup> Accessed at: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/66/130](http://www.un.org/ga/search/view_doc.asp?symbol=A/RES/66/130)

## PART III

# 6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY

## 6.1 INTERNATIONAL AND REGIONAL COMMITMENTS

144. The Government of Antigua and Barbuda has ratified a number of international Conventions covering a breadth of rights for its citizens and residents, including:
- i. Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) – ratified 3<sup>rd</sup> May 1989; Optional Protocol in 2006;
  - ii. ILO 98 – The Right to Organize and Collective Bargaining Convention 1949 – ratified 2<sup>nd</sup> February 1983;
  - iii. ILO 111 – Discrimination (Employment and Occupation) Convention, 1958 – ratified February 1983;
  - iv. ILO 100 – Equal Remuneration Convention 1951 – ratified 2<sup>nd</sup> May 2003;
  - v. ILO 111 – Discrimination (Employment and Occupation) Convention 1958 – ratified 2<sup>nd</sup> February 1983;
  - vi. ILO 87 – Freedom of Association and Protection of the Right to Organize Convention, 1948 – ratified February 1983;
  - vii. ILO 138 – Minimum Age Convention, 1973 – ratified March 1983;
  - viii. Convention on the Rights of the Child (CRC) 1989 – ratified 5<sup>th</sup> October 1993;
  - ix. International Convention on the Elimination of All Forms of Racial Discrimination – ratified 25<sup>th</sup> October 1988;
  - x. International Covenant on Civil and Political Rights (ICCPR) 1966 – (party to, however not yet ratified or acceded);
  - xi. Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (‘Convention of Belem do Para’) – ratified in 1998;
  - xii. Convention on the Rights of Persons with Disabilities 2006 – (party to 2007, however not yet ratified).
145. Antigua and Barbuda has ratified further ILO Conventions, since its membership commenced in 1982. A total of 28 Conventions are ratified and in force. Of note, Antigua and Barbuda has not signed and ratified the International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966.
146. Of additional importance are the following international and regional instruments that the Government of Antigua and Barbuda upholds: the Nairobi Forward-looking Strategies for the Advancement of Women (1985); the Beijing Declaration and Platform for Action (1995); the UN Millennium Development Goals (2000); the Commonwealth Plan of Action for Gender Equality (2005-2015); the OAS/CIM Strategic Plan of Action (2011-2016); the Quito Consensus (2007); and the Port-of-Spain Consensus on Transformational Leadership for Gender Equality (2011).



147. In 1995, the Government of Antigua and Barbuda made representation at the UN Fourth World Conference on Women held in Beijing, China and declared its commitment to the Beijing Declaration and Platform for Action, largely considered the blueprint for all work to advance gender equality and women's rights globally.<sup>51</sup> In 2000, the Government further committed to the MDGs, as an international development agenda enshrining the promotion of human rights for both women and men, and further proposing necessary conditions to facilitate their equal and equitable participation in public and private life. Further entrenched is the promotion of an active and visible policy of mainstreaming a gender perspective into all policies and programmes.
148. Antigua and Barbuda signed and ratified CEDAW on 3<sup>rd</sup> May 1989, and submitted its combined 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> Reports in 1997. The Government is expected to detail advances made since 1997 in the imminent submission of its combined 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> CEDAW Reports.
149. Calls have specifically been made for Antigua and Barbuda to ratify the ILO Convention on Domestic Work (189). A number of workshops, training activities and advocacy measures, including a formal review supported by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the ILO took place throughout 2012 and 2013 in Antigua and Barbuda. In 2013, the Minister of Labour reported on-going discussions with domestic workers, and efforts to ratify this convention.<sup>52</sup>

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<sup>51</sup> Duran, Lydia Alpízar. The Implementation of the Beijing Declaration and Platform for Action, the Outcomes of the Twenty-third Special Session of the General Assembly and its Contribution to Shaping a Gender Perspective towards the Full Realization of the MDGs.

<sup>52</sup> Accessed at: <http://www.antiguaobserver.com/union-boss-pushes-for-rights-of-domestic-workers-to-be-recognised/>



## 6.2 NATIONAL LEGAL FRAMEWORK AND THE ENFORCEMENT OF RIGHTS

150. Antigua and Barbuda's Constitution Order (1981) enshrines the principle of equality of all persons, protecting the rights of all persons.
151. Article 14 of the Constitution states that: "No law shall make any provision that is discriminatory either of itself or in its effect". The third paragraph of Article 14 describes "discriminatory" as "affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions or affiliations, colour, creed, or sex whereby persons of one such description are subject or are accorded privileges or advantages that are not accorded to persons of another such description".
152. The third sub-section of paragraph 4 of Article 14 addresses the issue of "securing adequate advancement of certain racial or ethnic groups or individuals require such protection as may be necessary in order to ensure such groups or individuals equal enjoyment or exercise of human rights or fundamental freedoms". It specifically allows laws to be passed, or measures to be taken, whereby certain groups may be accorded any privilege or advantage that, having regard to its nature and to special circumstances pertaining to those persons or to persons of any other such description, is reasonably justifiable in a democratic society. The section affords the GOAB the capacity, should it be deemed appropriate, to enact legislation to combat specific issues of discrimination as they arise, while still affording all citizens equal and unbiased protection under the law.<sup>53</sup> These measures may be applied appropriately to address gender inequalities.

### 6.2.1 LEGISLATIVE REFORM

153. Since the country's achievement of national independence in 1981, a number of legislative instruments have been enacted to eliminate direct and indirect discrimination on the basis of sex, promote positive action for women, and advance equality between men and women. Other pieces of legislation speak to ingrained gender biases which may lead to discriminatory practices.

## RECOMMENDATIONS

- ✓ Antigua and Barbuda should seek support to review and reform legislation to remove all forms of gender-based discrimination in the law.
- ✓ Review legislation, as discussed in Table 14.

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<sup>53</sup> See: [http://www.antigua-barbuda.com/business\\_politics/united\\_nations/unreport\\_racialdiscrimination.asp](http://www.antigua-barbuda.com/business_politics/united_nations/unreport_racialdiscrimination.asp)

## T14: GENDER CONSIDERATIONS IN LEGISLATION

LEGISLATION	SEX/GENDER PROVISIONS
<p><b>The Antigua and Barbuda Labour Code</b></p>	<p>In 2013, after an extensive, multi-year revision process, the final draft of the Amendment to the Antigua and Barbuda Labour Code was submitted to Cabinet. The amendment makes important new interventions:</p> <ul style="list-style-type: none"> <li>▪ Section C 4 (3) adds consideration of “Equal Pay for Equal Work” stating: “No woman shall merely by reason of her sex, be employed under terms or conditions of employment less favourable than that employed by male workers employed in the same occupation by the same employer”. The section also proposes a fine of EC \$15,000 to those who contravene this provision, and open them to further sanctions by the court.</li> <li>▪ Extending the period of maternity leave to at least 13 weeks, of which the employer must pay at least 40% basic wage for the existing minimum of 6 weeks.</li> <li>▪ Adding provisions for paternal leave for fathers-to-be in marital or common-law relationships, which provides 5 working days with pay within two weeks of the child’s birth. Further stipulation ensures that an employee under maternal or paternal leave is to be considered continuously employed.</li> </ul>
<p><b>The Social Security Act</b></p>	<p>The disbursement of social security arguably disenfranchises women within the “economically inactive population”, as they are left dependent upon the labour and contributions of their husbands to secure benefits. Low-income earners, who are most likely to be women, are doubly disenfranchised by these conditions.</p> <p>Common-law relationship forms in Antigua and Barbuda include un-married partners living separately, who are also excluded from social security benefits, as a couple must be married or living together for no less than three years to secure Survivor’s Benefits upon the death of a partner. Further, qualifying decisions on non-married partners are left to the discretion of the Act’s overseeing body.</p> <p>No Sick Leave benefits are extended to persons who fall within the category of “economically inactive”. The system further does not take into account the longer life expectancy of women, and the disadvantages women face in the labour market.</p>
<p><b>Sexual Offences Act (1995)</b></p>	<p>This Act does not recognize rape within marriage, except under certain circumstances pertaining to the separation or dissolution of the marriage. Under the law, women are not able to commit the crime of “rape” (defined as penetration), and penalties for unlawful carnal knowledge (sex with a minor) are less for women who commit these crimes than men who do the same. There are therefore gender inequities built into this legislation that disadvantage men both as victims and perpetrators, and women, in specific instances, as victims.</p> <p>Anti-buggery laws are in effect, which are homophobic and discriminatory against men. Adult to adult incidents, whether consensual or otherwise, are subject to a maximum of 15 years imprisonment. The section notably polices all acts of anal intercourse, irrespective of sex, as it describes the act of buggery as occurring both between two males, and between a male and a female. This section of the law is noted to be infrequently enforced, except in instances where acts take place in public spaces.</p> <p>This Act outlines the legal parameters of prostitution, and in doing so, reveal gender bias as the definition implicates only the sex seller and not the buyer. Persons living on earnings of prostitution and/or providing for spaces for the act to take place are guilty of offences, where no specific mention is made of those soliciting sex, predominantly known to be men.</p>
<p><b>The Offences Against the Persons Act; The</b></p>	<p>These Acts outline the illegality of abortions in Antigua &amp; Barbuda, punishable as a felony offence for the pregnant woman, facing up to 10 years imprisonment, and a misdemeanour for an enabling person, punishable for a term not to exceed 2 years. The</p>

LEGISLATION	SEX/GENDER PROVISIONS
<b>Infant Life (Preservation) Act</b>	<p>termination of a pregnancy exceeding 28 weeks is liable to the charge of murder, manslaughter or infanticide.</p> <p>Terminations of pregnancies do however take place in the country, although it is impossible to ascertain the numbers. Traditionally, home-based or 'back street' abortions have widely been carried out, as well as by un-licensed health providers. Licensed health practitioners have offered abortions, particularly to victims of gender-based violence.</p>
<b>The Trafficking in Persons (Prevention) Act 2010</b>	<p>The Act recognizes the "abuse of vulnerability" of those who have been trafficked, establishes a Committee (now in effect) to monitor all aspects of the implementation of the legislation, lends immunity to persons who have been forced into illegal acts, and marks past sexual behaviour as irrelevant and inadmissible in proving the trafficked person was engaged in other sexual acts.</p>

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## 7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING

### 7.1 THE NATIONAL GENDER MACHINERY

154. The Directorate of Gender Affairs (DOGA) is the National Gender Machinery and focal agency responsible for advancing gender equality in Antigua and Barbuda. The Directorate is located within the Ministry of Education, Youth, Sports and Gender Affairs, maintaining its own headquarters in the capital city of St. John's.
155. The organizational structure of Gender Affairs is as follows: one (1) Executive Director; three (3) Programme Officers; one (1) Information/Research Officer; one (1) Executive Secretary; one (1) Accountant (newly added position); eleven (11) Support Officers; and two (2) Messengers/Cleaners. The Directorate also receives the support of an un-paid Advisory Committee comprising of five longstanding gender equality advocates, who provide oversight support and advice to the Directorate, making recommendations to advance its work.
156. Established in 1981, the Directorate was initially titled the Women's Desk. In 1985, at the end of the UN Decade for Women, the Women's Desk was re-titled the Directorate of Gender Affairs, and given a wider mandate and scope to address gender inequalities in the country. The Directorate directed its attention towards the structural and systemic causes of gender inequality, channelling energies towards the socio-economic and political conditions that impact on persisting imbalances.<sup>54</sup> The DOGA notes its focus as responding to the needs and issues of vulnerable groups through collaboration and partnership with other government and non-governmental agencies and institutions. The Directorate divides its efforts into Programmes, Services and Special Events and Activities (see Table 15 below).

#### **T15: PROGRAMMES, SERVICES AND SPECIAL EVENTS AND ACTIVITIES OF THE DIRECTORATE OF GENDER AFFAIRS (DOGA)**

<b>PROGRAMMES</b>	<b>SERVICES</b>	<b>SPECIAL EVENTS AND ACTIVITIES</b>
Sensitization and Awareness-raising/ Seminars and Training	24-Hour Crisis Hotline and Crisis Centre (for survivors of gender-based violence)	International Women's Day
Training, Education and Empowerment	Counselling and support	16 Days of Activism Against Gender-based Violence
Skills Training in crafts and weaving, literacy skills, computer skills, cake-making and clothing construction	Court Advocacy	Community outreach including a Female Condom initiative
Teen Mothers and Parenting programme	Victim Support group	Community Safety Forums <sup>55</sup>

<sup>54</sup> Directorate of Gender Affairs (2013). *Brochure*. Directorate of Gender Affairs, Ministry of Education, Youth, Sports and Gender Affairs. St. John's, Antigua and Barbuda.

<sup>55</sup> *Ibid.*

<b>PROGRAMMES</b>	<b>SERVICES</b>	<b>SPECIAL EVENTS AND</b>
Democracy and Governance	Safe Havens	
Sexual and Reproductive Health and Rights	Research and data collection	
Community Outreach	Networking and support for the unemployed	
	Library/Gender Resource Centre	

157. The Directorate of Gender Affairs has also served as the Secretariat for the Caribbean Institute for Women in Leadership (CIWiL), a civil society organization promoting women in politics, leadership, and decision-making across the region.

## 7.2 CAPACITY OF THE NATIONAL GENDER MACHINERY

158. Although the Directorate boasts a large human resource compared to other gender bureaus in the region, the chief policy-based and technical-support interventions as well as counselling to survivors of gender-based violence, are carried out by the Executive Director, the three Programme Officers, and the one Research/Information Officer. Other efforts are distributed to senior-level Support Officers.
159. Although the Directorate maintains an extensive programmatic profile, its human resources are challenged to support the macro-level development processes of other government divisions. It has commonly been considered understaffed and underfunded.<sup>56</sup> Despite this, the DOGA provides oversight and support to a number of social development agendas in the country.
160. In its 2012 budget submission to the Ministry of Finance, the Directorate requested additional support towards the implementation of gender equality commitments and obligations made at the national, regional and international levels. Included as indicators of this implementation were Annual Reports, the CEDAW Report and the Inter-American Convention on the Elimination, Punishment and Prevention of Violence against Women. The Directorate further requested support towards analysing and documenting how men's and women's gender-differentiated roles are relevant to, or may be impacted by the work of the Directorate of Gender Affairs. It further indicated its aim/ambition to mainstream gender in all government Ministries and departments, and to provide assistance and advice to all government Ministries to ensure balanced communication with all sectors of their communities. Acknowledging its advanced mission, the Directorate further sought to promote the equitable participation of women and men in all its initiatives and programmes.
161. As noted, the Directorate of Gender Affairs is a division within the Ministry of Education, Youth, Sports and Gender Affairs. In 2013, the Directorate was allotted EC \$624,136 of the Ministry's total EC \$84,446,171 budget, or 0.7%. As the share of the Ministry's budget to the Directorate is minimal, so too is the allocation of the division's resources towards the performance of its mandate.
162. An extensive share of the Directorate's resources is dedicated to Personal Emoluments. Of the proposed budget for 2013 prepared by the DOGA, 77.4% of funds requested were allocated to salaries and allowances.<sup>57</sup> In addition to these funds however, the Government provided the Directorate with a new building, well placed in the capital city, publicly viewed as a measure of its extensive support to the division's advancement. Additionally, as the DOGA prepares for the implementation of the GBV NAP, the Government has committed partnering funds to the US \$1.45 million project (US \$718,600 to be provided by the Trust Fund and US \$732,00 by the Government), to be contributed by various participating government divisions.
163. With minimal public resources dedicated to its regular programmes and activities, the Directorate relies considerably on the support of external agencies to implement its work-plan, which is principally secured through the submission of grant funding proposals written by the division's technical staff. The support provided to the Directorate by these agencies was concentrated in the areas of:
- i. Ending gender-based violence (including health-based responses);
  - ii. Sexual and reproductive health and rights;
  - iii. Women in leadership and decision-making;

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<sup>56</sup> Report on Antigua and Barbuda's 2007-2010 country strategy for the Global Environment Facility (GEF) Small Grants Programme. See [http://boecs.org/sgp/documents/cps/cps\\_antiguabarbuda.pdf](http://boecs.org/sgp/documents/cps/cps_antiguabarbuda.pdf)

<sup>57</sup> EC \$578,086 of the total EC \$746,710 budget requested was dedicated to Personal Emoluments.

- iv. Youth gender issues; and
  - v. 16 Days of Activism Against Gender-based Violence campaign.
164. The Directorate secured over US \$2 million in donor agency support during the period 2010-2013, greatly exceeding funds via public expenditure. A key challenge associated with the support of donor agencies is the confinement of the work of the Directorate to the thematic areas of the donating body. As a result, development areas where the national gender machinery may wish to focus its efforts, which do not fit within donor agency agendas, may be overlooked.

#### **GENDER EXPERTISE TO RELEVANT SECTORS**

165. The Directorate of Gender Affairs maintains an active profile in the area of community mobilization. The programme involves the strengthening of local organizations which have wide-ranging areas of focus, by providing gender expertise as well as human and financial resources to support their established programmes of activity.
166. The Directorate organizes its own initiatives which include a diverse range of stakeholders and civil society organizations, and serves as facilitator of policy interventions and the emergence of new groups. The DOGA regularly assembles Project Advisory Committees that support its annual campaigns, and Task Forces to review cases and propose strategies for effective case management.
167. The DOGA further supports gender and women's rights organizations in their delivery of services to target groups, and has led the organization of forums for these groups to emerge. It is noted that the Directorate utilizes its partnerships with other agencies, such as CIWiL, to advance its programmes, and diversify its areas of focus. Moreover, the Directorate's placement as the National Gender Machinery enables involvement and partnership with a diverse range of stakeholders across various sectors, particularly where their programmes call for the inclusion of gender considerations to receive support.

## 7.3 GENDER EQUALITY AND NATIONAL POLICIES

168. Antigua and Barbuda does not have a National Gender Policy, either in draft or expired form. In 2005, at the 50<sup>th</sup> Session of the United Nations Commission on the Status of Women (CSW), the first representation to the CSW by the Government, the Minister with responsibility for Gender Affairs, Dr. Hon. Jacqui Quinn-Leandro announced the Government's intention to develop a National Gender Policy to address the gaps in maintaining a development approach that is effective and efficient in incorporating a gender perspective. She indicated, in particular, that a gender policy would be a fundamental tool for the attainment of the MDGs and other global summit goals and outcomes, and would be based on the Beijing Platform for Action.<sup>58</sup>
169. Since 2005, other national policies developed for key sectors have incorporated gender considerations:
- i. National Strategic Action Plan to End Gender-based Violence (2013-2018);
  - ii. Antigua and Barbuda National Youth Policy (2007):
    - Provides the most comprehensive engagement with gender issues of existing national policy frameworks for the country. The core values underpinned within the policy include gender equality, committing youth, the Government and other stakeholders to actively promote gender equality and the empowerment of women as the basis for the provision and delivery of services. The document notes CEDAW, the MDGs, and the Convention of Belem do Para as key human rights instruments;
    - Notably, among the policy's strategic objectives is to promote gender mainstreaming, not only in youth-focused programmes, but also within the overall supportive policy environment.
  - iii. The Education Sector Plan (2013-2018) (Draft):
    - Articulates the need to eliminate gender inequality from all levels of the education system by 2015, in accordance with meeting the Caribbean-specific MDGs. It notes gender issues as among the "most potent" factors fuelling the problem of children at risk in Antigua and Barbuda, and calls for gender to be mainstreamed at all levels of education;
    - However, the Plan does not make specific reference to how gender issues are to be addressed within the education system.
  - iv. National Strategic Plan (NSP) for HIV/AIDS in Antigua and Barbuda (2012-2016):
    - Notes that gender inequality continues to be one of the main factors driving the epidemic in the country, and recognizes the need to "mainstream gender thinking throughout the HIV and AIDS response, in both policy and programme".
  - v. Food and Nutrition Security Policy (2012):
    - Notes that food and nutrition insecurity levels vary with gender. It further seeks to improve mechanisms for measuring and monitoring food insecurity and poverty, by identifying and mapping vulnerable groups, taking a gender-sensitive approach;
    - The policy further explains that a life cycle approach and gender mainstreaming will be key to the planning and decision-making processes in respect to restructuring food security programmes.
  - vi. National Anti-Drug Strategy Plan (2010-2014):
    - Notes the participation of the Directorate of Gender Affairs in drug demand reduction, and institutional strengthening.

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<sup>58</sup> Statement by Dr. Hon Jacqui Quinn-Leandro, Minister of Labour, Public Administration and Empowerment to the 50<sup>th</sup> Session of the United Nations Commission on the Status of Women, Monday 27<sup>th</sup> February, 2005. Accessed at: [http://antigua-barbuda.com/business\\_politics/DrQuinn\\_Leandro\\_speech.asp](http://antigua-barbuda.com/business_politics/DrQuinn_Leandro_speech.asp)



170. The following national policies have not explicitly articulated gender considerations:
- i. The Draft National Energy Policy (2010);
  - ii. The National Tourism Strategic Policy and Plan (2005-2009);
  - iii. Public Sector Transformation Strategy.
171. Various committees have been established across Ministries to implement their respective policies and sectoral plans. In all instances, representation from the Directorate of Gender Affairs is expected and/or included to guide and/or implement the aspects of the plans where there are gender considerations. There were/are no discussions on the empowerment or agency of women in development, utilizing their knowledge and experiences to actively participate in reform strategies, however, as the policies maintain a focus on women's vulnerabilities. As the Youth Policy applies a more holistic, gender-sensitive viewpoint, understanding gender mainstreaming, and recognizing its importance for all sectors, partners and stakeholders to advance gender equality and equity strategies, this policy can serve as a best-practice for further policy development in the country.

#### **GENDER TRAINING AND SENSITISATION**

172. The Directorate of Gender Affairs embarks upon various training and sensitization interventions with the aim of heightening gender awareness, and addressing gender issues within specific sectors. The Directorate has been principally engaged in sensitizing the justice sector to issues of gender and gender-based violence. It further makes presentations to private sector institutions on sexual harassment, domestic violence, human trafficking and other gender issues where there work-related components.
173. A Gender Studies course has been developed for the Antigua State College, principally administered by the DOGA. The course introduces students to key concepts and theories on Gender and Development, covering theoretical developments and key debates on gender issues. It incorporates teachings on international agreements such as CEDAW and Belem do Para. Gender Studies is currently an elective within the College's Business Administration programme.

## 7.4 NATIONAL CAPACITY FOR GENDER MAINSTREAMING

174. 'Gender mainstreaming' is defined by the UN Social and Economic Council as:

*The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.<sup>59</sup>*

175. Challenges arise in the integration and incorporation of gender issues in macro-level programmes and policy frameworks, particularly within the sectors or Ministries principally charged with the responsibility for economic development and core, national development strategies.
176. The assessment and subsequent integration of gender considerations have been notably absent from the NEST Plan, Tourism Policy, and Public Sector Transformation Plan. Where 'gender' is mentioned in other policies and plans, a thorough engagement with gender issues, analysis of gender-based implications, and integration of gender-sensitive policy interventions with gender-responsive targets and indicators is absent. Despite consultations with the Directorate of Gender Affairs, 'gender' appears in the key instances mentioned, where it receives token acknowledgement, and is not successfully applied to ensure women's and men's experiences and concerns form 'integral dimensions' of the design, implementation, monitoring and evaluation of the policies and plans.
177. The capacity of the Directorate of Gender Affairs to provide gender expertise and subsequently develop gender-responsive programming is evident in the formation of the GBV NSP; however its limited human resources underscore its challenges to extend support to all sectors where this support is required. The Directorate's mission to be the leading agency responding to gender inequalities and inequities through gender mainstreaming is therefore tested without an extensive infusion of human/technical and financial support.

### **GENDER INTEGRATION IN POLICY FRAMEWORKS AND SECTOR PROGRAMMES**

178. As noted, a key obstacle to the integration of gender equality in sector programmes lies in the absence of quantitative and qualitative sex-disaggregated data, and gender analysis. Examples of the absence of sex-disaggregated data in policy frameworks are outlined in Table 16 below.

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<sup>59</sup> Report of the UN Economic and Social Council, A/52/3, 18 September 1997.

## T16: ABSENCE OF SEX-DISAGGREGATED DATA IN POLICY FRAMEWORKS

DIVISION	SECTOR /DEVELOPMENT AREA	KEY ISSUES
Lands Division	Land ownership as an indicator of access to productive resources and wealth	Does not collect or maintain sex-disaggregated data
Intellectual Property Division	Small- and micro-enterprise / ownership	Does not gather or maintain sex-disaggregated data
Census Office / Statistics Division	Various divisions to determine programmatic interventions	The Labour Department awaits the results of the 2011 Census to develop a more accurate unemployment figure, as well as to advance the development of a Labour Market Survey

179. The Statistics Division provides timely dissemination of gender-related data, particularly economic data.
180. The Ministry of Education provides the most thorough and regularly-distributed sex-disaggregated data across divisions explored. Annual statistics digests are produced by the Ministry, which include analysis of the differential participation of boys and girls in the education system, as well as the representation of women and men in the administration. The modalities employed by the Ministry of Education could notably serve to support other divisions to engage in similar exercises.
181. The Directorate of Gender Affairs has embarked on a few key activities to gather, synergize and analyse qualitative and quantitative data. However, these activities have been met with some systemic challenges. The submission of the national CEDAW Report requires gathering statistics and information from a broad range of sectors; however its delayed submission is as a result of requests for information from various Ministries being met with the unavailability of the required data. As a result, the Government of Antigua and Barbuda is overdue in its submission to the CEDAW Committee, and has been requested to combine its 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> reports. This underscores Antigua and Barbuda's challenges in reporting on international commitments to gender equality.

## RECOMMENDATIONS

- ✓ Advance recommendations for a functional review of the Directorate of Gender Affairs (within the Public Sector Transformation Project), exploring its capacity to fulfil its mandate while providing support recommendations for improved human and financial resources capacity.
- ✓ The GOAB should seek immediate support towards the development a National Gender Development Strategy which supports inclusive economic growth and poverty reduction, and existing policy frameworks across various sectors. Integrating a National Gender Development Strategy within the GOAB's mid-term strategic development plan would ensure that the chief social and economic development framework is effectively gender mainstreamed, and the National Gender Machinery is effectively supported with a targeted national policy framework for its programmes and activities.
- ✓ Provide support to enable evidence-based frameworks for gender mainstreaming, and for reporting on international commitments on gender equality. The capacity of the Statistics Division and data-collecting divisions should be built to provide timely and effective collection and analysis of sex-disaggregated data.

182. It is the view of the Directorate that gathering and synthesizing gender-related data across sectors should not be seen as its responsibility, but that all Ministries, agencies, organizations and groups should be empowered and sensitized to undertake this function. In conducting the research for this Country Gender Assessment, it has been found that key sex-disaggregated and gender-related data for Antigua and Barbuda are most commonly found in external sources, and further as the result of donor-agency support to gather statistical data for regionally-based initiatives. The DOGA does however champion its responsibility for coordinating these processes nationally, and employs a Research/Information Officer who endeavours to gather sex-disaggregated data on a periodic basis, particularly to advance the focus of the Directorate's programmes.
183. The other noted obstacle to the integration of gender equality across sector programmes is the absence of an over-arching national policy framework that establishes clear measures, targets and indicators for advancing gender equality and gender mainstreaming. With no national gender development framework in place, Antigua and Barbuda lacks a strong gender mainstreaming strategy that can be utilized by Ministries, agencies, organizations and other groups to advance the national gender equality mandate and to build understandings of the critical nature of gender equality to all development plans and processes.

#### **MONITORING GENDER EQUALITY IN MINISTRIES, DEPARTMENT AND AGENCIES (MDAS)**

184. A comprehensive statistical report on the status and representation of women in management and other decision-making levels, both within the public and private sectors in Antigua and Barbuda provided an evidence-based account of persisting gender inequalities in the representation of women generally, and the representation of women at the highest levels of MDAs that formed part of the survey. This exercise was last conducted in 2005 as part of an initiative supported by the Organization of American States (OAS). Data was gathered on the following MDAs:
- i. The Government of Antigua and Barbuda, with particular attention to Permanent Secretaries;
  - ii. Statutory Bodies, Corporations and Boards, including APUA and the Board of Education;
  - iii. Teachers;
  - iv. The Royal Police Force of Antigua and Barbuda;
  - v. The Antigua and Barbuda Defence Force;
  - vi. The tourism industry, including the Antigua Hotel and Tourism Association and data on labour in the sector;
  - vii. Small-business vendors;
  - viii. Commercial banks, including the Antigua and Barbuda Investment Bank, Bank of Antigua, Antigua Commercial Bank, First Caribbean Bank and the Royal Bank of Canada;
  - ix. Women in the legal, medical and related professions;
  - x. The Houses of Parliament and political parties;
  - xi. Trade Unions, including the Antigua Workers Union and Antigua Trades and Labour Union;
  - xii. The Barbuda Council; and
  - xiii. Women in households.
185. Recognizing the limited human resource capacity of the National Gender Machinery, gathering data periodically monitor changes and developments along this indicator would require that the national machinery has a stronger research mandate, and the necessary resources to conduct related field exercises.

## 8.0 EXISTING GENDER AND DEVELOPMENT COOPERATION IN THE BMC

### 8.1 GENDER MAINSTREAMING IN DEVELOPMENT INITIATIVES

186. Coordination, planning, and implementation of development activities have not mainstreamed gender consistently. There exist sectoral-based opportunities for collaboration in planning and execution, through which the government and its development partners may enhance gender-responsive development strategies, systems and interventions.

#### INCREASING THE EFFICIENCY OF THE PUBLIC SECTOR

187. **Report on the Millennium Development Goals:** The MDG National Task Force solicits the support of the Directorate of Gender Affairs to report on the advancement of the MDG indicators related to Goal Three: Promoting Gender Equality and Women's Empowerment. Two indicators of this goal relate to education and literacy, which are chiefly the responsibility of the Ministry of Education, and the two other indicators relate to the employment of women in the non-agriculture sector, principally found in data of the Statistics Division, and the proportion of seats held by women in national parliament, which is easily accountable. The report notes that the provision of statistics and monitoring and evaluation strategies on gender equity are weak, but improving. However, outside of the Goal Three, Goal Five (improving maternal health), and Goal Six (combatting HIV AIDS), there are no other explicit mentions of women and/or gender in the 2009 MDG report. The DOGA initiated the provision of information that would provide a more thorough picture of the status of gender equality.
188. Despite the highly gendered focus of the MDGs, Antigua and Barbuda's MDG reporting process underscores that while the coordination of gender mainstreaming initiatives is the purview of the National Gender Machinery, the MDGs provides an optimal opportunity for enhancing collaboration and knowledge-sharing in the relevant Ministries, Departments and Agencies across the public service.
189. As countries approach the 2015 deadline, the overall reporting of MDG progress would benefit from an increased engagement with gender through all eight MDGs, as well as support towards the integration of relevant qualitative and quantitative sex-disaggregated data and gender-responsive indicators in all goal areas. This can be promoted through the MDG Task Force, in realizing the significance of gender indicators to its reporting requirements. The Task Force could further advance gender mainstreaming in the initial/development stages, reviewing the overall goals and the centrality of gender equality to the achievement of all.
190. **Public Sector Transformation:** This initiative provides a critical strategic entry point for advancing gender mainstreaming throughout the public service. Critical areas of intervention have been established without explicit gender considerations, target and indicators, yet all maintain the potential to integrate gender across the public sector, while establishing clear procedures for gender monitoring and evaluation.

191. As a part of the overall Public Sector Transformation initiative, four (4) Permanent Secretaries (including the PS of Finance) participated in the piloting of the Caribbean Leadership Project: a Canadian International Development Agency (CIDA)-funded initiative aimed at strengthening the next generation of Caribbean public sector leaders, towards advancing development goals and economic growth. Its customized interventions for national organizations focused on departmental change included training in strategies for gender equality, and hiring a gender specialist to ensure that very specific indicators for gender equality were integrated in programme development. The participants of the first cohort were exposed to gender issues; however, as expected, they were not considered to have become ‘gender experts’ at the conclusion of their training.
192. As women are notably absent from Parliament, the highest level of decision-making in the nation state, continuing gender sensitization for Permanent Secretaries is critical to ensuring the engagement with gender issues at the highest levels of decision-making in the public sector. Recommending a customized training programme on gender mainstreaming for Permanent Secretaries would prove beneficial for advancing coordination across all government sectors.
193. With these processes at the infancy stages, a key opportunity exists in supporting the inclusion of gender considerations in the review of government ministries.

#### **INCLUSIVE SOCIAL DEVELOPMENT**

194. **The Social Policy Department and Development Planning Unit:** The Social Policy Department (also referred to as the Department for Social Policy, Research and Planning), recently upgraded from the Social Policy Unit, is charged with the commanding responsibility of coordinating the social policies and programmes of the Government, implementing and monitoring policies and programmes related to social protection for vulnerable citizens and groups.<sup>60</sup>
195. The Ministry of Social Transformation, within which it falls, maintains responsibility for the Board of Guardians – a longstanding social programme providing bi-monthly stipends and support to 473 clients, and the Citizens Welfare Division, which is responsible for elderly care, foster care and child protection services.
196. The United Nations Entity for Children (UNICEF) is assisting the Ministry to report to the Convention on the Rights of the Child, engage in Social Policy Reform, building the capacity to monitor and evaluate social protection programmes, and to revise and enact new legislation relating to children. The Social Policy Department is additionally advancing processes to establish a unified beneficiary selection system for all social programmes,<sup>61</sup> and is further responsible for eliminating duplication in social programmes.
197. With the promotion of social protection and social development integral to the realization of the NEST Plan and CSP, the role of the Social Policy Department in advancing the social policy agenda is critical, as well as the interventions supported by development partners. It appears therefore, that the Social Policy Department has the comparative advantage to lead/coordinate gender-inclusive social development processes at the national level. Meanwhile, these initiatives are carried out by a number of Ministries and divisions, including the DOGA.

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<sup>60</sup> Government of Antigua and Barbuda. 2013 Budget Statement, p. 146.

<sup>61</sup> *The Daily Observer* (2013), “National social protection committee formed”, January 17, 2013. Accessed at: [www.antiguaobserver.com/national-social-protection-committee-formed/](http://www.antiguaobserver.com/national-social-protection-committee-formed/)

198. As the Social Policy Department is chiefly responsible for overseeing social policy frameworks, the Economic Policy and Planning Unit of the Ministry of Finance (also referred to as the Development Planning Unit) is charged with the responsibility of economic development. This unit will be supported to complete the successor plan to the NEST, the Mid-term Strategic Development Plan (MTSP). The MTSP is underpinned by the following strategic objectives: fiscal balance; education for all; enhancing the social development agenda; preserving the environment and building stronger infrastructure; economic sustainability; and building Antigua and Barbuda as “the best brand”.<sup>62</sup> The Government considers the MTSP as the blueprint for growth and development over the short and medium term, rooted in the principles of fiscal and debt sustainability, financial sector stability, social protection and economic growth (consistent to the NEST).
199. The gender-responsiveness of the National Poverty Reduction Strategy, the capacity for gender mainstreaming within the Social Policy Department, and the MTSP and Economic Planning Unit are therefore critical to the assurance that gender is mainstreamed across all sectors.

#### ASSESSING GENDER AND DEVELOPMENT COOPERATION

200. Where gender sensitivity, capacity for gender analysis, political will, and engagement with the National Gender Machinery exist, gender is effectively mainstreamed into social and economic development agendas. Where one or more of these key factors are absent, policies, programmes and initiatives are developed and implemented without a critical engagement with or analysis of the differential impact of these actions on women and men. Moreover, a top-down approach to development is revealed, which fails to effectively involve target groups in the development processes designed for their empowerment and well-being. (See Table 17).

#### RECOMMENDATIONS

- ✓ Institutional strengthening of the Social Policy Unit and Economic Policy and Planning Unit requires a deep-seated increase in capacity to undertake gender equality assessments, and incorporate findings in social and economic policy formulation. It also requires an understanding of processes which advance the progression of citizens from dependency to empowerment, and from vulnerability to active agents in development processes.

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<sup>62</sup> 2013 Budget Statement, *Op. Cit.*, p. 38.

## 8.2 CONCLUSION

201. The Antigua and Barbuda *CGA* provides a gender analysis of key areas of economic and social development, as well as of the legislative framework and institutional capacity to promote gender equality and mainstreaming. There are continuing areas of gender discrimination which need to be addressed if Antigua and Barbuda wishes to provide equal opportunities to all men/boys and women/girls, and thus enable them to contribute equitably to national development.
202. The successful integration of the experiences of citizens and residents to development frameworks is required to ensure that they are responsive to meeting the needs of and providing protection for those who are most vulnerable, and creating spaces for their effective participation in development processes. Ensuring that the allocation and distribution of government resources serves to address overall poverty alleviation and development priorities requires a stronger connection with lived realities, as highlighted through statistical evidence. This is mainly achieved through assessments of distributional impact that are gender-sensitive. This is the essence of gender mainstreaming.
203. The absence of an overall guiding framework for mainstreaming gender in Antigua and Barbuda, and the strained resources of the National Gender Machinery to successfully fulfil its mandate contribute to inadequacies with regard to gender mainstreaming structures, mechanisms and processes.
204. Building on successful models in-country, the National Gender Machinery should be supported in its efforts to engage partnering ministries and civil society organizations in raising awareness on socio-cultural, economic and political gender issues, providing focused and targeted interventions that mobilize communities and groups. At various points throughout the preparation of the *CGA*, organizations that were invited to participate declined to do so, as they did not understand what ‘gender’ had to do with what they do. Moreover, workers who are subject to the most gender-segregated and precarious working conditions did not recognize intrinsic inequalities. The *CGA* may be utilized to initiate critical discussions on gender issues across various levels, exploring the issues it covers, as well as other key issues that impact on the lives of women and men such as health, gender-based violence, and the rights of children and youth.
205. It is critical to devote resources to basic activities for gathering and synthesizing sex-disaggregated data across the country. The slow turnover, or complete absence in this information in some instances, is resulting in critical voids in development strategies which should be rooted in evidence. Emphasizing the role of all sectors to data gathering, as to feed into the national statistics machinery is important, utilizing indicators that support common reporting and monitoring and evaluation structures.
206. It would add extensive value to the monitoring and evaluation strategy on progress towards the achievement of gender equality if development partners mandate that all funding and technical assistance requests, reports, related consultations and assessments should include gender analysis. Projects and activities would be grounded and evidence-based, working to ensure that gender is mainstreamed at all points of a project’s lifecycle, and promoting the continued and effective engagement with related stakeholders throughout development processes.



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Government of Antigua and Barbuda, 2013 Budget Statement.

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**T17: TABLE OF RECOMMENDATIONS (\* BOLDED RECOMMENDATIONS ARE GOAB-PRIORITIZED AREAS OF ACTION)**

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<b>Wage freezes within the public sector will impact on women disproportionately to men, while further failing to account for rising living costs and the reduction in expenditure for social security interventions.</b>	TA towards MTDS development process: underscore mid- and long- term GAD impacts  TA to evaluate, at minimum, inflation-rate increases in the public service, for each successive budgetary year	MOF; CDB	<b>HIGH</b> – CDB is currently working with MOF to develop its MTDS. Integrating gender considerations in its infancy stages should present few risks and high feasibility  <b>HIGH</b> – PS of MOF has been sensitized to gender through PST project; political will is considered to be present  <b>MEDIUM to LOW</b> – Ending wage freezes in the public sector would require new/reformed strategies to reduce public expenditure: a PER could successfully reduce ineffective expenditure allocation to other areas  With the ending of mandatory wage freeze prescriptions across the public sector, consideration should be given, at minimum to inflation-rate increases for each successive budgetary year.	IMF; WB	5.1
<b>Private and public sector institutions actively promote and advance a work-life balance agenda</b>	TA to GOAB and private sector in policy strategy  Training and sensitization for GOAB and private sector	GOAB ABIA – Antigua Barbuda Investment Authority; ABTA – Antigua and Barbuda Tourism Authority	<b>MEDIUM</b> – Political will within public and private sectors to develop and advance strategic frameworks; ability for development partners to communicate benefits to advancing employment satisfaction and improving productivity	UN Women; UNECLAC	5.1
<b>Revising taxation platform to advance pro-poor, gender-equitable strategies</b>	Funding and TA for in-depth macro-economic analysis on gender and taxation  TA to advance completion of	MOF; CDB	<b>HIGH</b> – CBD is currently providing support to MOF to estimate the impact of transaction-based taxes  <b>MEDIUM</b> – If gender-based impacts are not viewed as high priority/importance to the existing evaluation, this entry point may be overlooked		5.1

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
	Survey for Special Rapporteur on Extreme Poverty and Human Rights		<p><b>HIGH</b> – Advances international reporting</p> <p><b>HIGH</b> – Establishes evidence-based analysis of economic decision-making on gender equality that is locally-based. The MTSP can therefore introduce strategies that are revenue-generating, pro-poor and gender-equitable.</p>		
<b>Develop instruments, especially time-use surveys, for periodically measuring unpaid work performed by women and men</b>	GOAB request financial and TA for national time-use survey	DOGA; MOF; Statistics Div.	<p><b>HIGH</b> – Agreement established at the 10<sup>th</sup> Regional Conference on Women in Latin America and the Caribbean and by Resolution 5 (IV) of UNECLAC’s 4<sup>th</sup> Statistical Conference of the Americas</p> <p><b>MEDIUM</b> – Capacity of Statistics Division to oversee study is high; capacity of division to administer study absent of financial support towards additional human resources is questionable.</p> <p><b>MEDIUM</b> – Incorporation of results into the System of National Accounts; design economic and social policies accordingly.</p>	ECLAC currently supporting 8 LAC countries; request to add additional Caribbean countries	5.1
<p><b>Revision of pension and other social protection acts to support the removal of dated, gender-insensitive provisions</b></p> <p><b>Social security review and reform to ensure the absence of gender discrimination and advance GE agenda</b></p>	<p>TA funding</p> <p>TA to establish Social Protection Floor (ILO Recommendation No. 202 (2012))</p>	MOLA; MOL; ILO	<p><b>MEDIUM</b> – Legislative reform process slow; must be guided by completion of pension reform strategy</p> <p><b>MEDIUM to LOW</b> – Pension reform strategy does not have existing mandate to explore differential gender impact</p> <p>Ensuring that all members of society enjoy at least a basic level of social security, and account for the roles, responsibilities, contributions, etc. of women and men to un/paid work calls for transformation of social protection model</p> <p><b>HIGH</b> – Existing financial support towards gender-sensitive legislative review in-country</p>	DOGA– current support from UN TRUST FUND to review and reform other legislation and policy – piggy funding and HR	5.1

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
Gender assessments and subsequent gender mainstreaming of policies in mainstay economic sectors through MTDS	TA	MOF – Development Planning Unit/Social Policy Unit; DOGA	<p><b>HIGH</b> – CDB currently working with MOF to develop its MTDS. Gender mainstreaming in the MTDS advances and integrates gender considerations in areas of taxation, social protection, tourism and agriculture, transportation, energy and overall socio-economic development framework</p> <p><b>HIGH</b> – Capacity-building and training in gender-sensitization to promote sustainable institutional strengthening; potential synergy with PST project/strategy</p> <p><b>MEDIUM</b> – Most sector policies already in effect, revising and strengthening them requires mandate/political will – particularly within agriculture, food security and environmental policy</p>	CDB; UNWOMEN; UNECLAC; Advisory Group including GOAB and Civil Society	5.1
Support the advancement and/or absorption of women in higher paying work, in the most productive sectors.	Funding and TA	MOL; Training Div.; DOGA	<p><b>HIGH</b> – Training and skills development opportunities can be synergized across public and private sectors; certification (CVQ) opportunities in existence</p> <p><b>MEDIUM</b> – Introduce job growth strategy through MOL which targets employers in growing economic sectors; Strengthen partnerships with the private sector to apprentice, train and hire vulnerable and marginalized groups from government-approved programmes will help alleviate poverty, promote self-sustainability, and strengthen the national labour force.</p> <p><b>HIGH</b> – Add to the Training Division’s workplace orientation programme the exploration of gender-related labour issues and vulnerabilities, harassment, work-life balance; it is notable that this exists within NGO training currently conducted by GARD</p>	GARD and ABDB Should be engaged/supported by CDB to help advance their efforts to increase women’s access to productive sectors	5.1

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>Enhance the proficiency of artisans in the craft industry to ensure the participation of women</p> <p>Infrastructure for the measurement of gender-related development indicators must be put in place.</p>	TA	CBD; DOGA; GARD	<p><b>HIGH</b> – CDB providing support to country in this area; provide for focused training to support their increased competitiveness and market-responsiveness. Partnership with DOGA and locally-based organizations engaged in training women in SMEs can be heightened</p> <p><b>HIGH</b> – DOGA can serve a coordinating function in the administration of training that is gender-focused</p> <p><b>HIGH</b> – Existing indicator to monitor number of SMEs registered each year – this can be advanced to include sex-disaggregation, and levels/types of ownership (incorporation)</p> <p><b>HIGH</b> – Advance training on the collection and analysis of sex-disaggregated data for government ministries, departments and agencies; the establishment of national statistics sharing/reporting protocols, and advancement in electronic database management systems</p>		5.2.2
Utilise extensive, existing statistics in Education to make recommendations to advance policy frameworks with explicit gender-related targets and goals.	TA/Policy-based loan		<p><b>MEDIUM</b> – Revise the Education Sector Plan to ensure it is responsive to boys and girls in notably impoverished communities; devise special programmatic interventions targeted at these groups</p> <p><b>MEDIUM</b> – Revise the Education Sector Plan to ensure it is responsive to student-mothers, supporting special measures to ensure their continued access to and participation in school towards completion of secondary education</p>		5.3
A cross-sector analysis of short and mid-term development strategies,	TA/Policy-based loan	MOE; Board of Education; MOF;	<b>MEDIUM</b> – Revise the Education Sector Plan to ensure it is economically responsive; adapting curriculum and course offerings;	CDB – Education Sector Plan/TVET Infrastructure	7

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
connecting development plans to education and training		MOL; CDB	<p>providing scholarship and grants in potential growth sectors and pro-gender equality education</p> <p><b>HIGH</b> – Advance scholarship opportunities, career counselling and private sector-based internships</p> <p><b>HIGH to MEDIUM</b> – Labour Market Survey to inform skills requirements of the economy; upgrade infrastructure to support TVET</p> <p><b>MEDIUM</b> – Provide for a gender analysis of all the country’s development strategies that can be incorporated into development of Sector Plan</p>	<p>CARICOM/ILO – Labour Market Survey</p> <p>National workers’ unions</p>	
Utilize the results of the Public Sector Transformation Survey to analyze gender issues at all levels of employment in the public sector		PST Unit	<p><b>HIGH</b> – Assess the earnings and benefits acquired by position and level, disaggregated by sex should be easy with existing data on the public sector acquired through the PST Unit. This will provide for an understanding of the status of equal pay for work of equal value in the public sector</p>		5.1 5.4
Reclassifying jobs in the central government and enhancing the efficiency and effectiveness of the public sector overall should provide for an assessment of budget allocations to wages and salaries across all ministries, linked to gender.	Financial and TA	PST Unit; MOF; Training Div.; DOGA	<p><b>HIGH</b> – Support currently being provided to Antigua and Barbuda to reclassify jobs</p> <p><b>HIGH</b> – A Public Expenditure Review to incorporate assessment of budget allocations to wages, salaries and all other areas would fix well with current and pipeline assessments through the PST Unit</p> <p><b>MEDIUM</b> – Customer service training to the public service may be preceded by a low-cost evaluation of the accessibility of public servants to and engagement with vulnerable groups – support the advancement of gender and human-rights sensitive approaches; Can be administered by Training Div, DOGA</p>	<p>WB – conducted a PER in St. Vincent and the Grenadines; support may be sought for Antigua and Barbuda</p>	5.1 5.4

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
Request support to increase training and development for women in leadership and decision-making, and the provision of support to regularly monitor their advancement in both the public and private sectors	TA, Funding	PST Unit; DOGA; Other Ministries; Local business association	<b>MEDIUM</b> – Secure support from national, regional and extra-regional bodies; can be requested through project proposals to development agencies currently supporting the advancement of women in leadership and decision-making	CIWIL (training); CIDA – similar training provided to PS across the region, expanded to others after pilot complete; OAS – propose follow-up to 2005 exercise	5.4.1
A functional review of the Directorate of Gender Affairs exploring its capacity to fulfil its mandate	TA towards institutional capacity assessment, mandate review, succession planning, capacity building	CDB; PST Unit; GOAB/Cabinet; National DOGA Advisory Committee	<b>HIGH</b> – CDB providing support to Antigua and Barbuda to review 8 Ministries within the Public Sector Transformation Project; DOGA can be selected within this review, particularly if MOE is participating	UN Women; Development Planning Unit/Social Policy Unit	7
Support towards the development of a National Gender Development Strategy, integrating the strategy within GOAB's MTSP	TA, Funding, Policy-based loan		<b>LOW</b> – National Gender Policies are precariously adopted and implemented throughout the region. The traditional approach of a stand-alone document/policy may not be successful in ensuring it is incorporated and integrated across sectors. It is not recommended that this approach is taken for Antigua and Barbuda  <b>MEDIUM</b> – Extensive cooperation across sectors, as well as expert technical assistance would be required to ensure the MTDS is rooted in and inclusive of gender-responsive targets and indicators. Support from multiple agencies may be required, and others supporting GOAB through loans, funding or technical assistance must collectively work to ensure that the gender mainstreaming process is successful	CDB; UNWOMEN; ComSec	7, 8
Advance evidence-based frameworks for gender	TA	Statistics Div.; DOGA;	<b>HIGH</b> – Seek support to assemble national data-collecting bodies/agencies to: participate	ECLAC has supported the	6.1

RECOMMENDATION	ACTION	ACCOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
mainstreaming, and for reporting on international commitments gender equality.		MDG Unit; Other data collecting agencies	in workshop on reporting on international commitments; advance a list of indicators that cross all reports, and limit duplication of efforts. These exercises would be supported by agencies upon request by GOAB  <b>HIGH</b> – Seek additional support towards: identifying sex-disaggregated gaps in existing data; closing gaps in data collection and analysis	country in gender data collection meeting – seek additional support to advance outcomes	
Strengthening institutional capacity of the Social Policy and Economic Policy and Planning Units to undertake gender equality assessments, and incorporate findings in social and economic policy formulation.	TA	DOGA CDB	<b>MEDIUM</b> – Limited existing collaboration between these units and the DOGA requires strong political will towards advancing these processes. External support may be required/preferred to build bridges for effective collaboration. There is strategic advantage of CDB local engagement within these divisions to establishing and building effective partnerships over a shared development vision		7 8



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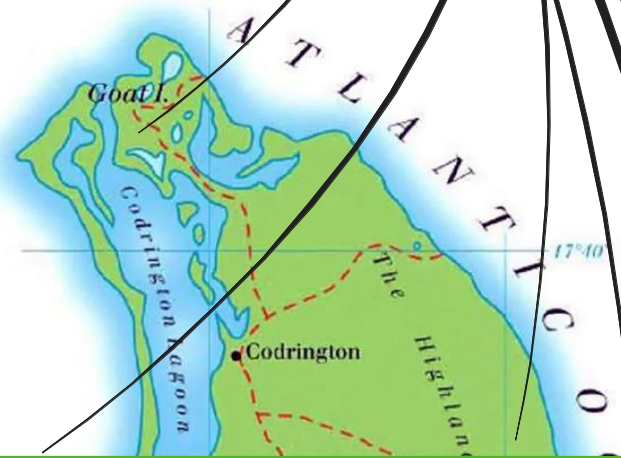
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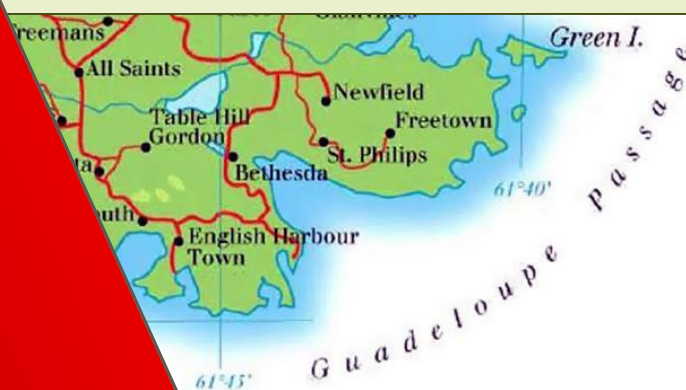
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# COUNTRY GENDER ASSESSMENT ANTIGUA & BARBUDA (VOL. II)

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# TABLE OF CONTENTS

LIST OF TABLES .....	ii
<b>APPENDIX ONE</b> .....	1
EMERGING ANALYTICAL FRAMEWORK ON THE EFFECTS AND IMPACTS OF VALUE-ADDED TAXES	
<b>APPENDIX TWO</b> .....	3
MECHANISMS TO ACCOUNT FOR THE CONTRIBUTION OF WOMEN’S LABOUR TO NATIONAL ACCOUNTS	
<b>APPENDIX THREE</b> .....	4
GENDER-BASED VIOLENCE AND MASCULINITY IN ANTIGUA AND BARBUDA	
<b>APPENDIX FOUR</b> .....	8
NATIONAL POLICIES AND STRATEGIC PLANS WITH GENDER CONSIDERATIONS IN ANTIGUA AND BARBUDA	
<i>ANNEX 1</i> .....	12
LIST OF DOCUMENTS REVIEWED	
<i>ANNEX 2</i> .....	15
DETAILED METHODOLOGY	
<i>ANNEX 3</i> .....	22
LIST OF PARTICIPANTS AND INTERVIEW SUBJECTS	

## LIST OF TABLES

T1: ANTIGUA AND BARBUDA SEXUAL OFFENCES REPORTED TO POLICE, 2007-2009 .....	4
T2: DIRECTORATE OF GENDER AFFAIRS (DOGA) BASIC STATISTICAL SUMMARY, 1997-2012 .....	5
T3: SEX OF PERPETRATOR IN GBV CRIMES (PERCENTAGE) REPORTED TO NATIONAL GENDER MACHINERY, 2008-2012 .....	6
T4: NATIONAL POLICIES AND STRATEGIC PLANS WITH GENDER CONSIDERATIONS IN ANTIGUA AND BARBUDA .....	8
T5: OUTLINE OF CDB SECTORS AND RELATED CGA PRIORITIES.....	18

# **APPENDIX ONE:**

## **EMERGING ANALYTICAL FRAMEWORK ON THE EFFECTS AND IMPACTS OF VALUE-ADDED TAXES**

1. *Taxation and Gender Equality: A Comparative Analysis of Direct and Indirect Taxes in Developing and Developed Countries (Routledge International Studies in Money and Banking, 2010)* by Caren Grown and Imraan Valodia is the first systematic treatment on the gender dimensions of taxation systems, making a substantial contribution to analysis on the impact of taxation on well-being. In its first chapter, “Taxation and Gender Equality,” the authors outline the frameworks under which the gender analysis of the effects and impacts of value-added taxes are considered:
  - i. Gender differences in behaviour and expenditure (Cohen 2013; Haddad 1997; Thomas 1993): Men and women have systematically different expenditure patterns, which result in a differential effect of tax reforms on different types of household, i.e., single parent compared to dual-earner parent – across income distribution. With this, gender relations and bargaining power among household members affect the types of expenditures households make, the amount and type of savings and other allocation decisions, which are especially important for understanding the incidence of consumption taxes, that is, value-added, excise and fuel taxes. Women, compared to men, tend to spend a higher proportion of income under their control on goods such as food, education and health care that enhance the well-being and capabilities of children.
  - ii. Gender differences in employment (Cohen 2013): Women’s employment profile – their discontinuous employment, lower relative earnings and predominance in the poorly paid forms of informal employment – means that they are unlikely to bear a large share of the personal income tax burden, and are thus more likely to be impacted by taxes that are related to their consumption.
  - iii. Implicit biases in tax systems that treat men and women both differently (income tax) and the same (consumption tax) (Stotsky 1997; Elson 2005): In order to achieve substantive equality, different groups in society may require different treatment. Different treatment is, therefore, not necessarily biased treatment. Taxation systems should seek to help transform the traditional gendered roles in society that are inequitable. In other words, personal income tax systems (e.g., the structure of rates, exemptions, deductions, allowances, credits, etc.) should be designed to actively promote an equal sharing of both paid and unpaid work between women and men.
  - iv. Vertical and horizontal equity in direct taxes (Thomas 1993; Doss 2006): Understanding the proportion of a person’s income spent on consumption from a gender perspective involves declassifying individuals within the household structure (intra-household) in the first instance, and then projecting household expenditure data to understand the different expenditure patterns and tax incidences of the male-breadwinner, female-breadwinner, dual-earner and other identities within households. What leads from this analysis is a valuing of consumption goods that may be biased against either women or men, however can be weighed on their merit goodness. For example, men are more likely to be impacted by VAT on alcohol and tobacco, however these items are considered ‘demerit goods’, whereas healthcare expenditure is considered a ‘merit good’.

2. The research proposed steps that governments could take to increase degrees of gender equality and equity through their taxation systems. The poorest female-headed households in India, the UK and South Africa bore the heaviest burden of taxes on food, while in Ghana, the heaviest burden of taxes were on children's clothing. The policy simulation which accompanied this analysis thus depended on the country context. The economists noted that in most cases, the reforms to reduce tax on food, children's clothing and fuel for households, when coupled with measures to increase tax on luxury items, tobacco and alcohol, turned out to be revenue-neutral.

## **APPENDIX TWO: MECHANISMS TO ACCOUNT FOR THE CONTRIBUTION OF WOMEN'S LABOUR TO NATIONAL ACCOUNTS**

3. The Beijing Platform for Action stresses the necessity to generate and disseminate sex-disaggregated data and information for planning and evaluation, specifically recommending that national, regional and international statistical agencies take action to institutionalize mechanisms to account for the contribution of women's labour to national accounts by:
  - i. Developing a more comprehensive knowledge of all forms of work and employment by developing methods for assessing the value, in quantitative terms, of unremunerated work that is outside national accounts. Such work consists of caring for dependents and preparing food, and assessments are necessary for possible reflection in satellite or other official accounts that may be produced separately from but are consistent with core national accounts, with a view to recognizing the economic contribution of women and making visible the unequal distribution of remunerated and unremunerated work between women and men.
  - ii. Developing an international classification of activities for time-use statistics that is sensitive to the differences between women and men in remunerated and unremunerated work, and collect data disaggregated by sex. At the national level, subject to national constraints, conduct regular time-use studies to measure, in quantitative terms, unremunerated work, including recording those activities that are performed simultaneously with remunerated or other unremunerated activities.
  - iii. Measuring, in quantitative terms, unremunerated work that is outside national accounts, working to improve methods to assess its value, and accurately reflecting its value in satellite or other official accounts which are separate from, but consistent with core national accounts.

## APPENDIX THREE: GENDER-BASED VIOLENCE AND MASCULINITY IN ANTIGUA AND BARBUDA

4. Violence against women (VAW) continues to be the strongest evidence of persisting gender inequality in societies across the world. The prevailing incidence of these crimes in Antigua and Barbuda, particularly in the area of sexual violence, reveals an ongoing issue of concern for social development and the safety of women and children in the country. As noted by the Directorate of Gender Affairs (DOGA), reported incidents of VAW have been on a steady incline over the past seven (7) years (with some slight fluctuations). Of the sexual violence cases reported to the police from 2003-2010, there was a ratio of 25 crimes reported, to 1 reaching the court process (25:1).<sup>1</sup>
  
5. The Royal Police Force of Antigua and Barbuda introduced a Sexual Offences Unit in 2008, and began recording incidents of sexually-based crimes, while strengthening its institutional capacity to address these offences. These two government agencies collectively declared that the nation was experiencing a rape crisis, as rapes by unknown perpetrators had become a frequent occurrence. As victim profiles were composed, DOGA found that many victims were single, non-nationals, particularly living in impoverished communities (although incidents were reported throughout the island), and they were often assaulted in the presence of their children.

### **T1: ANTIGUA AND BARBUDA SEXUAL OFFENCES REPORTED TO POLICE, 2007-2009**

OFFENCES	Reported Cases 2009	Arrests Made	Reported Cases 2008	Arrests Made	Reported Cases 2007	Arrests Made
<b>Rape</b>	33	10	23	5	6	<b>1</b>
<b>Att. Rape</b>	11	-	2	2	-	-
<b>Statutory Rape</b>	33	22	12	12	-	-
<b>Incest</b>	2	2	1	1	-	-
<b>Buggery</b>	2	2	1	-	-	-
<b>Serious Indecency</b>	7	5	4	4	-	-
<b>Indecent Assault</b>	10	7	1	1	-	-
<b>Aiding and Abetting (Sexual Offences)</b>	2	2	-	-	--	-
<b>Total</b>	<b>100</b>	<b>50</b>	<b>44</b>	<b>25</b>	<b>6</b>	<b>1</b>

<sup>1</sup> Government of Antigua and Barbuda (2010). *Gender Statistics Overview*. Directorate of Gender Affairs, Antigua and Barbuda.



6. The Directorate of Gender Affairs saw more than 30 survivors of rape in 2008 and 2009. During this period, the cases of domestic abuse surpassed 200, where actual violence or threats of violence were reported to the division.

## **T2: STATISTICAL SUMMARY OF REPORTS OF VAW TO THE DOGA CRISIS CENTRE, 1997-2012**

Year	No. Male Clients	No. Female Clients	Rape Cases	Sexual Assault Cases	Domestic Violence Cases	Human Trafficking Cases	Applications for Orders of Protection	Total Clients
1997	2	23	-	-	-	-	-----	25
1998	25	200	-	-	-	-	-----	225
1999	69	372	-	-	-	-	36	441
2000	70	344	-	-	-	-	32	414
2001	63	266	-	-	-	-	35 (34=f)(m=1)	329
2002	85	393	-	-	-	-	32	478
2003	83	343	-	-	-	-	24	428
2004	57	264	-	-	-	-	10	321
2005	48	203	-	-	-	-	14 (13= f) (m = 1)	251
2006	39	153	-	-	-	-	5	192
2007	47	166	-	-	-	-	2	233
2008	35	237	27	6	-	-	5 (3=f)(m=2)	272
2009	45	235	8	40	235	-	2	413
2010	-	-	39		260	3	-	329
2011	-	-	16		283	22	-	364
2012	-	-	1		187	-	-	218

*Source: Directorate of Gender Affairs Crisis Centre, Government of Antigua and Barbuda, 2013*

7. Many women who contact the Directorate of Gender Affairs Crisis Centre report that the treatment received from frontline workers, particularly the police, is not sensitive to their circumstances. Where violence against women is manifested through domestic/personal relationships, a “blind eye” approach has in many instances, relegated related acts to the confines of the home, and inadequately addressed them through judicial and legal channels. The Directorate suggested that women who do not go directly to the Sexual Offences Unit of the Royal Police Force may not be guided through the proper protocol to ensure they are treated medically, and provided with appropriate support. Clients reported to the Directorate that they have been instructed by police to wait until the morning to go to the hospital if attacked during the night, thus heightening health-related impacts.
8. A recent training initiative on gender-based violence and HIV conducted by DOGA with Immigration Officers revealed that many officers found it necessary to investigate a victim’s immigration status (legal or illegal) before providing them with assistance. The Directorate believes that this prevailing view has discouraged and dissuaded women, particularly migrant women, from reporting incidents of rape and domestic violence. It is the opinion of the Executive Director that countless other incidents went unreported in the period reported in Table 2 above. With judicial responses to crimes against women still subject to these stark limitations and challenges, the ability of women to ensure their safety and security remains of great concern.

9. Compiled figures provided by the Directorate of Gender Affairs of its client base indicate the long-held view that males represent the majority of perpetrators of GBV as well as the majority of perpetrators of other violent crimes.

**T3: SEX OF PERPETRATOR IN GBV CASES (PERCENTAGE) REPORTED TO NATIONAL GENDER MACHINERY, 2008-2012**

YEAR	SEX OF PERPETRATOR	
	MALE	FEMALE
2008	90.3	9.7
2009	81.9	18.1
2010	80.1	19.9
2011	87.6	12.4
2012	89.6	10.4

*Source: Directorate of Gender Affairs, Government of Antigua and Barbuda, 2013*

10. David Plummer and Stephen Geofroy (2010) have related the over-involvement of males in crime – boys in particular – to the broader social constructions of male behaviour, which create “a potent combination of obligations for boys to act like ... real men, and of pressures to eschew roles that have become discredited as soft, gay or feminine.” They stated further that these notions of masculinity and male performance are driving young men towards dangerous, risk-taking, hyper-masculinities which result in increasing involvement in violence and crime as a premier way to prove one’s manhood.<sup>2</sup> Bailey (2008) argues that at ten years of age, male children realize that features of traditional masculinity – including toughness, physical strength and sexual dominance – are expected of them. Plummer et al extend that social life is saturated with these gender conventions that are deeply embedded in the social fabric, and that they are so normalized that they easily pass unnoticed until they are glaringly, and sometimes painfully obvious.
11. In situations of increasing economic insecurity and instability, concern for the implications of these notions of male roles and masculinity is heightened, as men’s feelings of relative deprivation (more than actual poverty) are seen to be significant influential factors for crime and violence. Where the male-breadwinner model has not been ideologically disrupted, and men view their role within the household as principally responsible for its economic security, an increased propensity to turn to any and all available means to ‘make ends meet’, including crime and violence, is realized. An integrated model for violence causation understands that there are structural, institutional, and interpersonal contributors to violence, as well as the individual-level contributors mentioned. These levels are all inter-related and mutually reinforcing, so that, for example, low self-esteem, an exposure to family violence, unemployment and poor social services infrastructure, and the legitimization of male dominance can work together to breed a culture of crime and violence. Poverty is consequently seen as a multilevel causal factor for crime and violence, as it incorporates social, cultural, psychological and political dimensions.<sup>3</sup>

<sup>2</sup> David Plummer and Stephen Geofroy (2010). “When Bad is Cool: Violence and Crime as Rites of Passage to Manhood”. *Caribbean Review of Gender Studies*, Issue 4. Accessed at: <http://sta.uwi.edu/crgs/february2010/journals/PlummerGeofory.pdf>

<sup>3</sup> UNECLAC (2008). *Exploring Policy Linkages between Poverty, Crime and Violence: A Look at Three Caribbean States*, p. 17.

12. The Economic Commission for Latin America and the Caribbean (UNECLAC) suggests that crime and violence result in the diversion of national expenditure away from human development and welfare services to services focused on controlling and addressing the impact of crime and violence such as policing and the judiciary, while eroding physical, human, social, financial and natural assets which are essential for human survival, individual and community well-being, social cohesion and economic growth.<sup>4</sup>

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<sup>4</sup> *Ibid.*

## **APPENDIX FOUR:**

### **NATIONAL POLICIES AND STRATEGIC PLANS WITH GENDER CONSIDERATIONS IN ANTIGUA AND BARBUDA**

13. A number of policies and strategic plans have been prepared across a number of sectors. While some do not include gender considerations, there are others which specifically refer to women and men in various capacities, and seek to mainstream gender into programmes and activities designed to increase economic, political and social security, and advance development and ensure justice, human rights, freedom and peace for all persons. These include:

#### **T4: NATIONAL POLICIES AND STRATEGIC PLANS WITH GENDER CONSIDERATIONS IN ANTIGUA AND BARBUDA**

<b>NATIONAL POLICY</b>	<b>GENDER/SEX PROVISIONS</b>
<b>NATIONAL ACTION PLAN TO END GENDER-BASED VIOLENCE (GBV NSP) (2013-2018)</b>	<p>The plan is a “holistic, systematic, complementary and comprehensive” multi-sectoral plan to address gender-based violence in the country. The plan acknowledges its roots in CEDAW, Belem do Para, the Beijing Declaration and Platform for Action, and the MDGs. It was developed with the support of UN Women through a multi-country project aimed at strengthening state accountability to end GBV.</p> <p>While the co-ordination and implementation of the GBV NSP is the responsibility of the Directorate of Gender Affairs, and includes a number of activities under DOGA’s annual work plan, it also provides for the advancement of infrastructure and resources that particularly support other government sectors, in particular, the Ministry of Health, Ministry of Legal Affairs, Ministry of Information and Technology, and Ministry of National Security (through the Police Force). The full implementation of the plan has been budgeted, and received partial financial support from the UN Women Trust Fund to End Violence Against Women in 2013, to implement key aspects of the plan. As a result of the support provided by the Trust Fund, a “one-stop” gender-based and sexual violence (GBSV) response centre will be developed, as well as a national electronic database for case management.</p> <p>In addition to addressing GBV directly, the plan aims to address root causes of gender inequality, engaging in community-based outreach strategies and a three-year media campaign that will target various social groups through exploring long-stemming socio-cultural ideas on gender norms, patriarchy and male dominance.</p>
<b>NATIONAL YOUTH POLICY (2007)</b>	The policy provides the most comprehensive engagement with gender issues of existing national policy frameworks for the

NATIONAL POLICY	GENDER/SEX PROVISIONS
	<p>country. The core values underpinned within the policy include gender equality, committing youth, the Government and other stakeholders to actively promote gender equality and the empowerment of women as the basis for the provision and delivery of services. The policy refers to CEDAW, the MDGs, and the Convention of Belem do Para as its foundational human rights instruments.</p> <p>Starting with a “Positive Youth Development Model”, the Youth Policy speaks to fostering a culture where “young women and young men are equally regarded and afforded equal opportunities, and are given tools to pursue meaningful and satisfying relationships with each other”. Freedom from gender discrimination and harassment in workplaces (recognizing both paid and un-paid work) is included in the policy, as well as issues of equality in education and vocational training, crime and violence, and community development.</p> <p>A section of the policy is dedicated to “Gender Relations and Gender Equity”, including among its key areas of focus/development challenges: education for teen mothers; motivation for boys and young men; prostitution; poverty; domestic violence; the empowerment of girls and young women; legislative reform; and the increase in HIV/AIDS infections in young women. Critical gender issues are analyzed, including what it refers to as, “the reconstruction and transformation of societal norms and cultural practices relative to masculinity and femininity”, the representation of women in the media, and health and behavioural risks. Notably, among the policy’s strategic objectives is to promote gender mainstreaming, not only in youth-focused programmes, but also in the overall policy environment promoting gender equality. The policy further calls upon young people to promote gender equality and respect for the rights and dignity of girls and women.</p>
<p><b>EDUCATION POLICY (DRAFT) (2013-2018)</b></p>	<p>The policy articulates the need to eliminate gender inequality from all levels of the education system by 2015, in accordance with meeting the Caribbean-specific MDGs. It notes gender issues as among the “most potent” factors fuelling the problem of children at risk in Antigua and Barbuda, and calls for gender to be mainstreamed at all levels of education. The policy explores gender disparities in education, linking the issue to other intersecting sites of analysis, understanding class (income/wealth) as a critical, inter-related factor to the performance of young people in schools. The policy provides insight into the perceived under-performance of boys in schools. However, it does not put forward specific measures as to how gender issues will be addressed by the education system.</p>
<p><b>NATIONAL STRATEGIC PLAN FOR HIV AIDS (2012-2016)</b></p>	<p>The plan notes that gender inequality continues to be one of the main factors driving the HIV epidemic in the country, and recognizes the need to “mainstream gender thinking throughout the HIV and AIDS response, in both policy and programme”. As such, it indicates a reliance on the DOGA to provide leadership</p>

NATIONAL POLICY	GENDER/SEX PROVISIONS
	to: ensure gender sensitivity in behavioural change messages; building the negotiating skills of women about sex, condom use, domestic violence and other similar issues; and to explore the feminization of the epidemic in Antigua and Barbuda. <sup>5</sup> These interventions are focused under the priority area of creating an enabling environment that fosters universal access to HIV and AIDS prevention, treatment, care and support services, and expanding a coordinated, inter-sectoral approach to prevention.
<b>FOOD AND NUTRITION SECURITY POLICY (2012)</b>	The policy notes that food and nutrition insecurity levels vary with gender. It seeks to improve mechanisms for measuring and monitoring food insecurity and poverty by identifying and mapping vulnerable groups, taking a gender-sensitive approach. The policy explains further that a life cycle approach and gender mainstreaming will be key to the planning and decision-making processes with regard to restructuring food security programmes. The policy places a Government emphasis on identifying and promoting priority commodities to support small producers, with a focus on gender.
<b>NATIONAL ANTI-DRUG STRATEGIC PLAN (2010-2014)</b>	The plan notes the participation of the Directorate of Gender Affairs in drug demand reduction, and institutional strengthening.
<b>NATIONAL POLICY ON AGEING (2013)</b>	It is not known what gender considerations have been incorporated in to this policy. However, the 2013 Speech from the Throne indicates that the policy is guided by the principles of independence, participation, care, self-fulfilment and dignity. <sup>6</sup>
<b>NATIONAL DISASTER MANAGEMENT POLICY AND STRATEGY</b>	This policy/strategy is currently in the development stages. According to a Government release on the commencement of consultations in May 2013, the Directorate of Gender Affairs was not explicitly involved in the consultation process. <sup>7</sup>
<b>ZERO HUNGER CHALLENGE PLAN OF ACTION (2013-2014)</b>	<p>The plan aims to support the core objectives of the NEST that speak to the growth of the agricultural sector through an increase in domestic agricultural production and a reduction in the country's import bill, seeing value added processing and export trade at drivers for development.</p> <p>The plan recognizes that women and children are most found to be living in poverty, particularly within communities where the ending of sugar cane production has not been replaced by sustainable economic activities. The plan therefore proposes strategies aimed at building the capacity of and providing support to agro-processors, and the expansion of backyard gardening programmes, particularly focused on empowering women and youth. It proposes the establishment of a Central Registry of</p>

<sup>5</sup> National Strategic Plan for HIV/AIDS in Antigua and Barbuda (2012-2016).

<sup>6</sup> The consultant has not been able to obtain a copy of this policy.

<sup>7</sup> See: [http://ab.gov.ag/article\\_details.php?id=4168&category=38](http://ab.gov.ag/article_details.php?id=4168&category=38)

NATIONAL POLICY	GENDER/SEX PROVISIONS
	<p>Beneficiaries and common household assessment tools to monitor strategies, and improve the efficiency, transparency, accountability and coordination of the proposed programmes. These measures subsequently propose the advancement of gender-related targets and indicators for a plan that has successfully mainstreamed gender.</p>

## ANNEX 1: LIST OF REFERENCES

14. The following is a list of documents consulted in the preparation of the *Antigua and Barbuda CGA*:

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## ANNEX 2: DETAILED METHODOLOGY

15. The focus of the *CGA* is informed by the CDB Strategic Plan (SP) 2010-2014, which provides a comprehensive discussion of the regional economic challenges affecting and impacting on its Borrowing Member Countries (BMCs) towards achieving socio-economic development goals, the scope of support (financing) towards Antigua and Barbuda and the region, and the monitoring and measuring of the Bank's activities to support growth and poverty reduction in the BMCs. The *CGA* provides a gender analysis in line with the Bank's identified strategic areas. These areas were updated/revised for 2014/2015 to include:
  - Inclusive Economic Growth and Sustainable Development (encompassing social and economic infrastructure, environmental sustainability, education training and citizen security, agriculture and rural development, private sector development);
  - Promoting Good Governance;
  - Enhancing Organizational Efficiency and Effectiveness; and
  - Regional Cooperation and Integration and Gender Equality were underscored as cross-cutting themes.
16. The Strategic Plan 2010-2014 highlighted Fiscal and Debt Responsibility as a key area, which is subsumed under Inclusive Economic Growth and Sustainable Development for 2014-2015.
17. The Strategic Plan further outlines coordinated Development Partners' (DPs) programmes of development cooperation along CDB's strategic areas. The 2010-2014 plan highlights the key distribution areas for policy-based lending/loans (PBLs). However, in their itemization, it makes no specific reference to Antigua and Barbuda outside of a sub-category labelled "Other", targeted at strategic areas such as small business advisory services for all BMCs, and the *Country Poverty Assessment* exercise also carried out in all BMCs. The outline of DPs programmes further make no specific reference to Antigua and Barbuda, but are implicit in an outline of the broader categories of support.
18. As the Strategic Plan discusses a regionally-based strategy for support, Antigua and Barbuda's *Country Strategy Paper (2010-2014)* was reviewed in order to derive the specific loan strategies for Antigua and Barbuda, as well as planned activities in the areas of financing and Technical Assistance (TA).
19. The country's development challenges, as identified in the Country Strategy Paper, are:
  - Achieving Sustainable Economic Growth
    - Bringing fiscal balance and the public debt to sustainable levels
    - Restructuring productive sectors
    - Attracting private sector investment in the productive sectors
  - Promoting Social Development and Social Protection
  - Closing the Physical Infrastructure Gap
  - Enhancing the Efficiency and Effectiveness of the Public Sector
  - Improving Environmental Management and Natural Resource Conservation
20. The Consultant reviewed the current and pipeline projects identified by the CDB, to explore their relation to the abovementioned proposed strategies and actions, and to prioritize the sectors selected for further data gathering and gender analysis. The exercise is charted below.

21. The following sectors/areas were prioritized as key to this *Country Gender Assessment*:
  - Gender and Economic Development
  - Gender and Public Sector Transformation and Reform
  - Gender and Education
  - Gender and Tourism
22. Education and Training was found to hold particular significance within strategies proposed for Promoting Social Development and Social Protection. This area was further understood to hold extensive significance to advance transformation within the public sector, while working to achieve sustainable economic growth. The Consultant’s review also revealed the necessity to explore the environment for development in Small and Micro-Enterprises (SMEs).
23. The Consultant then approached the gathering of primary data and information along the noted social, economic and governance sectors through semi-structured interviews and focus group discussions during a field mission from 23 September to 5 October, 2013.
24. The Consultancy Team of Rawwida Baksh and Associates undertook a systematic approach to data collection, which started with internationally and regionally published data sources. This approach commenced with internet/desk based gathering of statistics for the seven (7) BMCs participating in this phase of the *Country Gender Assessments* (namely Antigua and Barbuda, Barbados, Dominica, Grenada, Montserrat, St. Kitts and Nevis, and St. Vincent and the Grenadines). In using these statistics, priority/preference was given to statistics which were: actual figures (rather than estimates); the most recent; the same identified in multiple sources; and available from the same source for other countries participating in the *CGAs*. For Antigua and Barbuda, the 7-country internet/desk based research largely yielded social and population data, which contribute to the section in the *CGA* titled, “Statistical Profile Summary”. It further provided for extensive health and sexual and reproductive health-based statistics, which offered a more holistic understanding of the country’s gender profile. These figures were recognized as falling outside of the focus areas for the CDB, and thus would have not formed a critical basis for analysis in the *CGA*.
25. The vast majority of economic data and indicators identified as serving to build an understanding of the social dimensions of Antigua and Barbuda’s political economy, were sought and gathered during (and following) the field mission. The field mission was largely successful in gathering data related to: the participation of males and females in Education and Training; governance/leadership and decision-making; ownership of productive resources and participation in productive sectors; crime and violence; and access to social protection and social services.
26. The field mission identified critical data gaps in current demographic and household/housing indicators, in particular: household composition, (un)employment rate, and labour force participation/economic activity by sector. This information is largely informed by the Census of Population and Housing. While Antigua and Barbuda’s most recent Census was conducted in 2011, and select data were requested from the Statistics Division, the analysis of Census data was not complete at the time of the preparation of the *CGA*. The most current/complete Census report is from 2001, while a Preliminary Data Release for the 2011 Census was compiled in 2012. The Antigua and Barbuda *Country Poverty Assessment*, provides for a more thorough and current collection of information in these related areas (2007). However, it is reflective of a sample frame, derived from the 2001 Census.<sup>8</sup> The sample frame was/is endorsed as effectively representing the characteristics of each domain of the study, those domains distinguished by parish. It was necessary therefore, to

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<sup>8</sup> Kairi Consultants Ltd. (2007). *Living Conditions in Antigua and Barbuda: Poverty in a Services Economy in Transition: Volume III – Statistical and Technical Appendices to the SLC/HBS*. August 2007, p. 3.

utilize the *Country Poverty Assessment* to give account for: relationships to head of household; labour force participation rate by sex, and statistics on income and expenditure.

27. The field mission further sought to gather select/sample data related to ownership of productive resources, ownership of small and micro-enterprises, and access to wealth and credit. Where total data were maintained by agencies or divisions responsible for the management of related information, gaps were identified in their sex disaggregation, particularly within government, where it was said this would have to be counted manually, and was “very time consuming”. The Consultant sought bank account holdings and loan and credit holdings from development finance institutions and select banking institutions, which was noted to form part of the World Bank’s Financial Sector data from 1999-2013 and International Monetary Fund’s Financial Access Survey. Where the World Bank (referring to all participating countries) generally found a lack of information on account holders, often collapsing the total number of deposit accounts in reporting countries, no data was available for Antigua and Barbuda. The field mission yielded similar results.
28. In order to capture comprehensive information on the macro-economy, including priority growth sectors and trade/export and investment, and on environmental sustainability and climate change, the Consultant undertook further desk-based research, seeking: related national reports presented in various national, regional and international fora; policy documents; and legislation, published electronically (noted in the List of Documents Reviewed). The 2013 Budget Statement, presented in December 2012, provided a comprehensive overview of the strategic economic direction for 2013. Linking, albeit rooting itself in the National Economic and Social Transformation (NEST) Plan, it reinforced the Government’s strategy for “recovery in economic input”, also framed as a “stabilization of the macroeconomic framework”. It further provided for specific detail of expenditure plans in priority sectors.
29. During the field mission, focus group discussions (involving three or more participants) were held in the areas of private sector development and small-micro enterprise, education and training, and agriculture/farming and rural development. One-to-one interviews were held to discuss social policy and social protection, public sector transformation, the environment and climate change, education and training, gender statistics and data, gender mainstreaming, and gender and tourism.
30. Involvement of local stakeholders in the BMC served to orient the research design and execution. The National Gender Machinery, the Directorate of Gender Affairs and its Executive Director, participated integrally in identifying focal points and interview subjects.

## T5: OUTLINE OF CDB SECTORS AND RELATED CGA PRIORITIES

SECTOR	KEY AREAS	CDB STRATEGIES	RELATED INDICATORS
<b>Improving macro-economic management and stabilizing the fiscal and debt situation</b>	<ul style="list-style-type: none"> <li>Economic growth and inclusive social development</li> </ul>	<p>The provision of a PBL to GOAB over the period 2010-12, to support fiscal and structural adjustments measures under the NEST Plan.</p> <p>TA to strengthen: the Statistics Division of the Ministry of Finance (MOF) and the Planning Division in MOF.</p> <p>In coordination with the European Union (EU) and the Caribbean Technical Assistance Centre (CARTAC), institutional strengthening of the Treasury, Budgeting and Debt Management Divisions in MOF.</p> <p>Training in project cycle management.</p> <p>TA to estimate the impact and administration required for the introduction of a transaction-based tax.</p>	<ul style="list-style-type: none"> <li>Amendment to the ABST showing a reduced number of zero rated items by December 2009.</li> <li>Wage to GDP not to exceed 8% of GDP by March 2012.</li> <li>Paris Club Debt and other debt rescheduled/ restructured by December 2010.</li> <li>The provision of government financial information within three months of the end of the year. Improved Provision of accurate macro-economic statistics.</li> <li>Preparation of a medium- term economic strategic by December 2011.</li> <li>Persons trained in project management.</li> <li>Production and dissemination of timely statistics for monitoring and managing economic and social activities.</li> </ul>
		<p>Support for the development of tourism attractions, especially historical sites, to enhance tourism product offering.</p>	<ul style="list-style-type: none"> <li>Increased stay-over and cruise tourist arrivals.</li> <li>Higher contribution of the hotel and restaurants sector to GDP.</li> </ul>
	<ul style="list-style-type: none"> <li>Agriculture and rural development</li> </ul>	<p>Support for GOAB's National Food Plan (NFP) and revitalize the agricultural sector.</p>	<ul style="list-style-type: none"> <li>Higher contribution of agriculture to GDP. Increase in food production.</li> </ul>

SECTOR	KEY AREAS	CDB STRATEGIES	RELATED INDICATORS
	<ul style="list-style-type: none"> <li>Private sector development</li> </ul>	<p>The provision of direct and indirect lending to the productive sector through the provision of a consolidated line of credit to the Antigua and Barbuda Development Bank (ABDB).*</p> <p>TA to enhance the technical proficiency of artisans in the craft industry (productivity, quality, competitiveness; increased production and sales; employment and income generation).</p> <p>Focused training programmes for SMEs through CTCS and line of credit to ABDB. ** Has not occurred.</p>	<ul style="list-style-type: none"> <li>Increase in the number of SMEs registered for ABST.</li> </ul>
<b>Promoting social development and social protection</b>	<ul style="list-style-type: none"> <li>Economic growth and inclusive social development</li> </ul>	<p>TA to formulate NPRS.</p> <p>TA for the institutional strengthening of the SPU to undertake analytical work on social protection.</p>	<ul style="list-style-type: none"> <li>By June 2010: (a) NPRS with improved beneficiary targeting of social programmes; (b) full staff complement for the Social Policy Unit (SPU) is in place.</li> <li>Incorporation of the findings from the poverty reduction strategy in all of CDB's interventions in Antigua and Barbuda.</li> <li>Evidence-based social policy formulation.</li> </ul>
	<ul style="list-style-type: none"> <li>Education training and citizen security</li> </ul>	<p>Financing a TA to develop an education sector plan for the medium term and determine priority actions for future interventions in the sector including the second phase of the Basic Education Project (BEP). Institutional strengthening of the Management Information Systems.</p> <p>Assistance in the roll out of early childhood centres. Construction of facilities to house</p>	<ul style="list-style-type: none"> <li>Coherent plan for the strategic development of education. Curriculum reform. More timely and accurate data. Improved administrative facilities. Larger cohort of trained teachers.</li> </ul>

SECTOR	KEY AREAS	CDB STRATEGIES	RELATED INDICATORS
		<p>the testing and measuring unit in the Ministry of Education.</p>	
<p><b>Overcoming some of the country's infrastructural deficiencies</b></p>	<ul style="list-style-type: none"> <li>Economic growth and inclusive social development</li> </ul>	<p>TA to support institutional strengthening and capacity building and financing for select infrastructure development. Possible areas of intervention: Financing of electricity generation and upgrading of distribution after privatisation of APUA's Electricity Division. Finance for the relaying of water pipes at APUA's Water Division. Assistance in the design and construction of a sewage system in St. John's. Financing for the rehabilitation of roads. Funding for the redevelopment of St. John's Deep Water Harbour.</p> <p>Support for the transformation process at LIAT.</p>	<ul style="list-style-type: none"> <li>Reduction in the incidence of load shedding.</li> <li>Increased electricity supply. Lower line losses. Annual expenditure on the maintenance and rehabilitation of relevant infrastructure. Number of miles of roads paved.</li> <li>Mapping medium-term strategies to guide operations over the next 5 years.</li> <li>Purchase of STAR assets and provision of working capital.</li> </ul>
<p><b>Improving and enhancing the efficiency and effectiveness of the public sector</b></p>	<ul style="list-style-type: none"> <li>Economic growth and inclusive social development</li> <li>Good governance</li> </ul>	<p>The provision of TA to undertake a job reclassification exercise in CG.</p> <p>Provision of TA to undertake a review of the public sector pension arrangements.</p> <p>Provision of resources to undertake a review of SOEs with a view to identifying the most suitable arrangement for rationalising these to reduce their burden on the CG finances and eliminate duplication of functions.</p>	<ul style="list-style-type: none"> <li>The number of employed persons listed in the recurrent and development estimates. The timely provision of government information.</li> <li>Review of eight (8) ministries.</li> <li>Specific recommendations for reform and restructuring.</li> <li>Action Plan to implement recommendations of review.</li> <li>Lower transfers from CG to SOEs.</li> </ul>



SECTOR	KEY AREAS	CDB STRATEGIES	RELATED INDICATORS
<b>Environmental sustainability and disaster risk management;</b>	<ul style="list-style-type: none"> <li>Economic growth and inclusive social development</li> </ul>	<p>Provide TA to rationalize legislative framework for the protection of the environment. Financing of sewage system in St. John's. Construction of drainage systems to divert water in flood-prone areas.</p> <p>Training in disaster risk management.</p> <p>Financing coastal zone protection and management activities in the north-east of Antigua and on Barbuda.</p>	<ul style="list-style-type: none"> <li>Environmental statistics.</li> <li>Number of persons hooked up to the sewerage and waste water treatment system.</li> <li>Increase in the number of government and civil society organizations incorporating disaster risk management into policies and procedures.</li> <li>Reduction in the number of public and private sector buildings damaged by natural hazards.</li> </ul>

## ANNEX 3: LIST OF PARTICIPANTS AND INTERVIEWEES

NO.	NAME	DIVISION/AGENCY
1	Alexandrina Wong	Women Against Rape WAR)
2	Mellissa Johnson	Caribbean HIV AIDS Alliance
3	Sharon Simmons	Land Registry
4	Kareem Francis	Gilbert Rural Agriculture Development Centre (GARD)
5	June Jackson	Gilbert Rural Agriculture Development Centre (GARD)
6	Alverna Inniss	Directorate of Gender Affairs
7	V. Johan Oliver	Gilbert Rural Agriculture Development Centre (GARD)
8	Elijah James	Youth on the Move (YOM)
9	Shemez Browne	Directorate of Gender Affairs
10	Jessie George	Ministry of Education
11	Gloria Brewer	Consultant, UN Women to Directorate of Gender Affairs
12	A. Louise Henry	Directorate of Gender Affairs
13	Craig Rijkaard	Directorate of Gender Affairs
14	Tracelyn Joseph	Statistics Division
15	Rohan Anthony	Statistics Division
16	Arita Phillip	Office of the NAO
17	St. Clair Henry	National Youth Ambassador Corps
18	Andie Stephen	Antigua Trades and Labour Union
19	Dr. Patricia George	Ministry of Education
20	Jacintha Pringle	Ministry of Education
21	Laurie M. Louard	PDV Caribe Antigua and Barbuda
22	Cleon Athill	Department of Youth Affairs
23	Lynton James	Barbuda, Taxi Associatino
24	Joslyn Stevens	Training Division
25	Orlando Morris	Barbuda
26	John Mussington	Environmentalist, Barbuda
27	Joyann Harrigan	Ministry of Education, Special Education Division
28	Dorretta George	Ministry of Education
29	Stafford Joseph	Antigua and Barbuda Free Trade Union
30	Jeanette Charles	Together We Must
31	Valerie Browne-Williams	Directorate of Gender Affairs
32	Nkosie Chambers	Barbuda
33	Gregory Williams	Royal Police Force of Antigua and Barbuda
34	Priscilla Nicholas	Ministry of Education
35	Collin Hope	Royal Police Force of Antigua and Barbuda
36	Miguelle Christopher	Public Sector Transformation Unit
37	Sheila Roseau	Formerly – Directorate of Gender Affairs
38	Malaka Parker	Ministry of Social Transformation
39	Stachel Edwards	Statistics Division
40	Lisa Abraham	House of Pamper (Small-Micro Enterprise)
41	Mr. Knight	Ministry of Education, Technical and Vocational
42	Dr. Crump Russell	Ministry of Education, Curriculum Development
43	Donald Charles	Antigua Barbuda Development Bank, GM
44	Adrian Julian	Ministry of Labour, Statistics
45	Rexford Harry	Sir McChesney George Secondary School, Barbuda
46	Sean Harris	Business Owner, Barbuda
47	Cheryl Phillip	Business Owner, Antigua

<b>NO.</b>	<b>NAME</b>	<b>DIVISION/AGENCY</b>
<b>48</b>	Vendors Mall Focus Group (6)	All female, requested anonymity
<b>49</b>	Farmers Focus Group (5m, 2f)	Requested anonymity
<b>50</b>	Hon. Harold Lovell	Minister of Finance, Courtesy Visit
<b>51</b>	Dr. Hon. Jacqui Quinn Leandro	Minister of Education, Youth, Sports and Gender Affairs, Courtesy Visit