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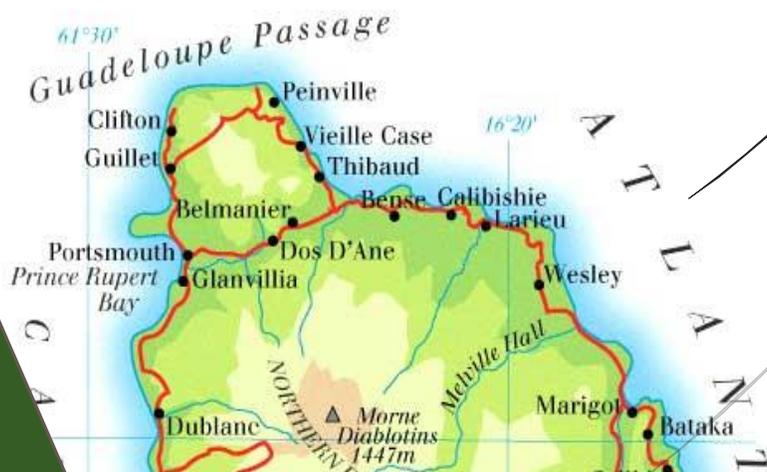
CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT
DOMINICA (VOL. 1)**

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COUNTRY GENDER ASSESSMENT

DOMINICA (VOL. I)

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PRESENTED TO
CARIBBEAN DEVELOPMENT BANK
WILDEY, ST. MICHAEL, BARBADOS

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TABLE OF CONTENTS

ACKNOWLEDGMENTS	i
LIST OF TABLES AND DIAGRAMS.....	iv
ACRONYMS AND ABBREVIATIONS	v
PART I	1
1.0 EXECUTIVE SUMMARY.....	1
2.0 INTRODUCTION.....	6
3.0 METHODOLOGY	7
PART II	9
4.0 STATISTICAL GENDER PROFILE.....	9
5.0 COUNTRY GENDER PROFILE	15
5.1 GENDER AND ECONOMIC GROWTH	15
5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT	17
5.2.1 AGRICULTURE AND AGRI-BUSINESS.....	17
5.2.2 TOURISM AND ECO-TOURISM.....	18
5.2.3 GENDER, ACCESS TO PROPERTY, ASSETS AND PRODUCTIVE RESOURCES	20
5.3 GENDER AND POVERTY REDUCTION	25
5.4 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE	28
5.5 GENDER, EDUCATION AND LABOUR	30
5.5.1 GENDER, EDUCATION AND TRAINING	30
5.5.2 GENDER, LABOUR AND EMPLOYMENT.....	37
5.6 GENDER, VIOLENCE AND CRIME	42
5.7 GENDER AND DECISION-MAKING	48
5.8 GENDER, CULTURE AND SOCIALIZATION	50
PART III	53
6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY	53
6.1 INTERNATIONAL AND REGIONAL COMMITMENTS	53
6.2 CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY	53
6.2.1 AREAS REQUIRING LEGISLATIVE REFORM.....	57
7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING	59
7.1 THE NATIONAL GENDER POLICY.....	59
7.2 GENDER EQUALITY COMMITMENTS IN NATIONAL AND SECTORAL POLICIES	59

7.3	STATUS AND CAPACITY OF THE NATIONAL GENDER MACHINERY TO IMPLEMENT THE NATIONAL GENDER POLICY	60
7.4	THE AVAILABILITY OF GENDER EXPERTISE IN DOMINICA	62
7.5	GENDER MAINSTREAMING MECHANISMS/PROCESSES	63
REFERENCES.....		73

LIST OF TABLES AND DIAGRAMS

T1: GENDER STATISTICAL PROFILE	10
T2: LOANS MADE BY THE AID BANK, BY PURPOSE AND GENDER (2011-2012).....	22
T3: CATEGORIES OF LOANS AWARDED BY NDFD, 2013	23
T4: PARTICIPATION OF BOYS AND GIRLS IN PRIMARY SCHOOLS: 2006/07–2011/12.....	30
T5: NUMBER OF REPEATERS AND REPETITION RATES BY GENDER IN PRIMARY SCHOOLS, 2006/07–2011/12.....	31
T6: NUMBER AND RATES OF DROPOUTS BY GENDER IN PRIMARY SCHOOLS, 2006/07– 2011/12	31
T7: COMMON ENTRANCE EXAMINATION RESULTS AND TRANSITION RATES, 2006–2012..	32
T8: REPETITION RATES BY GENDER IN SECONDARY SCHOOLS, 2006/07–2011/12.....	32
T9: SECONDARY SCHOOLS DROPOUT RATES BY GENDER, 2006/07–2011/12.....	33
T10: CXC RESULTS BY SUBJECT AND GENDER, JUNE 2013	34
T11: TEACHERS AND PRINCIPALS IN PRIMARY SCHOOLS BY GENDER, 2005/06–2011/12	35
T12: SECONDARY SCHOOL TEACHERS BY GENDER, 2005/06–2011/12.....	36
T13: ENROLMENT STATISTICS AT DOMINICA STATE COLLEGE BY FIELDS AND GENDER, 2011/12	36
T14: TYPES OF ABUSE REPORTED AND GENDER OF THE VICTIMS AND PERPETRATORS, 2011–2013.....	44
T15: TYPES OF ABUSE REPORTED BY CHILDREN AND GENDER OF THE VICTIMS AND PERPETRATORS, 2011–2013.....	45
T16: GENDER OF THE VICTIMS AND PERPETRATORS	45
T17: NUMBER OF DRUG-RELATED ADMISSIONS TO THE PRINCESS MARGARET HOSPITAL BY GENDER, AGE AND TYPE OF DRUG 2008–2009.....	46
T18: NUMBER OF DRUG-RELATED ADMISSIONS TO THE ACUTE PSYCHIATRIC UNIT BY GENDER AND CONDITION, 2008–2009.....	47
T19: FEMALE CHAIRPERSONS AND COUNCILLORS IN THE 7 DISTRICTS, 2013.....	49
T20: GENDER EQUALITY ENTRY POINTS.....	66
D 1: INSTITUTIONS WHERE THE DOMESTIC VIOLENCE INCIDENT WAS REPORTED.....	43
D 2: TYPES OF ABUSE REPORTED BY VICTIMS/ SURVIVORS OF DOMESTIC VIOLENCE.....	43

ACRONYMS AND ABBREVIATIONS

BPfA	Beijing Platform for Action
CARICOM	Caribbean Community
CBO	Community-Based Organization
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CPA	Country Poverty Assessment
CRC	Convention on the Rights of the Child
CSO	Central Statistical Office
DADIN	Dominica Alcohol and Other Drug Information Network
DFID	Department for International Development, United Kingdom
DNCW	Dominica National Council of Women
EU	European Union
GFP	Gender Focal Point
GOCD	Government of the Commonwealth of Dominica
GSPS	Growth and Social Protection Strategy
HIV/AIDS	Human Immune-deficiency Virus/Acquired Immune Deficiency Syndrome
IADB	Inter-American Development Bank
IICA	Inter-American Institute for Cooperation on Agriculture
ILO	International Labour Organization
MDGs	Millennium Development Goals
MoSS	Ministry of Social Services, Community Development and Gender Affairs
MoH	Ministry of Health
MoE	Ministry of Education and Human Resources
NGO	Non-Governmental Organization
OAS/CIM	Inter-American Commission on Women, Organization of American States
OECS	Organization of Eastern Caribbean States
PAHO	Pan American Health Organization
STI	Sexually Transmitted Infection
UN	United Nations
UNDP	United Nations Development Programme
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UWI	University of the West Indies

PART I

1.0 EXECUTIVE SUMMARY

1. This *Dominica Country Gender Assessment (CGA)*, commissioned by the Caribbean Development Bank (CDB), provides a gender analysis of the economic, social and governance sectors in Dominica. The *CGA* has been developed through CDB's partnership with the Ministry of Finance; Ministry of Social Services, Community Development and Gender Affairs; the private sector; and civil society in its broadest sense including faith-based organizations. The *CGA* aims for mutual responsibility and accountability in promoting gender equality and equity. It recognizes that to realize the broad national goals of economic growth, poverty reduction and sustainable development, gender-based policy-making, planning and service delivery are necessary, and that equal focus must be placed on social development in order to truly complement economic growth and achieve overall development. It also commits the Government to adhering to its national and international obligations to respect, protect and promote human rights.
2. The *CGA* gathers and systematizes general statistics, sector data, and qualitative information on gender equality in Dominica; analyzes the links between gender equality and the different life chances of men/boys and women/girls (see Section 4 for the Statistical Gender Profile and Section 5 for the Country Gender Profile). What is evident is that gender inequality is a fundamental social construct that is reproduced through culture and socialization. It is expressed in the political, economic and social spheres of Dominican society, and the societal changes that have been taking place in various sectors and at various levels have not completely shaken this principle. The main findings are as follows:
3. Based on the 2011 Population and Housing Census, the total population stands at 68,913, registering a decline since the 2001 Census of 69,775 or 1.3%. It comprises 34,973 males and 33,940 females, indicating a male-female sex ratio of 103.0, i.e., 103 males to every 100 females, an increase from 101.3 in the previous Census (Government of the Commonwealth of Dominica/GOCD, 2014: 6). Overall, the 2011 Census points to a declining birth rate, a 'youth bulge' (0-24 age group) comprising 41.9% of the population, and an increasingly aging population, demographic trends which have implications for key areas of social and economic development such as health, education, employment, social safety nets and pensions. On the positive side, the 25-59 age group which represents the country's adult working-age population, reflects an increase over the 2001 Census (GOCD, 2014), but when juxtaposed with the labour force statistics (see below), it indicates that the working-age population is under-employed, a factor contributing to the economic situation in the country.
4. The relatively low **fertility rate** of 2.06 places Dominica at 119 in the global ranking (Central Intelligence Agency/CIA, 2013). A rate of two children per woman is considered the replacement rate for the population. The 2011 Census indicates that out-migration accounted for 3,613 persons in the last decade, comprising 56.1% females and 44.9% males (GOCD, 2014: 13). When the fertility rate is juxtaposed with the high rates of out-migration, it is evident why the country has a declining population. Older persons account for an expanding population (14.8%), which results in a greater demand for health services and quality care. The out-migration of young families will also leave the elderly without the care of their children, which is likely to place further demands on the health services.

5. **Life expectancy** stands at 76.4 with males having a life expectancy of 73.4 years and females 79.5 years (CIA, 2013), indicating that women are living longer than men. Men and women suffer from different types of diseases at different ages. Men are likely to die earlier than women as a result of heart disease, fatal accidental injuries, cancer and suicide. The incidence of untreated prostate cancer leading to deaths among males makes this one of the areas of male health which requires focused attention. Vehicular accidents, another area of concern, represent the number one cause of death among males aged 25-44 years (GOCD, 2010b: 52). While women live longer than men, they are more likely to suffer depression, chronic non-communicable diseases, stress overload (due to efforts to balance work and family life), and injuries and death resulting from family violence (GOCD, 2010b: 32). Women show a significantly higher incidence of chronic non-communicable diseases than men, e.g., hypertension (M: 34.0%; F: 66.0%); diabetes (M: 35.7%; F: 64.3%); arthritis (M: 34.5%; F: 65.5%); heart disease (M: 38.5%; F: 61.5%). However, statistics on cancer (M: 50.0%: F: 50.0%) and asthma (M: 45.7%; F: 54.3%), indicate parity or a smaller gender gap. **Maternal and child health** has been a priority area for the health services, with a very successful Maternal and Child Health (MCH) programme and good access to antenatal services. The maternal mortality rate has spiked from a relative low of 110.6 in 2007 to 222.3 in 2010. Infant mortality is also not stable, with the following rates: 2007: 17.7; 2008: 9.4; 2009: 22.2; and 2010: 13.9 (CIA; CARICOM; Ministry of Health, Government of Dominica, July 2013).
6. **Education and employment** are key enabling factors, linked to capacity building for employment in the public/private/civil society sectors and entrepreneurship. However, there is a high incidence of males and females dropping out of secondary school, with negative economic and social consequences including unemployment, poverty, and the impacts on families and communities. The statistics bear out the public perception that girls/women are out-performing boys/men. In 2011, 57.7% of girls achieved GCE/CXC certificates compared to 42.5% of boys (see Section 5.5.1). Females comprised 62.5% of students enrolled at the Dominica State College compared to 37.5% of males. Students attaining Associate Degrees were: M: 37.1%; F: 62.9%; Bachelor's Degrees: M: 44.4%; F: 55.6%; and Master's and Doctoral Degrees: M: 46.9%; F: 53.1% (GOCD, 2014). Thus, although women are outperforming men at the highest levels of education, the gender gap decreases progressively up the ladder. This suggests that factors such as women's responsibility for bearing/raising children in the absence of state-provisioned child-care facilities, the high incidence of female-headed households, women's segregation in lower paid jobs, and the cost of studying abroad are preventing women from pursuing tertiary education in even higher numbers.
7. The 2011 Census indicates that the **labour force** stands at 30,204, comprising 17,646 or 58.4% males and 12,558 or 41.6% females. Of those, 15,482 or 57.8% of males are employed compared to 11,320 or 42.2% of females. Of the total labour force, the unemployed comprise 2,164 or 63.6% males compared to 1,238 or 36.4% females (GOCD, 2014). Thus, higher numbers of males than females are categorized as 'employed' in the paid labour force, while male unemployment is higher than that of females. These figures mask the fact that women's reproductive work in the home and informal employment are not quantified as 'work' in the labour force statistics, as well as the fact that women are more likely than men to work for no or lower wages. In addition, while there are no 2011 sex-disaggregated statistics for youth unemployment, the overall figures are high – 39.9% among 15-19 year olds and 22.2% among 20-24 year olds.
8. Gender stereotyping in the 'choice' of subjects studied by boys and girls, and gender-based performance at the secondary and tertiary levels result in men's and women's occupational segregation in the labour market. Despite females' educational outperformance of males at all levels (as discussed above), males comprise the majority in managerial occupations (legislators, senior officials and managers) at 53.6% compared to 46.4% of females. However, women's educational achievement is evident at the levels of professionals (M: 34.4%; F: 65.6%), and technical and

associate professionals (M: 47.8%: F: 52.2%). Sales and services, accounting for the highest number of workers (5,975 or 22.3%) are dominated by women (M: 36.9%: F: 63.1%), as is the category of clerical workers (M: 21.9%; F: 78.1%). On the other hand, crafts and trades (i.e., building construction, metal and machinery trades, food processing, wood work, handicraft and garment workers) are dominated by men (M: 91.9%; F: 8.1%), as are skilled agricultural and fishery workers (M: 85.0%; F: 15.0%). CDB may wish to integrate the specific recommendations proposed on education and employment/labour (see Section 5.5) in its development cooperation in Dominica.

9. Men and women are structured differently and unequally into the economy (as discussed above), and while they are both contributors to and beneficiaries of economic development, fluctuations in economic growth have differential impacts on their lives and livelihoods. Economic planning must therefore be gender-responsive in creating and implementing development, growth and poverty reduction strategies. The **economy** is largely agriculture-based with agriculture contributing 17.38% to the GDP in 2010, with males comprising 85% of those employed in the sector compared to 15% of females. Tourism revenue averages around 18% of GDP. **Private sector development** in the agriculture/agri-business and tourism/eco-tourism sectors is an important driver of enterprise development, economic growth and poverty reduction. However, men's and women's unequal participation in agriculture and tourism is linked to gender-based access to land, credit and other productive assets, and gendered occupational segregation and differential wages. **Economic infrastructure and climate change/adaptation** are both indicators and drivers of national and sustainable development. However, men dominate in infrastructure projects and given the absence of women in climate change policy development and implementation, gender-responsive approaches are recommended for equitable and sustainable development. **Poverty reduction** strategies are critical to address the needs of vulnerable population groups (e.g., female and male single heads of households, youth, the elderly, disabled, etc.) as well as to act as a stimulus to economic growth. Given that 28.8% of the population live below the poverty line, and females are more likely to be unwaged than males (CDB, 2010: ii), focus on gender-responsive social security/ protection/ safety nets, child maintenance, etc. is critical. CDB and other agencies may wish to integrate the specific recommendations proposed (see Sections 5.1–5.4) in their development cooperation in Dominica.
10. **Violence and crime data** indicate the predominance of male perpetrators of gender-based and other forms of violence; and the predominance of male drug users, drug traffickers, and those arrested for criminal offences and incarcerated in prison. **Cultural beliefs and socialization** are critical to perpetuating and challenging traditional gender roles and stereotypes. These inform the persistence of gender-biased legislation, occupational gender segregation, gender-based violence, and other factors that undermine economic and social development in Dominican society.
11. The highest levels of decision-making are male-dominated. Males comprise 87.5% of parliamentarians compared to 12.5% of females; 71.0% of chairpersons of village councils compared to 29.0% of females; 59.0% of village councillors compared to 41.0% of females; and (as indicated above) 53.6% of managers compared to 46.4% of females. The above indicates that despite significantly higher female educational attainment, the structure of decision-making in the society is still male-dominated. When juxtaposed with the higher male sex ratio (with specific parishes, communities and age groups showing significantly higher numbers of males than females), the statistics clearly contradict the public perception that 'women are taking over'.
12. In addition to the gender analysis of economic and social development, the *CGA* examines Dominica's constitutional, legislative and policy framework for promoting gender equality. There are continuing areas of gender discrimination in the law which need to be addressed, in order to provide equal opportunities to all men/boys and women/girls and thus enable them to contribute equitably to national development (see discussion and recommendations in Section 6). CDB may

wish to consider support for a programme of legislative change (in collaboration with other agencies such as OECS and UN Women) to address the specific areas identified.

13. Analysis of Dominica's institutional framework for promoting gender equality (see Section 7) indicates that despite the Government's laudable adoption of a National Gender Policy in 2006, there are a number of inadequacies with regard to gender mainstreaming structures, mechanisms and processes. A recent review of the Bureau of Gender Affairs (BGA) made the following recommendations for its institutional strengthening (see Baksh, 2013a):
 - i. Due to the tendency for changes of Ministerial portfolios in successive Governments, it is critical for the Bureau to have a semi-autonomous status.
 - ii. The Minister, Permanent Secretary and Director of the Bureau should ensure that: members of the National Gender Advisory Committee (NGAC) are appointed; Gender Focal Points (GFPs) are appointed to all Ministries and para-statal bodies; and regular meetings of the NGAC and GFPs are held.
 - iii. The anticipated Cabinet approval of the *Updated National Gender Policy and Action Plan 2014-2024* should be accompanied by an increased annual budget. The modest figure of EC\$ 1.5m per annum would enable the Bureau to properly lead/coordinate implementation of the *Updated National Gender Policy and Action Plan*.
 - iv. The Bureau requires the following minimum staff positions to effectively implement the National Gender Policy: (i) Director; (ii) Coordinator, Research and Development; (iii) Legal Officer; (iv) Research Officer; (v/vi) Field Officers (Male and Female); (vii) Project Assistant, Data Registry; (viii) Counselor; (ix) Secretary; and (x) Messenger.
 - v. The Minister, Permanent Secretary and Director of the Bureau should ensure that gender is effectively mainstreamed in the Ministry of Social Services, Community Development and Gender Affairs (i.e., its policies, plans, budgets and programmes should promote equality between men and women).

14. The National Gender Policy takes a gender mainstreaming approach, thus recognizing the responsibility of all Government ministries, statutory bodies and other agencies; the private sector and labour unions; and the wide cross-section of civil society organizations including faith-based organizations for its implementation and monitoring. The following gender mainstreaming mechanisms/processes need to be systematically put in place:
 - i. Gender equality is mainstreamed in all policy-making processes at the national and sectorial levels, including of a diverse range of stakeholders.
 - ii. Gender-responsive planning and budgeting are introduced at the national level (i.e., through the mid-term national development plan and annual national budgets) and sector Ministries.
 - iii. Clear systems are adopted to integrate gender equality into Ministries' sector programmes, including collecting sex-disaggregated data, undertaking a gender analysis of the key issues in the sector, and developing gender-responsive indicators and targets.
 - iv. Clear procedures for gender monitoring and evaluation are put in place in Ministries, Departments and Agencies (MDAs), facilitated by Gender Focal Points.

15. *CGA* research reveals inadequacies in the collection/compilation of sex-disaggregated data and the conduct of gender-sensitive research and analysis by relevant stakeholders including the public sector, private sector and civil society organizations, which need to be addressed. This is necessary to ensure that policy-making, planning, programming and service delivery promote equality and equity between men and women. Sex-disaggregated data and gender analysis are also critical at the end of the policy/ planning/ programming cycle to evaluate the impacts on the lives of men and women, for example, with regard to education, employment, entrepreneurship, poverty, gender-based violence, decision-making, etc.

2.0 INTRODUCTION

16. The Caribbean Development Bank’s *Gender Equality Policy and Operational Strategy* (GEPOS) aims to embed gender equality into the DNA of the organization’s work and culture. GEPOS is based on the premise that “measures which support increased gender equality lead to economic growth and poverty reduction,” and position the Bank “to be a leading catalyst promoting gender equality in the Region ... in order to reduce poverty and vulnerability and to assist all women and men to achieve their full potential” (CDB, 2008b).
17. CDB also recognizes that considerable effort is required to ensure that gender equality is embedded in all policy design, project planning and implementation. It is particularly cognizant of the challenges involved in linking gender mainstreaming to its strategic objectives (2010-2014) of: promoting economic growth and inclusive social development; supporting environmental sustainability and disaster risk management; promoting good governance; and enhancing organizational efficiency and effectiveness.
18. CDB and the Government of Dominica have thus undertaken the initiative to develop a *Country Gender Assessment (CGA)* for Dominica, which provides a situational analysis of gender equality, to inform Dominica’s national planning and programming processes, as well as the Bank’s programme portfolio (loans, grants and technical assistance), particularly with regard to the areas of economic growth, poverty reduction and sustainable development.
19. The *Dominica CGA*:
 - i. Uncovers 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;
 - ii. Critically analyzes the national capacity for and constraints to gender mainstreaming in Government, the private sector and civil society (including legislation, policy, institutional structures and mechanisms, human and financial resources, knowledge and skills, etc.);
 - iii. Provides information on gender equality to inform CDB’s operations in country within the framework of the Bank’s strategic priorities (2015-2019); and
 - iv. Identifies the constraints, opportunities and risks for CDB to promote gender equality in its development programmes in country.
20. The *Dominica 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 Dominica.
 - Part III** Legal and institutional framework, which undertakes a gender assessment of Dominica’s constitutional and legislative framework, as well as the country’s institutional framework and capacity for gender mainstreaming.
21. See Volume II, Appendix I for a more comprehensive discussion of the analytical and methodological framework of the *Dominica CGA*.

3.0 METHODOLOGY

22. The Government of Dominica has been engaged in the process of updating the 2006 National Gender Policy and accelerating its implementation. Since CDB's preparation of the *Dominica CGA* has coincided with this process, it was mutually agreed by both institutions to maximize and deepen the process of primary data collection and gender analysis.¹
23. The methodology used to conduct the *Dominica CGA* consisted of:
 - i. Interviews with CDB staff.
 - ii. A review of relevant CDB documents, including the *Gender Equality Policy and Operational Strategy (GEPOS)*, Country Strategy Paper (CSP) – Dominica 2010-2012, Dominica's 2009 *Country Poverty Assessment (CPA)*, and CDB sector policy documents.
 - iii. An extensive review of recent policy documents, reports, policy briefs, statistics and public awareness brochures related to economic planning and growth, poverty reduction, and gender equality issues produced by the Government of Dominica and other institutions.
 - iv. Missions to Dominica to meet with and conduct workshops, focus group discussions and semi-structured interviews with key stakeholders in the Government of Dominica, private sector, civil society organizations, and importantly, practitioners (e.g., farmers, entrepreneurs, etc.). (See Annex II for the list of persons interviewed).

¹ The Consultant working with the Government of Dominica on the *Updated National Gender Policy* was also CDB's Expert for the *Dominica CGA*, which has facilitated the linkages between both processes.

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PART II

4.0 STATISTICAL GENDER PROFILE²

24. 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 that Dominica has performed relatively well with regard to the following human development indicators:
 - i. Life expectancy – Males: 73.4 years and Females: 79.5 years (2013);
 - ii. Gini coefficient – 0.35 (2002) – the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution;
 - iii. Primary school completion rate: 94% (2011);
25. However, Table 1 also indicates that Dominica’s gender inequality index (GII), which measures three aspects of gender inequality – reproductive health, empowerment, and economic activity – has not been calculated by the United Nations Development Programme (UNDP), because of the unavailability of relevant country data. The country’s maternal mortality rate of 222.3 per 100,000 women (2010) represents a high rate, placing Dominica at 53rd in the global ranking. And Dominica exhibits male dominance in Parliament, with a current male: female ratio of 87.5%: 12.5%.
26. The other key indicators related to gender equality presented in Table 1 below are analyzed in the Executive Summary and Section 5.

² It needs to be noted that the revised main findings of the *2011 Population and Housing Census* were released to the Consultant in January 2014 by the Central Statistical Office, Government of Dominica, which has been very helpful in updating Table 1 and the analysis presented in the Executive Summary and Section 5. However, it has still been necessary to use other sources for key population statistics in this *Dominica CGA*.

T1: GENDER STATISTICAL PROFILE

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S) ³
Total population (2011)	34,973	33,940	68,913	GOCD, 2014
Population 0-14 years old (2011)	8,787 or 12.8%	8,511 or 12.3%	17,298 or 25.1% of the population	GOCD, 2014
Population 15-24 years old (2011)	5,928 or 8.6%	5,627 or 8.2%	11,555 or 16.8% of the population	GOCD, 2014
Population 25-59 years old (2011)	15,503 or 22.5%	14,358 or 20.8%	29,861 or 43.3% of the population	GOCD, 2014
Population 60 years and over (2011)	4,755 or 6.9%	5,444 or 7.9%	10,199 or 14.8% of the population	GOCD, 2014
Gross National Income (GNI) per capita (2012) The GNI is similar to the gross national product (GNP), except that the GNP does not include indirect business taxes.	-	-	\$ 6,460	CIA
Gini coefficient (2002) The Gini Index measures the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution.	-	-	0.35	World Bank
Human development index (HDI) (2012) Dominica's HDI value is in the 'high' human development category, which positions the country at 72 out of 187 countries and territories globally.	-	-	0.745	UNDP
Gender inequality index (GII) The Gender Inequality Index (GII) measures three aspects of gender inequality: reproductive health, empowerment and economic activity. It indicates the loss in human development due to gender inequality in these 3 areas. "Due to a lack of relevant data, the GII has not been calculated for this country."	-	-	N/A ⁴	UNDP
Number of male or female-headed households (2011)	2011: 60.8%; 2001: 63.2%	2011: 9,815 or 39.2%;	2011: 25,073 or 100%;	GOCD, 2014

³ Please see the list of References for the source(s) of the individual statistical indicators.

⁴ Please note that N/A = not available.

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S) ³
Male-headed households decreased while female headed households increased.		2001: 8,367 or 36.8%	2001: 22,733 or 100%; An increase of 10.3% of households	
National poverty average (2009)	-	-	2009: 28.8%; 2003: 39.0%	GOCD, 2010a
Poverty: the 'indigence line' (2009) The indigence line provides an estimated expenditure for an average adult to meet the minimum food requirements necessary for maintaining a healthy existence.	-	-	EC\$2,435 per annum or EC\$6.67 per day	Kairi, CPA, vol. 1
Poverty: the 'poverty line' (2009) An estimate of the minimum cost of basic food and non-food needs of an average adult.	-	-	EC \$6,230 per annum per adult	Kairi, CPA, vol. 1
Poverty: the 'vulnerability line' (2009) Set at 25% above the poverty line. Households consuming at levels below the vulnerability line are deemed to be 'vulnerable'.	-	-	EC \$7,788 per annum per adult	Kairi, CPA, vol. 1
Life expectancy at birth (2013) Life expectancy indicates the number of years a newborn infant would live if prevailing patterns of mortality at birth were to stay the same throughout its life.	73.4	79.5	76.4	CIA
Fertility rates (2013) Dominica is ranked the 119 th highest rate in the world. A rate of two children per woman is considered the replacement rate for a population.	-	-	2.06	CIA
Adolescent fertility rate (2009) Females aged 15-49 who reported having their first child between ages 15-19, indicating a significantly high incidence of teenage pregnancy.	-	40.3%	-	Kairi, CPA, vol. 1
Contraceptive prevalence (2000-2007)	N/A	54%	N/A	Kairi, CPA, vol. 1
Maternal mortality rate (2010) Maternal mortality per 100,000 women. The 2010 figure represents a large increase and a high rate, which ranks Dominica 53 rd globally.	-	-	2010: 222.3; 2009: 105.9; 2008: 103.7; 2007: 110.6	CIA; CARICOM

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S) ³
Chronic illnesses (non-communicable diseases, NCDs) (2011)	34.0% 35.7% 34.5% 45.7% 38.5% 50.0% N/A	66.0% 64.3% 65.5% 54.3% 61.5% 50.0% N/A	Hypertension: 6,985; Diabetes: 3,792; Arthritis: 3,405; Asthma: 2,187; Heart disease: 530; Cancer: 198; No chronic illnesses: 75.9%	GOCD, 2014
Literacy rates (2012) Age 15 and over has ever attended school.	94%	94%	94%	CIA
Mean years of schooling (2012)	N/A	N/A	7.7	UNDP
% of total primary school completion (2011) This indicator is also known as “gross intake rate to the last grade of primary”.	-	-	94%	World Bank
Secondary school enrolment (2011/2012)	3,090 (50.7%)	3,003 (49.3%)	6,093 (100%)	MoE, Gov't of Dominica
Number of persons attaining G.C.E. or C.X.C certificates (2011)	2011: 2,692 or 42.5%	2011: 3,678 or 57.7%	2011: 6,370 2001: 4,958 An increase of 28.5%	GOCD, 2014
Number of males and females at tertiary level education, Dominica State College (2011/2012)	868 or 37.5%	1,449 or 62.5%	2,317	MoE, Gov't of Dominica
Number of students attaining Associate Degrees An increase of 972.5%	37.1%	62.9%	2011: 2,220 2001: 207	GOCD, 2014
Number of students attaining Bachelor's Degrees An increase of 130.6%	44.4%	55.6%	2011: 1,942 2001: 842	GOCD, 2014
Number of students attaining Master's or Doctoral Degrees An increase of 61.7%	46.9%	53.1%	2011: 676 2001: 418	GOCD, 2014
Labour force participation (2011)	17,646 or 58.4%	12,558 or 41.6%	2011: 30,204; 2001: 28,328; An increase of 6.6%	GOCD, 2014
Number of employed persons (2011) The statistics indicate a slight narrowing of the gender gap in the past decade.	2011: 15,482 or 57.8% 2001: 60.5%	2011: 11,320 or 42.2% 2001: 39.5%	2011: 26,802; 2001: 25,223; An increase of 6.3%	GOCD, 2014

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S) ³
Unemployment rate (2011)	2011: 2,164 or 12.3%; 2001: 12.2%	2011: 1,238 or 9.9%; 2001: 10.7%	2011: 3,402 or 11.3%; 2001: 11.0%	GOCD, 2014
Number of persons not in the labour force (2011) These persons include: home duties, attended school, retired, disabled and unable to work, other and not stated.	2011: 8,540	2011: 12,871	2011: 21,411; 2001: 20,761	GOCD, 2014
Youth unemployment (2011)	N/A	N/A	2011: age 15-19: 39.9%; 2001: age 15-19: 40.5%; 2011: age 20-24: 22.2%; 2001: age 20-24: 20.8%	GOCD, 2014
Number of persons employed by occupation (2011) Services and sales comprise: sales, personal service, personal care, and protective service workers. Crafts and related trades comprise: building construction, metal and machinery trades, food processing, wood work, handicraft, garments, etc. Agricultural workers comprise: skilled agricultural and fishery workers.	Managers: 332 or 53.6% Professionals: 903 or 34.4% 1,316 or 47.8% 395 or 21.9% 2,206 or 36.9% 3,987 or 91.9% 3,320 or 85.0% 1,566 or 49.9%	Managers: 288 or 46.4% Professionals: 1,722 or 65.6% 1,438 or 52.2% 1,409 or 78.1% 3,769 or 63.1% 350 or 8.1% 547 or 15.0% 1,573 or 50.1%	Legislators, senior officials, managers and professionals: 3,245 or 12.1%; Technical and associate professionals: 2,754 or 10.3% Clerical support workers: 1,804 or 6.7% Services and sales: 5,975 or 22.3%; Crafts and rel. trades: 4,337 or 16.2%;	GOCD, 2014

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S) ³
			Agricultural workers: 3,867 or 14.4%; Elementary occupation: 3,139 or 11.7%;	
Number of persons by type of worker (2011)	N/A 44.3% 58.5% 69.2%	N/A 55.7% 41.5% 30.8%	Private sector: 13,762 or 51.3%; Government: 4,458 or 16.6%; Statutory bodies: 721; Self-employed: 6,390	GOCD, 2014
Average wage (2013) No figures were available on the CARICOM or ECLAC websites.	-	-	N/A	ECLAC; CARICOM
Number of households with internet access (2011)	-	-	Internet access: 11,160 or 44.5%; Personal computers: 9,449 or 37.7%	GOCD, 2014
Number of males/ females in Parliament (2009)	28	4	32	IPU
Numbers of male/ female village councillors (2013)	204 (59%)	141 (41%)	345 (100%)	Dep't of Local Gov't, Dominica
Numbers of male/ female chairpersons of village councils (2013)	30 (71%)	12 (29%)	42 (100%)	Dep't of Local Gov't, Dominica
% of population aged 15-24 who had sexual intercourse before age 15 (2011)	28.7%	7.7%	15.4% of the population	OECS, UWI
% of population aged 15-49 who had more than one partner in the past 12 months who used a condom during their last sexual intercourse (2011)	65.7%	56.9%	63.3% of the total population	OECS, UW
Number of reported cases of child abuse (2010) The child's sex was not recorded in some cases.	39	177	216	Caroline Allen
Number of reported cases of gender-based violence (2011-2013)	N/A	N/A	391	National GBV Registry, BGA

5.0 COUNTRY GENDER PROFILE

5.1 GENDER AND ECONOMIC GROWTH

27. Dominica is a middle-income, developing country. It produces a narrow range of goods and services predominantly for the export market. In spite of recent diversification efforts, the economy is still relatively agriculture-based, although there is potential for growth in tourism-related enterprise (CDB, 2010: i). The main sectors of the economy represented as a percentage of GDP are as follows: Government services 19.24 %, agriculture 17.38 %, wholesale and retail trade 13.98 %, banks and insurance 15.51 %, transport 9.95 %, communications 9.39 %, construction 9.08 %, manufacturing 3.79 %, and hotels and restaurants 2.39 % (GOCD, 2010a: 4).
28. Dominica's economy, as that of many countries grappling with the continuing downturn since the 2008 global economic crisis, is marked by debt restructuring, increased privatization and downsizing of government, shrinking Government expenditure on social programmes and job creation. The economy is particularly vulnerable since it continues to be dependent on world trade negotiations with regard to the production of bananas. Dominica has responded to the crisis through seeking to diversify its production of goods and services, and to tightening spending in the public sectors, as indicated in its medium-term national development plan. The *Growth and Social Protection Strategy 2012-2014 (GSPS)* states that, "Existing health, education and physical infrastructure programmes form the cornerstone of Dominica's policies to develop its human and economic resources. If these programmes are not maintained, not only will the current high levels of education and health be put at risk but the capacity of the population to take up new job opportunities will be compromised, as will the objective of medium and long-term poverty reduction. Yet these programmes, and especially those that are targeted towards the poor and vulnerable, could possibly come under pressure as the Government continues to work towards fiscal sustainability" (GOCD, 2012b: 21).

RECOMMENDATIONS

- ✓ Integrate gender equality and social justice criteria into economic policy and implementation, trade negotiations and technical co-operation agreements, and poverty reduction strategies and programmes.
- ✓ Introduce gender-responsive budgeting in national budgetary planning, implementation, and monitoring and evaluation processes.
- ✓ Examine the potential impacts of trade arrangements and development strategies on men and women's ability to access the benefits of trade, and mitigate any negative differential fall-out on men and women.
- ✓ Promote gender-responsive economic development among economists, planners and analysts in the economic and trade sectors through scholarships for formal training and certification, specialized short courses, and seminars and workshops.
- ✓ Ensure that the national data collection system related to the economy produces sex-disaggregated statistics.

29. Economic planning needs to include gender equality and social justice, in order to ensure the more equitable inclusion of men and women in national development. Pursuing gender-responsive economic strategies requires an understanding that development is not limited to economic growth alone, but rather a multi-faceted process with political, economic, social and cultural dimensions in which gender is a fundamental determining factor. It requires the use of data and analysis on where men and women are positioned in the formal and informal economy, the segregated nature of their occupations, and recognition of the economic value of unpaid reproductive work. In addition, although trade negotiations are often seen as gender neutral in their formulation and implementation, trade arrangements tend to have gendered impacts that adversely and differentially affect men and women. Sections 5.2–5.8 below discuss these in detail.

REFERENCES

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- Government of Dominica (2010a). *Economic and Social Review for Fiscal Year 2009/2010*. Ministry of Finance, Government of Dominica.
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5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT

5.2.1 AGRICULTURE AND AGRI-BUSINESS

30. The agricultural sector is the country's main income generator, contributing 17.38 % to the GDP. The sector is also a major employer accounting for an estimated 30% of total employment, and source of income particularly for persons in rural areas (CDB, 2010: 16). However, men and women are located differentially in the sector. The *2011 Population Census* indicates that males comprise 85% of skilled agricultural and fishery workers, compared to 15% of females (GOCD, 2014). Men generally own larger parcels of land, are involved in larger scale agricultural production for export, and the rearing of large livestock. Individual women generally have access to smaller plots of land, are more involved in household food production, small scale vegetable production and the rearing of small livestock, with subsistence production and food security being the main outcomes.
31. Dominica's banana exports declined from a high of 57,867 tonnes in 1990 to under 7,000 tonnes in 2009, due largely to the contraction of banana production and exports as a result of the erosion of the European Union's preferential trading arrangements, hurricanes, and an increase in the cost of production. The contraction of the banana industry has resulted in significant challenges for agriculture sector output, the country's economic performance and poverty levels (CDB, 2010: 16). *CGA* research indicates that there are currently few large-scale agricultural plantations in Dominica, and the estimated 6,000 plus banana farmers of the 'glory days' of the 1980s and 1990s have been reduced to approx. 300-400. The exodus of predominantly male banana farmers from agriculture reflects their loss of confidence in the sector: some have migrated; others have become taxi and bus drivers, tour guides, security guards, etc.; and still others are unemployed.
32. Rural women have also been affected by the banana crisis, both directly as small banana farmers, and as spouses/partners of banana farmers. In August 2006, the Bureau of Gender Affairs established a revolving loan fund at the National Development Foundation of Dominica (NDFD) to assist women's small enterprise development. Women's groups initiated through assistance provided by the Bureau included: Delices Toloma Farmers, Morne Prosper Women's Group, Penville Women's Group, Beekeepers, Capable Women of Power, Western District Women's Group, North Eastern Women's Association, and the Golden Age Clubs (Dominica BGA, 2009). Some of these groups are now well established, have received financial and skills-building support from other agencies, and are producing agro-processed products such as cassava flour and bread, seasonings, and other products for the local market. These enterprises would benefit from further support from the Government, banks and credit agencies, and CDB to contribute to export trade.
33. In the post-banana era, the country is faced with the challenge of diversification and specializing in agricultural products in which it has a comparative advantage. This includes the development and expansion of fishery products, fruits for canning, organically grown produce to supply the health and wellness market, etc. The uncertain future of large-scale agricultural production signals the need to support men's, women's and youths' small- and medium-sized enterprises. Dominica may be able to withstand external shocks by addressing the issue of food security, where women's domestic subsistence and small garden plots have traditionally provided the mainstay for poor households.
34. Youths' lack of interest in agriculture is an issue of concern for the sustainability of the sector. On the positive side, there are emerging small groups of young farmers, e.g., a cooperative in Layou Valley supports youths to engage in poultry rearing, bee keeping/honey production, and coconut oil processing. *CGA* research indicates that due to the absence of agriculture in the school curriculum,

boys/young men and girls/young women are not exposed to the agricultural field and further, to possible employment opportunities. Importance thus needs to be placed on the teaching of agriculture at the primary, secondary and State College levels, and school gardens need to be reintroduced so as to promote agriculture and agri-business as an attractive and profitable field. Such a reintroduction needs to be supported by the use of technology and innovative techniques so as to enhance teaching while attracting and engaging young men and women in the sector. The Dominica State College should offer a diploma course in Agri-business, alongside the current diploma course in Agriculture. Agricultural agencies need to ‘incubate’ groups of youth entrepreneurs, facilitate loans and markets, and promote the use of new communication technologies, etc.

5.2.2 TOURISM AND ECO-TOURISM

35. Dominica’s tourism sector is small compared to its OECS neighbours, with gross tourism earnings averaging around 18% of GDP, compared with an average 29% in the other islands. However, with the stagnation of the agriculture sector, tourism activity is the country’s single largest foreign exchange earner, with receipts averaging USD \$68.7m annually in direct visitor expenditure over the past five years (CDB, 2010: 15). Dominica’s new *National Tourism Policy 2020* states that: “*The Government has been pursuing tourism as an effective means of economic diversification from the traditional reliance on agriculture, with the result that the tourism sector is now the most important sector in Dominica Tourism offers a comparative advantage given the relatively limited opportunities that may be available in other economic sectors*” (GOCD, 2013b: i).
36. CGA research indicates that the downturn of the banana industry has raised awareness of its impact on the environment and contributed to the growth of eco-tourism. The widespread ‘slashing and burning’ of the hillsides and resulting soil erosion has been replaced by tree planting programmes. The reduction in the use of chemical fertilizers and pesticides is evident in the regeneration of fisheries, and small-scale farmers – the majority of whom are women – traditionally use very little pesticides.
37. The guiding principles for the development of the tourism sector include: tourism policy and development programmes will be integrated with national economic, social and cultural policy; all tourism activity will be

RECOMMENDATIONS

- ✓ Introduce/strengthen the teaching of agriculture at the primary, secondary and State College levels, reintroduce school gardens, and aim to change the perception that agriculture is for the illiterate/poor to one that agriculture and agri-business are attractive and profitable fields of study and endeavour.
- ✓ Introduce/strengthen enterprise training programmes in secondary schools, including theory, practical internships and mentoring, in order to build youth capacity for entrepreneurship. The State College should offer a diploma course in Agri-business, in addition to its current diploma course in Agriculture.
- ✓ Agricultural agencies should ‘incubate’ youth entrepreneurs, facilitate loans and markets, promote the use of new communication technologies, etc.
- ✓ Encourage men, women and youths to become agricultural entrepreneurs. Support their small- and medium-sized agricultural enterprises, paying specific attention to increasing women’s land ownership and access to credit.
- ✓ Provide support to women’s groups engaged in agri-businesses to grow their enterprises and expand from supplying the local market to contributing to export trade (e.g., training, product development, access to credit, marketing, etc.).

designed to improve the quality of life of citizens; development of the tourism sector will be market-driven and private sector-led; the focus will be on 'low-volume high-yield' tourism within the parameters of the country's limited absorptive capacity; Government will foster a positive pro-business environment for the sector; tourism sector planning and management will be based on partnerships and collaboration; local communities will play a meaningful role in the sector, one that ensures economic, social and cultural benefits for each participating community; maintain and enhance Dominica's pristine environment; tourism policies, programmes and standards will conform with the principles and directions required by Green Globe and/or other certification programmes; and ensure safety and security for all, both visitors and residents (GOCD, 2013b: section 3.4.2).

38. CGA research indicates that gender equality was never raised in the consultative process held with stakeholders in the tourism sector in the development of the *National Tourism Policy 2020* and *Tourism Master Plan 2012-2022*. However, the sector exhibits clear gendered occupational segregation. Men predominate as taxi and bus drivers (of 400+ members in the Taxi Association, less than 5 are women), tour guides, park wardens, security personnel and gardeners, and they also include chefs and bartenders. Women comprise the majority of craft and roadside vendors, and cooks, hospitality staff, waitresses, housekeepers, administrative staff, etc. in the hotel/guest house industry. Ownership of the hotel and guest house industry is mixed, including family-owned enterprises, and male- and female-headed ventures. Men and women play complementary roles in the sector. However, women tend to predominate in the lower-waged occupations, while some women occupy senior management positions.
39. CGA research indicates further that the 'community tourism' approach is generating income earning opportunities for men and women. For example, rural people are benefiting from the Waitukubuli trail, e.g., through adding extra room(s) to their homes and offering bed-and-breakfast services, creating spas around the hot springs in Wotten Waven, etc. The *titiwi* fish found in the Layou river estuary is harvested by men; and cleaned, cooked and marketed by women. The Layou Improvement Committee hosts a Titiwi Festival, which is attended by the national community.
40. Tourism and eco-tourism thus present significant opportunities for economic growth and poverty reduction at the national and community levels; and engaging men,

RECOMMENDATIONS

- ✓ Promote the involvement of male and female farmers in restructuring the agricultural sector, empowering them to increase their productive capacities, and build partnerships, networks and cooperatives to advance the sector.
- ✓ Address the issue of food security through support to women's domestic subsistence and small garden plots, which have traditionally provided the mainstay for poor households and may enable the country to withstand external shocks.
- ✓ Ensure that the forthcoming national agricultural census presents sex-disaggregated data on ownership and access to land, crop and livestock production, access to agricultural support services, entrepreneurship, earnings, etc., in order to enable decision-makers and planners to facilitate gender-equitable entrepreneurship and growth in the agricultural sector.

women and youth in the development of new enterprises. CGA research indicates that there is need for specific training and internships on enterprise development and management, as well as tourism-specific courses that include information on: the *2005 Tourism Regulations and Standards Act* and the national tourism policy; the range of opportunities in the sector (e.g., eco-tourism, and enterprises related to cruise ships, event planning, health/wellbeing, sun/sea/diving, yachting, etc.); the certification and pre-requisites for entering the industry; the development of products (e.g., guest house, taxi service, tour guide operation, site enhancement, etc.); institutional support available; the building of confidence to make the leap into being an entrepreneur; etc. In addition, age-appropriate awareness raising/ education/ training needs to be undertaken throughout the education system, including engaging children/youth in the country's geography and natural heritage, visits to tourism sites, hiking on the Waitukubuli trail, mentorships and internships at hotels, etc.

41. The *CSP 2010-2012* commits CDB to promoting private sector enterprise and growth, and providing resources to the publicly-owned development bank for loans to the productive sectors, particularly agriculture and tourism (CDB, 2010: iv). Gender analysis of the loan portfolios of banks and credit institutions indicates the availability of loans for persons to engage in small and medium enterprises, but these resources are allocated based on an individual's collateral and ability to pay back loans obtained. Since women own less land and property and occupy lower paid sectors of the economy than men, this affects their ability to access loans for enterprise development on an equal basis with men. Ultimately, this has a negative effect on the country's economic growth (see Section 5.2.3 below).

5.2.3 GENDER, ACCESS TO PROPERTY, ASSETS AND PRODUCTIVE RESOURCES

42. Land is the primary economic factor in the country's predominantly agricultural economy. It is therefore a strong indicator of women's marginalized economic status in rural communities that an assessment of farm ownership and average acreage indicated that women owned only 21% of banana farms, compared to men's ownership of 79% (GOCD, 2006). However, research conducted for the *Updated National Gender Policy and Action Plan 2014-*

RECOMMENDATIONS

- ✓ Promote equal pay for work of equal value in the tourism sector, given men's and women's equal contribution to economic growth in the sector.
- ✓ Introduce age-appropriate awareness-raising and training throughout the education system, e.g., engaging students in Dominica's geography and natural heritage, visits to tourism sites, hiking on the Waitukubuli trail, mentorships and internships at hotels/guest houses, etc.
- ✓ Offer tourism-specific training courses and internships at the secondary and tertiary levels that include: information on the 2005 Tourism Regulations and Standards Act and the national tourism policy; entrepreneurship opportunities (e.g., eco- and community tourism, cruise ships, events, health/wellbeing, sun/sea/diving, etc.); certification and other pre-requisites for entering the sector; product development (e.g., guest house, taxi service, tour guide operation, site enhancement, etc.); institutional support available; and confidence building to make the leap to being an entrepreneur; etc.
- ✓ Address women's unequal access to credit from key providers such as the AID Bank, and high street banks in Dominica (see Section 5.2.3 below).
- ✓ Ensure the collection of sex-disaggregated statistics on the sector and its use in implementing the national tourism policy and master plan.

2024 indicates a public perception that women presently own more property and farms than in previous decades. There is thus an urgent need for the forthcoming Agricultural Census to provide sex-disaggregated data on land title registration, farm ownership, crops produced, etc.

ACCESS TO CREDIT

43. CGA research has uncovered data on access to credit from following banking/credit institutions: the Agricultural and Industrial Development Bank (AID Bank); the Dominica Employment and Small Business Support Agency, located in the Ministry of Trade, Industry and Diaspora Affairs; and the National Development Foundation of Dominica (NDFD).⁵
44. Data from the AID Bank, the country's main credit provider for agricultural and enterprise development, reveal the comparatively low numbers⁶ of women accessing credit for agriculture and enterprises. Table 2 below indicates that in 2011-2012, 89.7% of all agricultural loans were made to men compared to 10.3% to women. More men than women also accessed credit for service enterprises (54.55% of men compared, 22.73% of women, and 22.73% of companies), and transportation enterprises (86.67% of men, compared to 6.67% of women, and 6.67% of companies). Since agriculture and tourism are the main economic drivers in the economy, the figures indicate that men and women do not have equitable access to loans from the AID Bank to contribute to and benefit from these sectors of economic growth and national development. This is reinforced by the stringent and risk averse collateral requirements of the institutions (land/property or cash in the bank, equivalent to the loan required) which makes it difficult for the majority of women-owned small businesses to access loans.
45. With regard to personal loans, greater numbers of women are accessing credit facilities, although equity has not been achieved. 66.2% of males accessed consumer loans compared to 33.7% of females. The area of housing loans, with figures of 54.1% of males compared to 45.9% of females, indicates that increasing numbers are making the decision to purchase homes on their own. Women are also making a clear investment in their educational development. Thus 79.2% of educational loans in the Ministry of Education's student loan facility were awarded to females compared to 20.8% to males. And in the personal loan category, 66% of educational loans were accessed by females compared to 34% of males. This data is supported by the fact that greater numbers of women than men achieved higher education through associate, bachelors, masters and doctoral degrees (see Table 1).

⁵ The National Bank of Dominica (NBD) and National Cooperative Credit Union (NCCU) were also approached, but were unable to provide the statistics requested.

⁶ It needs to be noted that the data in Table 2 indicate only the *numbers* of males and females who accessed loans in each category and in total. It is therefore not possible to compare the *EC\$ amounts* allocated to males and females in each category or in total.

T2: LOANS MADE BY THE AID BANK, BY PURPOSE AND GENDER (2011-2012)

PURPOSE OF LOAN	TOTAL LOANS	MALES		FEMALES		COMPANIES	
		No.	%	No.	%	No.	%
AGRICULTURE	273,471.87	19	90.5	2	9.5		
AGRICULTURE INVESTMENT UNIT	209,810.62	6	85.71	1	14.29		
MINISTRY OF AGRICULTURE	1500.00	1	100	0	0		
MINISTRY OF EDUCATION STUDENT FACILITY	1,790,872.33	16	20.78	61	79.22		
SERVICES	5,945,987.91	12	54.55	5	22.73	5	22.73
SPECIAL MORTGAGE PROGRAMME	69,698.00	0	0	2	100		
TRANSPORTATION	11,716,102.00	13	86.67	1	6.67	1	6.67
PERSONAL							
CONSUMER	1,628,680.16	65	66.32	33	33.68		
EDUCATION	4,796,863.04	34	34	66	66		
HOUSING	2,607,167.34	17	56.67	13	43.33		
HOUSING PETRO CARIBE	5,548,755.97	23	52.27	21	47.73		
STAFF	653,209.84	4	21.05	15	78.95		
TOTAL	27,838,088.70	159	52.3	139	45.72	6	1.97

Source: AID Bank, Roseau, Dominica

46. The Dominica Employment and Small Business Support Agency⁷ supports small enterprises through loans and grants. The data provide a picture of the gender breakdown of applications in various categories. While traditional male-female gender roles are evident, the statistics also indicate that women are entering traditionally 'male' fields. Male applications predominate in the areas of: agri-business (M: 118 – F: 43); arts and craft (M: 102 – F: 67); construction (M: 33 – F: 1); music and entertainment (M: 66 – F: 16); professional services (M: 36 – F: 18); repairs' services (M: 76 – F: 11); security services (M: 11 – F: 1); tourism services (M: 111 – F: 68); and transport services (M: 29 – F: 10). Female applications predominate in the areas of: food services (M: 145 – F: 332); grooming services (M: 30 – F: 125); manufacturing (M: 75 – F: 88); retail trade (M: 157 – F: 386); and wellness services (M: 5 – F: 24). It is noteworthy that the applications showed greater gender equity in export services (M: 30 – F: 27), and ICT services (M: 26 – F: 23).
47. Males applied for a total of EC \$22,902,516 (or 60.28%) of loans and grants; compared to females who applied for a total of EC \$14,869,336 (or 39.14%). This suggests that men have greater knowledge of the opportunities available, collateral required, and confidence to approach public sector institutions. Notably, the actual figures disbursed by the agency were more equitable, with males receiving 52.14% and females 47.12% (village councils and community groups received the balance), suggesting that high numbers of women fulfilled the loan/grant requirements.

⁷ Interview with Mr. Stephenson and Mr. Etienne, Dominica Employment and Small Business Support Agency, Ministry of Trade, Industry and Diaspora Affairs, Roseau, in September 2013.

48. The National Development Foundation of Dominica (NDFD) provides financial and training assistance to micro-, small- and medium-sized enterprises. Loans range from EC \$5,000 – \$100,000 in the categories indicated in Table 3 below, but the data showing a gender breakdown of EC\$ dollar amounts of the loans made were not available. However, in 2012, the aggregate figures were as follows: female borrowers received 187 loans or 52.4 % while male borrowers received 170 loans or 47.6%. While this does not indicate the categories of loans awarded to males and females and the EC\$ values of the loans, the data suggest that women are accessing loans for micro-, small and medium enterprises in relatively equitable numbers with men.

T3: CATEGORIES OF LOANS AWARDED BY NDFD, 2013

SERVICES	ENTERTAINMENT, SKILLED OR PROFESSIONAL PERSONS, BUS DRIVERS
AGRICULTURE	FARMING AND LIVESTOCK
CONSTRUCTION	CONTRACTOR LOANS
DISTRIBUTIVE TRADE	GROCERY SHOP, STORES, BAR/SNACKETTE, HUCKSTERING
EDUCATION	TUITION/SCHOOL FEES, PURCHASE OF BOOKS & SUPPLIES
FISHING	PURCHASE OF BOAT, ENGINE, GEARS/EQUIPMENT ETC.
HOUSING	HOME IMPROVEMENT/REPAIRS, PRODUCTION/MANUFACTURING
LAND PURCHASE	BUSINESS/PERSONAL
MISCELLANEOUS	PERSONAL/DOMESTIC/OTHER EXPENSES
INDUSTRY	PRODUCTION/MANUFACTURING
TOURISM/VENDING	PURCHASE OF ITEMS FOR RESALE, ENTERTAINMENT, TAXI DRIVERS, ACCOMMODATION, VENDING

RECOMMENDATIONS

- ✓ Ensure that CDB- and Government-supported banks and other credit institutions adopt gender policies/guidelines, provide 'hand-holding business support' to new entrepreneurs (males, females and youth), and produce sex-disaggregated data annually (by selection criteria, number of loans, categories of enterprise, EC\$ values of loans awarded, etc.).
- ✓ Encourage private sector banks, civil society and other credit institutions to put in place institutional gender policies/guidelines, provide 'hand-holding business support' to new entrepreneurs (males, females and youth), and produce sex-disaggregated data annually.
- ✓ Conduct gender sensitization/training for senior and middle managers in Government-owned, private sector and civil society banks and other credit institutions. The training programmes should provide concrete data (such as that presented in the above analysis), raise awareness, and develop strategies to improve gender equality and equity in banking, savings, credit and other facilities.
- ✓ Include information on banking and access to credit in entrepreneurship training programmes offered to men, women and youth at all levels (e.g., Dominica State College, other Government training programmes, BNTF training programmes, etc.).

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5.3 GENDER AND POVERTY REDUCTION

49. The 2011 Population Census indicates that 3,402 persons are unemployed, of whom 2,164 are males and 1,238 are females. The unemployment rate is 11.3% (indicating a decrease from 13.9% in 2009), with males showing a higher rate of 12.3% (similar to 12.1% in 2001) and females 9.9% (a decrease from 10.7% in 2001) (GOCD, 2014: 12).
50. While there was a reduction in the population living below the poverty line in 2009 (28.8%) compared to 2002 (39.9%), poverty continues to be a challenge for Dominica. It is manifested in both urban and rural areas, and levels are particularly high among the Carib population and banana producing communities in the eastern and western parts of the country (CDB, 2010: ii). Males were deemed more at risk of being 'poor' than females – 39.5% males compared to 36.2% of females (Kairi, 2009: xix). Males aged 20-24 had an unemployment rate of 27.5% compared to females of 21.1% (Kairi, 2009: 51). Male youth aged 15-19 had an unemployment rate of 20.1% compared to female youth of 17.7%. Young men accounted for 47.6% of all male unemployment, and young women for 38.8% of female unemployment (Kairi, 2009: 68).
51. The 2011 Census indicates that 39.2% of households are headed by women, indicating a 17.3% increase over the last decade (GOCD, 2014: 13). Women thus bear a heavy responsibility of providing for their children. Dominica's draft *CEDAW Report* points out that the gender dimension of poverty is evident in the percentage of poor people living in female compared to male-headed households (GOCD, 2011: 53-55). Many poor women engage in transactional sex and other illegal activities to survive, a practice that is passed down to their daughters which is further complicated by the risk of teenage pregnancy. Some 40.3% of females aged 15-49 reported having had their first child between ages 15-19, representing a high incidence of teenage pregnancy (Kairi, 2009: xxix).
52. Mortality due to communicable diseases has declined as a result of expanded immunization programmes, increased accessibility to safe and clean water, improved waste disposal, and increased education which has helped individuals to apply new knowledge to protect their own and their families' health. However, non-communicable diseases (NCDs), the leading cause of morbidity and mortality, pose a significant hindrance to poverty reduction in Dominica (see Table 1 for the data, and Executive Summary for the analysis). Many factors contribute to the gendered prevalence of NCDs, including lifestyle behaviours such as diet, inactivity, smoking, sexual choices and poor stress management (GOCD, 2010b: 119).
53. Poverty reduction strategies are critical to developing country economies. The CDB-supported Basic Needs Trust Fund (BNTF) is guided by the findings of the *Country Poverty Assessment (CPA)* and targets the poor and vulnerable, specifically the Carib community, persons displaced by banana crisis, parishes/communities identified as 'poor' in the *CPA*, and women and youth (CDB, 2010: v). The BNTF programme⁸ was introduced to Dominica in 1979, the year following the country's achievement of national independence which also coincided with devastation caused by Hurricane David. BNTF Phase VI is currently in progress while Phase VII is being developed. The programme has evolved from a 'top-down' approach and focus on economic infrastructure, to a 'socially-inclusive, bottom-up' approach in which communities identify their needs and projects. BNTF's skills training programmes seek to provide marketable skills and empower beneficiaries through building self-esteem, management and leadership skills, etc.

⁸ Interview with Mr. Matthew Carrette, BNTF programme manager, Dominica, held in September 2013.

54. CGA research indicates, however, that while the skills training programmes are accessed by relatively equal numbers of males and females, the courses reflect traditional gender roles (e.g., males predominate in courses on auto-body repairs, small appliance repairs, carpentry and joinery, painting, plumbing and tiling; and females in courses on sewing, catering, hospitality and food preparation. In addition, while increasing numbers of women are gravitating towards ‘male’ fields, the reverse is not the case. It is recommended that BNTF training courses should include awareness-raising on critical gender issues that are posing particular challenges to the society (e.g., changing male/female gender roles, teenage pregnancy, family planning, parenting, anger management, gender-based violence, gender and the law, etc.) as well as those that are necessary for individual enterprise and economic growth (e.g., information on banking and credit services).
55. As part of the Government’s *GSPS (2008)*, a number of gender-friendly initiatives were implemented concurrently with the *2006 National Gender Policy* which addressed the needs of women, children, senior citizens and other vulnerable groups in the society. These included: the Housing Revolution, which provided special arrangements for female heads of households who did not own a home; Transportation for school children, which eased the high cost of transport on parents with school-aged children; Exemption of hospital fees for persons under 18 years and over 60 years old; Increasing the Government scholarship subvention to students attending secondary schools; and the ‘Yes We Care’ Programme, designed to meet the needs of the elderly. In the first half of 2013, women accounted for 53.8% of the total number of clients, with males accounting for 46.2% (Bureau of Gender Affairs, 2009).

RECOMMENDATIONS

- ✓ Ensure that poverty reduction programmes are evidence-based, promote gender equity, and respond to the specific needs of poor men, women, youth, elderly and disabled e.g., education and training; access to land, housing and credit; social protection schemes including pensions for ‘unemployed’ women (who provide reproductive care in the home); entrepreneurship training; equitable inheritance for women in common-law relationships; etc.
- ✓ Promote gender-responsiveness among economists, planners and analysts in the economic and trade sectors through gender sensitization/training.
- ✓ BNTF training courses should promote non-traditional skills training for men and women, as well as integrate awareness-raising on critical gender issues (e.g., changing male/female gender roles; teenage pregnancy; family planning; parenting; gender-based violence; anger management; gender, human rights and law; access to banking and credit services, etc.).
- ✓ Ensure that sex-disaggregated statistics on poverty are included in national data collection systems, and use sex-disaggregated data and gender analysis to inform poverty reduction strategies and programmes.

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5.4 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE

56. “Dominica’s topography increases the unit cost of infrastructure development” (CDB, 2010: iii). CDB has committed itself to providing investment loans and technical assistance in the areas of: water and sanitation; port facilities at Woodbridge Bay, Dominica’s only deep water cargo port; road development and rehabilitation, including the construction of sea and river defence works; the development of ecotourism sites, and the cruise-ship berth at Cabrits.
57. CGA research indicates that the construction sector, a significant growth sector in the economy in which these infrastructural developments are located, is male-dominated. This is evident in the sex-disaggregated statistics on subjects taken by males and females in the CXC examinations, and the data on participation in the technical/vocational subjects at the Dominica State College (see Section 5.5); the data on the number of persons employed by occupation (see Table 1); and the data from the Dominica Employment and Small Business Support Agency on the predominance of male access to credit/grants for construction enterprises (see Section 5.2.3).
58. CGA research has further uncovered that increasing numbers of young women are engaged in training in these traditionally male-dominant fields. However, this is not reflected significantly in the gender breakdown of occupations (see Table 1) or in loans awarded for construction and related enterprises (see Section 5.2.3). It is thus recommended that CDB adopts quotas (e.g., 20-30%) to encourage female participation in its infrastructural projects. There is also international attention to gender mainstreaming in areas of habitat, urban planning, transport, etc. (e.g., the work of UN/HABITAT), which would be useful for CDB’s technical staff to explore and adopt.
59. Dominica exhibits particular risk factors of environmental and ecological vulnerability due to its location in the hurricane belt of the Eastern Caribbean, and having high levels of volcanic and geothermal activity. The country is exposed to considerable macro-economic vulnerability as a result of natural disasters. Dominica has ratified the United Nations Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol. In compliance with Article 12 of the UNFCCC, the Government submitted its Initial National Communication on Climate Change in 2001 and the Second National Communication in 2012 to the

RECOMMENDATIONS

- ✓ Recognize the different and complementary roles of men and women in the development of approaches to address climate change, environmental protection, conservation and preservation, and the sustainable utilization of natural resources.
- ✓ Ensure that men, women and youth are equitably involved in policy-making, planning and development programmes on ‘green economy’ issues which have gender dimensions (e.g., water management, waste management, land management, renewable energy, clean transportation, and ‘green’ buildings).
- ✓ Introduce simple technologies to assist with household and reproductive work (e.g., solar stoves, rain water collection systems, simple wind turbines), gradually moving to more complex products based on the same principles (e.g., solar panels, sustainable irrigation systems, larger wind collection systems, etc.).
- ✓ With regard to water use, train men, women and youth in household water collection systems, provide support to implement them at household and neighbourhood levels, and encourage them to engage in local and national decision-making on water use.

Conference of Parties (COP) of the UNFCCC. Several national policies and legislation focus on climate change, including those related to the protection of the environment and forest, and waste management and water pollution. The National Climate Change Adaptation Policy was adopted by Government in 2002. Gender sensitivity should be embedded in disaster preparedness as well as disaster responses, with regard to the specific needs of different communities, households and persons with special needs.

60. Despite the fact that the ‘green economy’ includes gender dimensions, e.g., water management, waste management, land management, renewable energy, clean transportation, and ‘green’ buildings, women are largely absent from these areas of policy-making, planning and programming. The area of renewable energy would benefit from the introduction of simple technologies for reproductive work, e.g., solar stoves, rain water collection systems, simple wind turbines, with the movement to more complex products based on the same principles, e.g., solar panels, sustainable irrigation systems, larger wind collection systems, etc. Women, men and youth should be trained in water collection systems, supported to implement them in households and communities, and encouraged to engage in local and national decision-making on water use.

RECOMMENDATIONS

- ✓ Ensure the use of gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the natural resources of Dominica.
- ✓ Ensure that natural disaster plans are informed by the distribution of households by sex, and the specific needs of children, the elderly and disabled.
- ✓ CDB should adopt quotas (e.g., 20-30%) to facilitate female participation in its infrastructural projects. CGA research has uncovered that while increasing numbers of young women are engaged in training in male-dominant fields such as construction, this is not reflected in the gender breakdown of occupations (see Table 1) or in loans awarded for construction and related enterprises (see Section 5.2.3).
- ✓ CDB’s technical staff should adopt approaches to gender mainstreaming in areas of habitat, urban planning, transport, etc. (e.g., UN/HABITAT).

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5.5 GENDER, EDUCATION AND LABOUR⁹

5.5.1 GENDER, EDUCATION AND TRAINING

61. There are no gender-based institutional barriers to accessing education in Dominica. All children between the ages of 5 and 16 are required to attend school in accordance with the *Education Act (1997)*. The Government provides primary and secondary school education largely free of charge. The Education Trust Fund set up in 1980 provides assistance to needy students for the payment of school fees, purchase of textbooks and transportation support. The Ministry of Education also provides a secondary school transfer grant and support for tertiary level education at the Dominica State College and universities abroad. Free adult literacy classes are also available, which are largely attended by women. Men's participation tends to be affected by negative peer pressure and they are generally in the minority.

PRIMARY EDUCATION

PARTICIPATION

62. Education statistics at the primary level indicate that from 2006/07–2008/09, girls had a slightly higher enrolment than boys, which changed in 2009/10–2011/12 when boys showed a higher enrolment rate than girls. Table 4 below shows the participation of boys and girls in primary schools from 2006/07–2011/12.

T4: PARTICIPATION OF BOYS AND GIRLS IN PRIMARY SCHOOLS: 2006/07–2011/12

YEAR	NO. OF MALES	NO. OF FEMALES	TOTAL NO.	% MALES	% FEMALES
2006/07	4,173	4,429	8,602	48.51	51.29
2007/08	4,060	4,269	8,329	48.74	51.25
2008/09	4,003	4,207	8,210	48.76	51.24
2009/10	4,156	3,982	8,138	51.1	48.9
2010/11	4,139	3,999	8,138	50.9	49.1
2011/12	4,186	3,958	8,144	51.4	48.6

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

⁹ See also Section 6.0 on the international, legal and policy framework for advancing gender equality.

REPETITION

63. The statistics on repetition in Table 5 below reveal that higher numbers of boys are consistently repeating grades/years at the primary level than girls.

T5: NUMBER OF REPEATERS AND REPETITION RATES BY GENDER IN PRIMARY SCHOOLS, 2006/07–2011/12

YEAR	NO. OF REPEATERS			REPETITION RATE		
	M	F	T	M	F	T
2006/07	217	115	392	5.7	2.4	4.1
2007/08	227	97	324	5.1	2.3	3.8
2008/09	310	152	462	7.3	3.4	5.5
2009/10	251	112	363	6.0	2.8	4.4
2010/11	349	201	550	8.4	5.0	6.9
2011/12	192	151	343	4.6	3.8	4.2

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

DROPOUTS

64. Generally more boys have been dropping out of school than girls, except in 2011/12 when there was a slightly higher incidence of girl dropouts, as shown in Table 6 below. The Education Planning Unit indicates that the main reason for dropouts is migration, although statistics are not collected at the primary level.

T6: NUMBER AND RATES OF DROPOUTS BY GENDER IN PRIMARY SCHOOLS, 2006/07–2011/12

YEAR	NO. OF DROPOUTS			DROPOUT RATE		
	M	F	T	M	F	T
2006/07	62	36	98	1.4	0.8	1.1
2007/08	48	32	80	1.1	0.8	0.9
2008/09	22	30	52	0.5	0.7	0.6
2009/10	22	16	38	0.5	0.4	0.5
2010/11	18	6	24	0.4	0.2	0.3
2011/12	22	24	46	0.5	0.6	0.6

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

TRANSITIONS

65. The transition rates in Table 7 below indicate that the Government of Dominica put in place universal secondary education in 2005/06, so while the Common Entrance Examination (CEE) has been retained, 100 percent of Grade 6 primary school students are placed in secondary schools. Thus the policy enabled all boys who sat the CEE from 2006–2012 to attend secondary schools.

T7: COMMON ENTRANCE EXAMINATION RESULTS AND TRANSITION RATES, 2006–2012

YEAR	NUMBER			NUMBER			TRANSITION RATE
	M	F	Total	M	F	Total	
2006	700	657	1,357	700	657	1,357	100%
2007	691	651	1,342	691	651	1,342	100%
2008	607	618	1,225	607	618	1,225	100%
2009	598	547	1,145	598	547	1,145	100%
2010	533	517	1,050	533	517	1,050	100%
2011	531	597	1,128	531	597	1,128	100%
2012	601	590	1,191	601	590	1,191	100%

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

SECONDARY EDUCATION

REPETITION

66. Historically, males exhibit higher repetition rates than females in secondary schools, and this pattern has continued for the period 2006/07–2011/12, as shown in Table 8 below.

T8: REPETITION RATES BY GENDER IN SECONDARY SCHOOLS, 2006/07–2011/12

Year	Male	Female	Average Rate
2006/07	16.2	7.3	11.7
2007/08	19.6	7.3	13.5
2008/09	15.5	13.9	14.7
2009/10	18.5	10.8	14.6
2010/11	14.8	7.9	11.3
2011/12	10.5	5.3	7.9

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

DROPOUTS

67. Although more boys than girls drop out of secondary school, the number of boys dropping out has decreased consistently over the years. External migration of one or both parents is one of the major causes of dropouts. Table 9 below indicates the reasons for secondary school dropouts for the period 2006/07–2011/12. The reasons range from migration (33%), pregnancy (6%), financial difficulty (3%), and other (58%). It is also clear that while males exhibit a higher dropout rate than girls, significant numbers of girls are also dropping out of school, e.g., in 2011/12, 98 males and 70 females dropped out of secondary school.

T9: SECONDARY SCHOOLS DROPOUT RATES BY GENDER, 2006/07–2011/12

Year	Number of Dropouts			Dropout Rate			Reasons for Dropping out of Secondary School	
	M	F	T	M	F	T	Males (%)	Females (%)
2006/07	130	65	195	3.7	1.9	2.8	51 - Other	16 - Migration
2007/08	136	89	225	3.7	2.5	3.1	28 - Migration	28 - Migration
2008/09	102	93	195	2.8	2.6	2.7	26 - Other	26 - Other
2009/10	129	71	200	3.7	2.0	2.9	45 - Other	18 - Other
2010/11	82	42	124	2.5	1.3	1.9	37 - Other	21 - Other
2011/12	98	70	168	3.2	2.3	2.8	52 - Other	15 - Other

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

68. The dropout of girls due to pregnancy has declined, as indicated by the following statistics: 2005/06: 9; 2006/07: 5; 2007/08: 15; 2008/09: 14; 2009/10: 8; 2010/11: 6; 2011/12: 10. While the rate of teenage pregnancy at present is the lowest in recorded history in Dominica, it remains an issue of concern with its concomitant health, social and economic problems. The *Education Act (1997)* makes provisions for girls to return to school after they have given birth, but it is silent with regard to whether a pregnant teenager can continue if she is above 16 years of age. As to those who ‘qualify’ to return to school as per the *Education Act (1997)*, the reality is that a girl’s fate is dependent on the religious and personal beliefs of many high school principals, and girls faced with the stigma attached to teenage pregnancy either ‘choose’ not to return to school or are ‘encouraged’ to seek a place at another school. It also needs to be noted that where teenage girls become pregnant by their male high school peers, the young men are allowed to continue their education. Further, where girls under 16 years old or below the age of sexual consent become pregnant, there is no system in place among schools or hospitals to report what constitutes statutory rape to the police.

CURRICULUM CHOICE AND SUBJECT PROFICIENCY IN SECONDARY SCHOOLS

69. Table 10 below indicates the subject choices of males and females based on the Caribbean Examinations Council (CXC) results in June 2013. Females out-performed males in English (A and B), Mathematics, Science, and Social Studies. In traditionally male-dominant academic subjects such as Mathematics and Science, females either outperformed males or achieved similar results. Males and females also generally performed equally in Information Technology. Gender segregation is apparent in the traditional ‘male’ fields such as agriculture, technical drawing, electronic technology and building technology; and ‘female’ fields such as office administration, food and nutrition, and home management. However, there is some movement taking place in all fields, where females are entering ‘male’ fields and vice versa.

T10: CXC RESULTS BY SUBJECT AND GENDER, JUNE 2013

SUBJECT	PASSING GRADE (I-III)		FAILING GRADE (V-VII)		PASSING GRADE (I-III)		FAILING GRADE (V-VII)	
	No. of boys	% of boys	No. of Boys	% of boys	No. of girls	% of girls	No. of girls	% of girls
English A	301	56	236	44	560	82	120	14
English B	2	40	3	60	69	89	9	11
Mathematics	144	27	369	73	276	37	464	63
Physics	34	71	14	29	47	75	16	25
Chemistry	38	78	11	22	73	63	42	37
Biology	51	82	11	18	125	84	23	16
Human & Social Biology	78	75	25	25	213	84	41	16
Integrated Science	219	88	29	12	188	90	20	10
Social Studies	208	64	117	36	344	82	77	18
Caribbean History	56	75	19	25	112	79	30	21
Geography	47	84	8	16	74	80	18	20
French	46	85	8	15	108	75	36	25
Spanish	23	58	17	42	70	71	29	29
Information Technology	56	78	16	22	71	81	17	19
Office Administration	39	74	14	26	140	84	27	16
*EDPM (has replaced typing)	28	62	17	14	122	87	19	13
Principles of Business	161	83	32	17	281	87	41	13
Principles of Accounts	69	78	20	22	171	83	35	17
Food & Nutrition	49	84	9	16	120	83	24	17
Home Economics Management	6	86	1	14	27	93	2	7
Agricultural Science (DA)	4	100	0	0	7	100	0	0
Agricultural Science (SA)	117	93	9	7	54	96	2	4
Technical Drawing	49	78	14	22	8	100	0	0
Electrical / Electronic Technology	32	64	18	36	2	67	1	33
Building Technology –	54	86	9	14	0	0	0	0

Woods								
Clothing & Textiles	0	0	5	100	24	80	6	20
Theatre Arts	2	100	0	0	13	93	1	7
Visual Arts	2	33	4	67	4	67	2	33
Physical Education	56	92	5	8	71	99	1	1
<i>Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013</i>								

TEACHERS

70. On average, 84 percent of the teaching force is female and 16 percent male. There are more trained female teachers than male teachers in the primary system. While research on how role models function to establish gender roles remains inconclusive, the imbalance of teaching staff by sex may impact in other ways, for example, the lack of attractiveness of the teaching profession as an option for young men.

T11: TEACHERS AND PRINCIPALS IN PRIMARY SCHOOLS BY GENDER, 2005/06–2011/12

Year	Total Staff	No. of Males	No. of Females	% Males	% Females
2005/06	580	100	480	17.2	82.8
2006/07	565	96	469	17.0	83.0
2007/08	562	90	472	16.0	84.0
2008/09	573	88	485	15.4	84.6
2009/10	570	88	482	15.4	84.6
2010/11	571	90	481	15.8	84.2
2011/12	576	91	485	15.8	84.2
<i>Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013</i>					

71. At the secondary level, there are also more female teachers than males, but there is a smaller gender gap with almost one third of male teachers, as shown in Table 12 below.

T12: SECONDARY SCHOOL TEACHERS BY GENDER, 2005/06–2011/12

YEAR	TOTAL STAFF	NO. OF MALES	NO. OF FEMALES	% MALES	% FEMALES
2005/06	437	152	285	34.8	65.2
2006/07	466	160	306	34.3	65.7
2007/08	491	151	340	30.8	69.2
2008/09	504	137	367	27.2	72.8
2009/10	501	139	362	27.7	72.3
2010/11	513	138	375	26.9	73.1
2011/12	488	140	348	28.7	71.3

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

TERTIARY EDUCATION

72. Tertiary education at the sixth form level is available at the Dominica State College, which has broadened its curriculum due to the amalgamation of the Teachers College, Nursing School and Clifton Dupigny Community College. Since entry is based on CXC exam results and a pass in English is mandatory, girls thus comprise the majority of entrants. The choice of subjects is also linked to traditional sex roles and stereotypes, as is evident in Table 13 below. The Faculties of Education and Health Sciences are dominated by women, the Faculty of Arts and Sciences shows an approximately 2:1 ratio in favour of women, and the Faculty of Applied Arts and Technology is dominated by men.

T13: ENROLMENT STATISTICS AT DOMINICA STATE COLLEGE BY FIELDS AND GENDER, 2011/12

Name of Faculty	SEMESTER 1		SEMESTER 2		SUMMER	
	M	F	M	F	M	F
<i>Applied Arts and Technology</i>	106	14	116	22	9	2
<i>Arts and Sciences</i>	262	457	242	421	110	254
<i>Education</i>	1	39	2	40	-	-
<i>Health Sciences</i>	14	59	4	88	2	53

Source: Educational Planning Unit, Ministry of Education, Government of Dominica, June 2013

73. The statistics in Table 1 indicate that at the tertiary level, women outperform males, continuing a pattern evident at the secondary level. According to the 2011 Population Census, students attaining Associate Degrees were: M: 37.1%; F: 62.9%; Bachelor's Degrees: M: 44.4%; F: 55.6%; and Master's or Doctoral Degrees: M: 46.9%; F: 53.1% (GOCD, 2014). However, it is noteworthy that the gender gap decreases progressively up the educational ladder. This suggests that factors such as women's responsibility for bearing/raising children without adequate child-care facilities, the

growing incidence of female-headed households, the cost of studying abroad, and women's lower earnings are preventing them from pursuing higher education abroad in even higher numbers.

ENTERPRISE TRAINING

71. The Dominica Youth Business Trust (DYBT) brochure states that “a number of institutions are concerned about the plight of youth in Dominica and the impact the present economic situation will have on their prospects for employment and on their overall standard of living”. Established in 2005, the DYBT is an initiative of the Commonwealth Youth Programme and the Government of Dominica, and receives support from the CDB and OAS. It targets young persons aged 18-35 who are interested in starting or expanding their small business. Participants are offered a loan, as well as training which includes enterprise development, achievement motivation, and mentorship.
72. Since its inception, 197 young entrepreneurs, 94 males and 103 females, have completed the entrepreneurship development training programme. Sixty-one (61) young entrepreneurs have accessed loans from financial institutions to set up small businesses. Of those seeking to expand their small business operations, the Small Business Assistance Facility (SBAF) has trained 249 entrepreneurs (126 males and 123 females), of whom 43 have accessed loans under this facility. The young entrepreneurs are engaged in the following fields: agriculture, fishing, livestock, services and hospitality, music and entertainment, tourism, information and communications technology, soap manufacturing, garment manufacturing, and local craft manufacturing. Agriculture is dominated by males and food and beverages by females. However DYBT was unable to provide sex-disaggregated statistics by the fields of enterprise pursued by males and females.
73. In conclusion, the pursuit of an academic education at the secondary and tertiary levels, which gears the individual towards professional, technical and administrative occupations has become the preferred choice among females than males. CGA research points to a number of reasons for this shift. The post-independence opening up of educational access to girls/women coincided with the UN Decade for Women (1976-1985), and they have been taking advantage of the educational opportunities available. While opening up access to women, the education system has not taken on the critical function (i.e., grasped the challenge) of sensitizing/socializing boys and men to engage/grapple with the redefinition of traditional male/female gender stereotypes, attitudes and behaviours, roles and responsibilities, and occupational changes that have been taking place globally in the 20th and 21st centuries. Thus, while increasing numbers of women have been taking advantage of educational opportunities and entering professional, technical and administrative fields in the labour market, an increasing number of males have been opting out of the full spectrum of educational opportunities open to them.

5.5.2 GENDER, LABOUR AND EMPLOYMENT

74. There are no legal barriers to prevent men's and women's equal participation in the labour force. The Government has paid attention to issues of the protection of employment, conditions of work, and tripartite labour relations, and is a signatory to numerous International Labour Organization (ILO) Conventions which provide an international framework and a legal basis for labour issues. Although Dominica has maintained a climate that accommodates labour, there are very specific policy interventions which are necessary for Dominica to achieve the equal participation of men and women in the labour force. Critical attention needs to be paid to the development of new sectors, support for female entrepreneurs, and the protection of labour in the global climate of increasingly less protected labour. In addition to the above concerns, there are specific policy and legislative issues of concern to labour and management and which need to be addressed. Among these are issues of equal pay for

work of equal value, the review and enforcement of the minimum wage, and the protection of workers who have contracted HIV/AIDS. See Section 6.2 for a discussion of the legislative framework on labour and employment, areas of gender bias within the law, as well as recommendations for legislative reform.

75. According to the 2011 Population Census, the labour force stands at 30,204 comprising 17,646 (or 58.4%) males and 12,558 (or 41.6%) of females (see Table 1). Of those, 15,482 (or 57.8%) of males are employed compared to 11,320 (or 42.2%) of females. Women's reproductive work is still not quantified or valued in labour force statistics, as indicated by the comparative numbers of males and females designated as 'employed'. The unemployed comprise 2,164 (or 12.3%) males compared to 1,238 (or 9.9%) females, indicating that male unemployment is higher than that of females. In addition, while there were no sex-disaggregated statistics for youth unemployment, the overall figures were very high – 39.9% among 15-19 year olds and 22.2% among 20-24 year olds, indicating that youths account for almost two thirds of the unemployed.
76. There is clear evidence of gendered occupational segregation in Dominica. Despite females' educational outperformance of males at all levels (see Section 5.5.1), males comprise the majority of managers (legislators, senior officials and managers) at 53.6% compared to 46.4% of females. However, women's educational achievement is evident in the labour force among professionals (M: 34.4%; F: 65.6%), and technical and associate professionals (M: 47.8%; F: 52.2%). The category of sales and services, accounting for the highest number of workers (5,975 or 22.3%) is dominated by women (M: 36.9%; F: 63.1%), as is that of clerical workers (M: 21.9%; F: 78.1%). However, the crafts and trades category (comprising building construction, metal and machinery trades, food processing, wood work, handicraft and garment workers) is dominated by men (M: 91.9%; F: 8.1%), as is that of skilled agricultural and fishery workers (M: 85.0%; F: 15.0%).
77. The 2011 Census data indicate that there is a strong presence of women in the public service. Of a total of 4,458 Government workers (comprising 16.6% of all workers), males represent 44.3% and females 55.7% (GOCD, 2014). In the Statutory Bodies, of a total of 721 workers, 58.5% are male and 41.5% are female. The Census data also indicate that females outnumber males among the 3,245 professionals (M: 34.4% and F: 65.6%), the 2,754 technical and associate professionals (M: 47.8% and F: 52.2%), and the 1,801 clerical support workers (M: 21.9% and F: 78.1%). CGA research indicates that women predominate in the health sector, comprising over 85 percent of health care workers, except as orderlies, security and maintenance personnel. There are also many women in senior positions in the health services, e.g., women have served as the Hospital Services Coordinator since the 1990s. However, traditional health care workers have been on the decline, particularly village midwives.
78. A close look at labour force statistics thus reveals that women comprise the majority in the administrative, technical and professional ranks of the public service. They also constitute the majority in the nursing and teaching professions. While relatively 'secure' (despite the downsizing of the public sector due to Structural Adjustment policies), these jobs are relatively low paid. However, women have been able to achieve a level of economic independence, cope with the increasing cost of living, raise families as single parents, contribute to male-headed households, etc. Women are also engaged in low-paid domestic work, and constitute a decreasing number of agricultural wage workers (due to the decline of the banana industry). It needs to be pointed out that one of the consequences is that women have been coping with higher levels of stress-related non-communicable diseases than men (see Executive Summary).

79. With regard to entrepreneurship, women predominate in the ‘informal economy’ as street and market vendors, ‘hucksters’ in the inter-island trade in agricultural produce and other commodities, and vendors at tourism sites. They are also taking advantage of small business skills training programmes (e.g., BNTF and DYBT). However, there is a continuing gender division of labour in the kinds of enterprises being undertaken by men and women (e.g., men are engaged in agriculture, and women in food and beverages). Women also experience unequal access to credit for agriculture and enterprise development through the mainstream banks such as the AID Bank (see statistics presented in Section 5.2.3), but have greater access through micro- and small enterprise ‘windows’ such as through the NDFD and credit unions.
80. With regard to the CARICOM Single Market and Economy (CSME) which Dominica joined in June 2006, Paul and Paul-Rolle indicate that “it appears likely that more Dominican professionals will migrate within and outside CARICOM which stand to benefit these individuals and their families and country, and apparently more so women based on observed trend. However this could pose further challenges for the skill base of the country, exacerbating the ‘brain drain’. The situation could also have very negative impacts on the structure of Dominican families as more men, for example, artisans may potentially move in search of better paying jobs leaving behind the rest of their families. Single-headed and female-headed households may be less likely to take advantage of this opportunity as they prioritise between economic benefits and impact on ... their families” (Paul and Paul-Rolle, 2010: 6).
81. With respect to benefit packages, there are no statistics on male/female wage disparities. However, women receive equal benefits such as holiday pay, sick leave, job training, disability and old age benefits in accordance with the *Labour Standards Act* 4:2 (b). Work done by women in the home is not counted in the Gross Domestic Product. And persons, predominantly women, engaged in unpaid domestic and agricultural work, are ineligible for work-related or retirement benefits (see Section 6.2 for a gender analysis of the law related to pensions, maternity and paternity leave).
82. CGA research indicates that employers (including the Government and private sector) do not provide childcare facilities, although some workplaces allow parents (often single mothers) to bring their children to the workplace after school. Traditionally, parents have relied on

RECOMMENDATIONS

- ✓ Take measures to increase boys’ educational participation and achievement, while establishing qualifications and merit as the basis for selection at secondary and tertiary levels to ensure that girls’ educational access and achievement are not undermined. For example, increase the capacity of the special unit in the Ministry of Education to: provide equitable resources to all schools; integrate non-traditional pedagogical methods to engage boys’ attention; provide testing, remedial work and counselling support to boys and girls with learning and behavioural challenges starting from early childhood; develop mentorship/internship programmes for male and female students; etc.
- ✓ Promote strategies to increase the number of male teachers in primary and secondary schools, e.g., integrate primary teacher training into tertiary education to enhance its status, facilitate the equal remuneration for graduate teachers at the primary and secondary levels.
- ✓ Review the education curriculum, text books and teaching materials to eliminate gender stereotypes, and integrate gender modules/courses into teacher training (addressing issues such as gender and education, gender parity in traditional male- and female- dominated subject areas, gender-based occupational segregation, health and family life skills, counselling and mediation, etc.).

assistance from family and friends to care for pre-school children. However, factors such as increasing numbers of women in the labour force and migration have affected the capacity of the extended family and community to provide childcare. There has been an increase in day-care facilities and pre-schools, which are concentrated in the capital and towns. Government also provides a subvention for early childhood education. Where these options are not available, children are left unattended at home. Nursing breaks for breastfeeding mothers are not required by law, but are sometimes made possible through private arrangements. There is a referral system between hospitals and health clinics regarding new births, in order to establish and maintain breastfeeding. Working mothers are also encouraged to express breast milk to provide for breastfeeding babies, despite the absence of legislation.

83. The concern that employees diagnosed as HIV positive have rights to privacy and employment has been the subject of discussions at the UN and globally and attention in human rights documents. An HIV Workplace Policy developed by the HIV/AIDS Unit is currently in draft form, a recommendation made by the *2006 National Gender Policy*. The Government seeks to ensure that preventative and therapeutic services are offered to the entire population through implementation of the *National Strategic Plan for HIV & AIDS 2010–2014*. Although Dominica does not have a high number of cases, the incidence of HIV/AIDS is cause for concern due to its adverse social and economic impacts. On average, since the first documented case of HIV in Dominica in 1987, there have been 11.2 new male cases and 4.48 new female cases diagnosed every year up to 2012; roughly 70% of cases occur among males and 30% among females. These figures point to the need to target men for awareness raising on sexual health, the use of contraception and access to HIV/AIDS testing.
84. Sexual behaviour of the general population and young people has been recorded in two surveys conducted by the Caribbean Epidemiology Centre in 2005–2006 and by the OECS in collaboration with the Health Economics Unit in 2010–2011. The general pattern found in these surveys for Dominica reflects that of other OECS countries:
- i. Lower proportions of male than female youth reported never having had sex (primary abstinence);
 - ii. More male than female youth reported having sex before the age of 15 – in Dominica the percentages were more than three times higher among males than females;

RECOMMENDATIONS

- ✓ Undertake awareness-raising among the public and in key institutions (e.g., schools) to change widely held gender stereotypes that specific professions such as nursing, teaching and hospitality are ‘female professions’, and construction work and engineering are ‘male professions’.
- ✓ Government and private sector employers (or in partnership with labour unions) should provide facilities for childcare nursing for working mothers, since increasing numbers of women in the labour force and migration have reduced the capacity of the extended family and community to provide childcare.
- ✓ In partnership with the private sector, promote gender-responsive internships, apprenticeships and ICT initiatives to empower men, women and youths to achieve their full potential and contribute to national development.
- ✓ Monitor the conditions of employment offered by Foreign Direct Investors and other businesses entering the economy, since women’s lower labour force participation makes them more vulnerable to accepting jobs with low wages and social protection.

- iii. Around 8% of Dominican females aged 15-19 reported having had sex with a man at least 10 years older in the past 12 months;
 - iv. Higher percentages of males than females reported having had more than one sexual partner in the past 12 months. This applies to adult and youth surveys which show that more than three times as many male than female youth reported this in Dominica;
 - v. In OECS countries including Dominica, fewer males than females reported using a condom in their first sexual intercourse. However, in subsequent sexual encounters the available data for Dominica suggests variable patterns in terms of condom use by sex (Allen, Edwards et al, 2013).
85. In general, there is need for increased attention to male health issues including the development/strengthening of a policy on men's health; a public awareness programme to promote men's health; a comprehensive adult and adolescent male health care programme targeting males as users of health services and encouraging health seeking behaviours. There is need to ensure the implementation of the Ministry of Health's strategic objectives related to sexual and reproductive health including: providing services within the seven health districts; strengthening gynaecological and prostate cancer screening; introducing parenting programmes to new communities annually; strengthening male reproductive health programmes; and creating spaces within the health system to address the gender-specific health needs of male and female adolescents.

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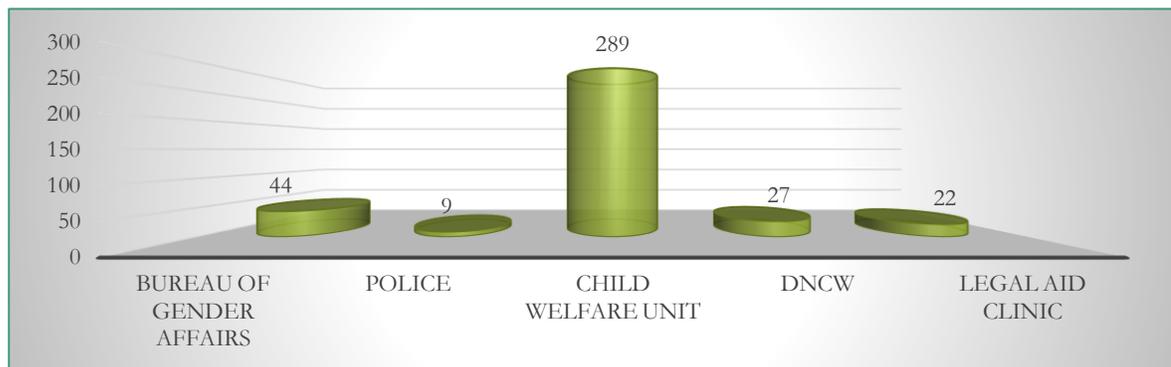
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5.6 GENDER, VIOLENCE AND CRIME

GENDER-BASED VIOLENCE

86. Gender-based violence is most commonly identified within the family setting in Dominica. It is a repugnant reality, impacting negatively on the family, workplace and all other social institutions. It includes child, spousal and elderly abuse. Contrary to the widely held belief that the family is loving, affectionate and gentle, conflict is common within families and households. Unfortunately, traditional societal attitudes and gender norms encourage family members to use physical force as a primary means of resolving conflict within households. In Dominica, social institutions are increasingly adopting greater responsibility to intervene in the ‘private sphere’ of the family and household.
87. In criminal law, gender bias is found in many areas, but perhaps most notoriously in the judicial treatment of wife/partner abuse and sexual assault. Victims of wife/partner abuse face serious gender bias due to widespread judicial misunderstanding of the dynamics and seriousness of gender-based violence in a sexual relationship. This often leads to unjust conclusions being drawn about victims who are reluctant to leave an abusive relationship or face family and social pressure in testifying (GOCD, 2009: 24-25). The introduction of legal aid and the simplification of the legal process on domestic violence enable more of these matters to reach the courts.
88. Presently, there is no Government facility that offers refuge/shelter, counselling/therapy and training/capacity building for victims/survivors of domestic violence. The Dominica National Council of Women (DNCW) operates a centre which provides limited shelter for women and their children in domestic violence situations (GOCD, 2009: 26-28).
89. The Bureau of Gender Affairs conducts two regular radio programmes – *Talking Gender* is aired on the Dominica Broadcasting Corporation and *Women’s Magazine* on Kairi FM Radio – which sensitize the public on domestic and wider forms of gender-based violence. However, many men still view the *Protection Against Domestic Violence Act* as being ‘for women’, although it clearly states that men, women and children, and dependants and persons in visiting relationships for at least one year may seek protection.
90. The National Registry for Domestic Violence was established by the Bureau of Gender Affairs in July 2011 with support from UN Women, and since then some 391 cases of domestic violence have been reported to the Dominica Police Force, the BGA, the Dominica National Council of Women, the Legal Aid Clinic, and the Child Welfare Division. Efforts made to include the Magistrate’s Court and Ministry of Health as partner agencies have been unsuccessful to date. The Bureau indicates that the 391 cases reported over the 2-year period 2011–2013 do not represent the full picture of domestic violence in Dominica (Dominica BGA, 2013).
91. Diagram 1 below shows the institutions where the incidents of domestic violence were reported. Importantly, the majority of 289 of the cases (73.9%) were reported to the Child Welfare Division, and thus indicate incidents of child abuse. The BGA received 44 reports (11.3%), followed by the Dominica National Council of Women with 27 reports (6.9%), and the Legal Aid Clinic with 22 reports (5.6%). Surprisingly, the Dominica Police Force reported only 9 cases of domestic violence (2.3%) to the National Registry.

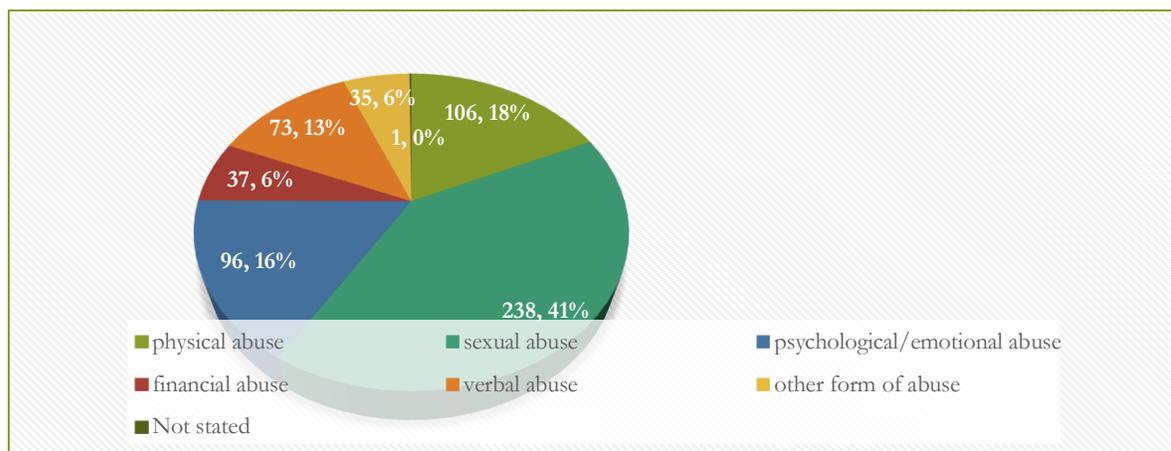
D 1: INSTITUTIONS WHERE THE DOMESTIC VIOLENCE INCIDENT WAS REPORTED



Source: National Data Registry, Bureau of Gender Affairs, June 2013

92. Further analysis indicates that individuals place high importance on reporting cases of domestic violence to the Dominica Police Force: 46% of all persons reporting (to the various agencies indicated above) stated that a prior report had been made to the Police. In addition, although the Ministry of Health was not a partner agency of the National Registry, it received the third highest reports of domestic violence – some 27 cases had been reported to doctors and community nurses. It is therefore notable that despite receiving high numbers of reports of domestic violence, the Police and Ministry of Health have not been following through by submitting reports received to the National Data Registry.
93. Diagram 2 below indicates that 238 of the 391 cases of abuse (60.9%) included sexual abuse. Ranking second is the occurrence of physical abuse in 27.1% of cases, followed by psychological/emotional abuse in 24.6% of cases. The least reported type of abuse is ‘other’, generally including ‘threats’ and ‘neglect’.

D 2: TYPES OF ABUSE REPORTED BY VICTIMS/ SURVIVORS OF DOMESTIC VIOLENCE



Source: National Data Registry, Bureau of Gender Affairs, June 2013

94. According to Table 14 below, female victims were most frequently abused by male individuals. More particularly, of the 204 incidents of sexual abuse committed against female victims, 196 were committed by males and 8 by females. Of the 77 incidents of physical abuse reported, 64 were committed by males and 13 by females, while 70 males and 7 females were reported to have committed the 77 recorded incidents of psychological/emotional abuse, and 58 males and 3 females were reported to have verbally abused 61 female victims.

T14: TYPES OF ABUSE REPORTED AND GENDER OF THE VICTIMS AND PERPETRATORS, 2011–2013

	GENDER OF THE VICTIM	GENDER OF THE PERPETRATOR		TOTAL
		Male	Female	
Physical abuse	Male	8	17	25
	Female	64	13	77
Sexual abuse	Male	13	1	14
	female	196	8	204
Psychological/ Emotional abuse	Male	4	11	15
	female	70	7	77
Financial abuse	Male	0	1	1
	female	31	2	33
Verbal abuse	Male	0	8	8
	female	58	3	61
Other forms of abuse	Male	1	10	11
	female	10	13	23

Source: National Data Registry, Bureau of Gender Affairs, June 2013

95. The National Registry also received reports from male victims of domestic violence, 25 (6.4%) of whom reported incidents of physical abuse, 15 (3.8%) of psychological/emotional abuse and 14 (3.6%) of sexual abuse. Of the 25 male victims who reported physical abuse, 8 indicated that they had been abused by males and 17 by females. Similarly, of the 15 reported incidents of psychological/emotional abuse by male victims, 11 indicated they had been abused by females and 4 by males. The opposite is true for the male victims of sexual abuse, where 13 males reported having been sexually abused by male individuals and 1 by a female.
96. The 330 reports of child abuse were most frequently of sexual abuse. The vast majority of female child victims of sexual abuse reported having been sexually abused by male individuals (182 out of a total of 196 victims) and 8 by female individuals. And 13 male children reported having been abused by male individuals and one by a female. The second type of abuse most frequently reported by child victims was physical abuse: 25 girls and 21 boys. Of these, 13 boys reported having been molested by female individuals and 8 by male individuals; while 13 girls were physically abused by males and 12 by females. Further, very rarely have children reported cases of verbal abuse (only one female child victim reported verbal abuse by a female individual).

T15: TYPES OF ABUSE REPORTED BY CHILDREN AND GENDER OF THE VICTIMS AND PERPETRATORS, 2011–2013

	GENDER OF THE VICTIM	GENDER OF THE PERPETRATOR		TOTAL
		Male	Female	
Physical abuse	Male	8	13	21
	Female	13	12	25
Sexual abuse	Male	13	1	14
	Female	182	8	190
Psychological/ Emotional abuse	Male	4	1	5
	Female	5	5	10
Financial abuse	Male	0	0	0
	Female	0	0	0
Verbal abuse	Male	0	0	0
	Female	0	1	1
Other forms of abuse	Male	1	9	10
	Female	6	12	18

Source: National Data Registry, Bureau of Gender Affairs, June 2013

GENDER OF THE VICTIMS AND PERPETRATORS

97. According to Table 16 below, the data recorded in the National Registry shows that an overwhelming majority of incidents of domestic violence (85.7%) identified the victims as females and the perpetrators as males. While a comparatively smaller number of male victims (55) and female perpetrators (64) were reported, these figures are notable since they indicate that despite the social stigma associated with male victims of domestic violence (e.g., ‘domestic violence only happens to men who can’t control their women’, ‘a man is not a real man if he is beaten by a woman’, etc.) significant number of males are coming forward to report domestic violence.

T16: GENDER OF THE VICTIMS AND PERPETRATORS

GENDER	VICTIMS	PERPETRATORS
Males	55	300
Females	335	64
Not indicated	1	27

98. Of the recorded cases, the majority of victims were children. Of the 289 child victims on record 91% were below the age of consent. With regard to the reported age of perpetrators, the highest number were within the 31-45 age group (34), followed by the 46-60 age group (26), the 19-30 age group (19), the 0-15 age group (10), and the 16-18 and 60-100 age groups (7 each). It is also notable that, at both age extremes, 0 to 15 years and 60 to 100 years, there is an almost equal number of perpetrators. Thus although the majority of child abusers are mature individuals, the cycle of abuse begins early and continues into the later years of life.

RELATIONSHIPS BETWEEN THE VICTIMS AND PERPETRATORS

99. The majority of victims were abused by individuals who had no familial relation to them: generally acquaintances and peers (36.8%). This indicates that reports to the National Registry include not only incidents of domestic violence but also wider forms of gender-based violence in the society. Less surprising is the fact that the second highest reported relationship between the victim and perpetrator is that of spouse or partner (17.9%), followed by the victim being the child of the perpetrator (17.9%), and the victim being the ex-spouse/partner of the perpetrator (5.1%).

GENDER DIMENSIONS OF DRUG POSSESSION, USAGE AND TRAFFICKING

100. The criminal justice and health systems are also confronted with a high incidence of male possession, usage and trafficking of illegal drugs. Data from the Drug Squad of the Dominica Police Force for January to December 2011 indicate that of a total of 407 persons arrested on drug-related charges by the police, 306 (72%) were adult males, 31 (7.6%) were adult females, 26 (6.4%) were juvenile males, and 1 (less than 1%) was a juvenile female. Of the total number of 387 Dominican nationals charged with possession of cannabis in 2011, 336 (86.8%) were adult males, 30 (7.8%) were adult females, 24 (6.2%) were juvenile males, and no (0%) juvenile females. Of the 59 Dominican nationals charged with possession of cocaine, 50 (85%) were adult males and 9 (15% were adult females).¹⁰
101. The Dominica Alcohol and Other Drug Information Network (DADIN) manages the collection, analysis and dissemination of drug-related and other relevant statistical information. Table 17 presents a breakdown of persons treated for substance abuse in DADIN's first Annual Report, which shows a significantly higher male incidence of drug-related admissions to Princess Margaret Hospital in 2008–2009. And Table 18 shows the number of drug-related admissions to the Acute Psychiatric Unit by gender and condition in 2008–2009.¹¹

T17: NUMBER OF DRUG-RELATED ADMISSIONS TO THE PRINCESS MARGARET HOSPITAL BY GENDER, AGE AND TYPE OF DRUG 2008–2009

CATEGORY	2008	2009
GENDER		
Males	116	117
Females	23	19
Total	139	136
AGE GROUP		
<18 years old	10	13
19-25 years old	25	24
>25 years old	104	99
Total	139	136
TYPE OF DRUG (BY PRINCIPAL DRUG)		

¹⁰ These statistics were sourced by CariMAN on behalf of the National Gender Advisory Committee, from the Drug Squad, Commonwealth of Dominica Police Force, in June 2013.

¹¹ These statistics were sourced by CariMAN on behalf of the National Gender Advisory Committee, from the Dominica Alcohol and Other Drug Information Network (DADIN), in June 2013.

T17 – Cont’d

CATEGORY	2008	2009
TYPE OF DRUG (BY PRINCIPAL DRUG)		
Alcohol	65	66
Tobacco	0	2
Marijuana (Cannabis)	2	0
Cocaine (Crack)	1	0
Ecstasy	1	0
Other drugs	70	68
Total cases	139	136
MODE OF TREATMENT		
Outpatient	31	37
Residential	108	98; 1 death
Total cases	139	136

Source: Princess Margaret Hospital, Roseau, 2008-2009

T18: NUMBER OF DRUG-RELATED ADMISSIONS TO THE ACUTE PSYCHIATRIC UNIT BY GENDER AND CONDITION, 2008–2009

Gender	2008		2009	
	Alcohol	Other Drugs	Alcohol	Other Drugs
Male	11	61	10	57
Female	0	2	1	0
Total	11	63	1	0

RECOMMENDATIONS

- ✓ Take an integrated approach to addressing gender-based and wider forms of violence in the society, including improving implementation of relevant legislation; applying just and effective remedies by the police, judicial system, and social service agencies; putting systems in place for the healing of victims/survivors and rehabilitation of perpetrators. It should include relevant governmental and non-governmental actors (e.g., Dominica Police Force, Magistrates’ Court, Prison Services; Ministries of Legal Affairs, Social Services, Health and Education; civil society organizations, e.g., DNCW, CariMAN, etc.).
- ✓ Integrate gender-based violence issues into the Health and Family Life Education (HFLE) school curriculum, and parenting/life skills through Parent-Teacher Associations, Health Clinics, and the Youth Division.
- ✓ Establish a centre for juvenile offenders to prevent them from being drawn into hard-core criminal activities.

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5.7 GENDER AND DECISION-MAKING

102. Dominica is the first English-speaking Caribbean country to have had a female Head of Government, in the person of Dame Eugenia Charles. Despite this laudable achievement, the country exhibits a female gender gap at the highest levels of decision-making. There is a low representation of women in Parliament: 4 of a total of 32 parliamentarians or 12.5%. Women comprise the Speaker of the House of Assembly, 2 Cabinet Ministers, and 1 Senator. Of the 7 members of the Opposition in Parliament, there are no women.¹² Thus the election of a female Prime Minister has not translated into acceptance of women in leadership *en masse*, and there remain structural and attitudinal barriers to women achieving senior decision-making positions.
103. However, at the level of local government, there is evidence of an increasing number of women local councillors and chairpersons of local councils. Dominica is divided into 7 districts and 42 local councils, as indicated in Table 19 below. Of a total of 345 local councillors, 204 are male (59%) and 141 female (41%). Of 42 chairpersons of local councils, 30 are male (71%) and 12 female (29%).¹³ Thus, the figure of 41% of women local councillors is higher than the ‘critical mass’ of 30% recognized internationally as necessary for gender-responsive decision-making. The percentage of women as chairpersons of local councils (29%) is also just below a ‘critical mass’. However, there has been no research to indicate whether women are making a difference with regard to gender-responsive decision-making in local government.

RECOMMENDATIONS

- ✓ Implement the recommendations of the (2001) Research Study on Domestic Violence conducted by the BGA: Establish a Crisis Centre for victims/survivors of domestic violence, or upgrade the existing one operated by DNCW; Provide specialized facilities and assistance for victims and perpetrators, e.g., shelter, health care, financial assistance for victims; rehabilitation for perpetrators; and skills training for both; Develop a counselling training programme and support network at the para-professional level, e.g., through the Dominica State College continuing studies programme; Improve reporting through the National Data Registry; Increase the Bureau’s capacity to monitor victims/survivors and perpetrators of gender-based violence.
- ✓ The Dominica Police Force should recruit more women. Police forces regionally and internationally have set a quota of 25% of female members. The Dominica Police Force, with only 9-10% females, lags behind regional and global trends. It should integrate gender courses/modules in police training; and make specific gender-responsive commitments, e.g., reporting incidents of gender-based violence to the National Data Registry; taking seriously male reports of GBV, etc.

¹² Inter-Parliamentary Union’s (IPU) world classification of Women in National Parliaments, as at 1 June 2013, available at: <http://www.ipu.org/wmn-e/classif.htm>. Also, Bureau of Gender Affairs, Ministry of Social Services, Community Development and Gender Affairs, Government of Dominica, 20 March 2013.

¹³ Statistics provided by Department of Local Government and Community Development, Ministry of Social Services, Community Development and Gender Affairs, Government of Dominica, 20 March 2013.

T19: FEMALE CHAIRPERSONS AND COUNCILLORS IN THE 7 DISTRICTS, 2013

Districts	Number of Councils	Female Chairpersons	Female Councillors
Northern	8	2	32
North Eastern	4	1	12
Eastern	5	2	12
South Eastern	5	3	12
Southern	6	2	20
South Western	7	2	26
Western	7	0	27

Source: Department of Local Government and Community Development, Ministry of Social Services, Community Development and Gender Affairs, March 2013

104. CGA research indicates that the country has few women ambassadors in the Foreign Service, and a low proportion of CEOs of private sector companies. However, there is also a public perception that the gender gap has been closing among permanent secretaries in the public service, and leaders of non-governmental and community-based organizations. Women are judged as equally good leaders as men, despite the fact that politics is still viewed as a man's space and women candidates often do not receive support including from women voters. Being a politician is viewed as very demanding on women, given the additional burden of their reproductive responsibilities. There is need for greater national advocacy by women's organizations on women in leadership and decision-making.

RECOMMENDATIONS

- ✓ Increase women's representation in cabinet, parliament and local government to a critical mass of 30% (and where this has already been achieved, strive for parity or 50%), e.g., through reserving seats for women in parliament as Senators.
- ✓ Political parties should: Set a target of at least 30% (and where this has already been achieved, parity or 50%) of women on their lists of candidates for parliamentary and local government elections; Examine party structures and procedures to remove all barriers that directly or indirectly discriminate against women's leadership; Develop initiatives that allow women to participate fully in all internal policy-making structures, and appointment and electoral nominating processes; Provide leadership training for male and female candidates; and Incorporate gender issues in their political agenda.
- ✓ Take affirmative action to increase the participation of women from marginalized groups in decision-making at all levels, e.g., the Carib community.

REFERENCES

Inter-Parliamentary Union (2013). For statistics on the number of males/females in Parliament, see the World Classification of Women in National Parliaments at: <http://www.ipu.org/wmn-e/classif.htm>.

5.8 GENDER, CULTURE AND SOCIALIZATION

105. In Dominican society, the notion of male-female roles in the family and society, how men/boys and women/girls should behave (or ‘carry themselves’), and their ‘choice’ of occupation, is still steeped in traditional gender ideology, despite the progress that has been made in the last few decades. The traditional thinking is that men are expected to be breadwinners, and protectors of women, children and the nation at large. Women are perceived as the homemakers and caregivers, who occupy the private and more sheltered spheres of society. Although at present both partners may be employed in the paid labour force, society still expects men and women to perform certain traditionally-defined roles and responsibilities.
106. However, such a clear delineation of gender roles does not inform the day-to-day lived practices of any society, including Dominica, which holds the status of the first Caribbean country to have elected a female Prime Minister. The experience of Dominica also includes men who are unable to find jobs to support their families and households, a high percentage of female-headed households comprised of hard-working women who are the main breadwinner, and men and women who have migrated and left behind children in the care of aging parents and other relatives. Thus, despite gender norms embedded in traditional belief systems, there is another fundamental reality by which society functions. Each adult, whether male or female, can take responsibility for different kinds of work in the home or workplace, and could assume leadership roles at all levels of the society. The achievement of gender equality is dependent on strategies by institutions, groups and individuals to change traditional cultural beliefs and practices.
107. The formation gender identity includes the process by which a person becomes aware of himself or herself as a male or female, and identifies and accepts his or her sexuality. This process may occur simultaneously. A component of sexuality involves respect and appreciation of men by women, and of women by men. It further implies the entire process of growing into manhood and womanhood, and understanding the similarities and differences between both sexes and how they complement each other.

RECOMMENDATIONS

- ✓ Increase public education on the nature, incidence and impact of gender-based violence, legal rights and remedies, and access to support mechanisms, e.g., men still view the Protection Against Domestic Violence Act as legislation for women, although the Act states that men, women and children, and dependants and persons in visiting relationships for at least one year can seek protection.
- ✓ Provide gender sensitization for boys and young men in the society, to transform traditional gender stereotypes, attitudes, behaviours and roles, focusing on under-achievers at school, youth skills training programmes, sports organizations, and other arenas where boys and young men congregate.
- ✓ Increase public education on the nature, incidence and impact of gender-based violence, legal rights and remedies, and access to support mechanisms, e.g., men still view the Protection Against Domestic Violence Act as legislation for women, although the Act states that men, women and children, and dependants and persons in visiting relationships for at least one year can seek protection

108. Dominican society, like other Caribbean societies, also has conflicting values with regard to sexual behaviour. Sexual activity outside of marriage is deemed ‘unacceptable’, despite the fact that there is a high incidence of common-law unions. However, the law largely does not recognize common-law unions (see Section 6.2). Women have the right to decide freely on the number and spacing of their children. In practice, this decision may be made jointly with their spouse or partner. However, certain religions do not accept the use of contraceptives. Generally, sex education is not offered in schools due to concerns about morality, despite the high incidence of sexual activity among adolescents, teenage pregnancy and school dropouts at the primary and secondary levels, and sexually transmitted infections including HIV/AIDS.
109. The media is another national institution that both reflects and promotes gendered social change. However, CGA research indicates that despite the significant changes in gender roles that have taken place in the society, media houses still portray images of women as sex objects, give significant airplay to calypsoes that promote violence against women, and do not report equitably on women’s leadership and contribution to political and other fields. CGA research indicates that apart from the state-owned Government Information Service (GIS) and the national radio station, most media houses are owned by men and have male CEOs. However, some changes have been taking place. While women are still in the minority at senior levels of decision-making in the media, they comprise a growing proportion of middle managers. At present, with the exception of a few media houses, there are larger numbers of female than male news anchors and journalists, no doubt related to women’s educational performance particularly in the liberal arts and social studies, who exert some influence on the gender content of the news. However, men continue to comprise the majority of political commentators, and women are often not represented on political panels except for a few well-known female spokespersons during national elections. The only law pertaining to the media, the *Dominica Broadcasting Act (1976)* is not gender-sensitive. A new Act is in the making and has been circulated for public comment. However, the majority of media houses have not submitted comments, and it would also benefit from the inputs of the BGA and gender-aware organizations to ensure that it is gender-responsive.¹⁴

RECOMMENDATIONS

- ✓ Take an integrated approach to addressing gender-based and wider forms of violence in the society, including improving implementation of relevant legislation; applying just and effective remedies by the police, judicial system, and social service agencies; putting systems in place for the healing of victims/survivors and rehabilitation of perpetrators. It should include relevant governmental and non-governmental actors (e.g., Dominica Police Force, Magistrates’ Court, Prison Services; Ministries of Legal Affairs, Social Services, Health and Education; civil society organizations, e.g., DNCW, CariMAN, etc.).
- ✓ Integrate gender-based violence issues into the Health and Family Life Education (HFLE) school curriculum, and parenting/life skills through Parent-Teacher Associations, Health Clinics, and the Youth Division.

MORE RECOMMENDATIONS

- ✓ Establish the goal of gender balance in decision-making bodies in the public and private sectors, including, *inter alia*, establishing criteria, setting targets, and implementing measures with a view to achieving equal representation of men and women.
- ✓ Provide gender sensitization and leadership training for men and women in decision-making positions, e.g., members of parliament, judges and magistrates, members of boards, local government councillors, permanent secretaries, heads of departments, etc.
- ✓ Monitor and evaluate progress on gender equity in decision-making positions in the political sphere, the public and private sectors, and civil society through the regular collection, analysis and dissemination of data.
- ✓ Undertake research, analysis and follow-up action on the obstacles, challenges and opportunities with regard to women's equal participation in leadership and decision-making in Dominica.
- ✓ Undertake public sensitization on issues of gender, culture and socialization, to raise self-awareness and positive social transformation with regard to issues including changing male-female roles, changing patterns of education and occupations, gender-based violence, leadership and decision-making, etc.
- ✓ The education system should promote the transformation of traditional gender-biased cultural beliefs and stereotypes into values and practices based on gender equality, social justice and national development.
- ✓ The media should promote gender equality through gender-responsive recruitment practices; gender-sensitive portrayal of women and girls; equitable reporting of men and women in political, economic, social and other spheres; and denial of airplay to popular music that promotes gender-based violence.
- ✓ Encourage women to acquire relevant qualifications and engage in the field of media, and provide gender sensitization for the management and staff of media houses in order to change traditional cultural attitudes and gender stereotypes.

¹⁴ Personal communication with Mervyn Paul, Senior Information Officer, Government Information Services (GIS), June 2013.

PART III

6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY

6.1 INTERNATIONAL AND REGIONAL COMMITMENTS

110. The Government of Dominica has ratified a number of international Conventions that promote gender equality, including:
- i. Equal Remuneration Convention 1951 (No. 100);
 - ii. Discrimination (Employment and Occupation) Convention 1958 (No. 111);
 - iii. International Covenant on Civil and Political Rights (ICCPR) 1966;
 - iv. International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966;
 - v. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 1979;
 - vi. Convention on the Rights of the Child (CRC) 1989; and
 - vii. Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women ('Convention of Belem do Para') 1995.
111. Of additional importance are international and regional instruments which the Government of Dominica upholds including: the Nairobi Forward-looking Strategies for the Advancement of Women (1985); the Beijing Declaration and Platform for Action (1995); the Millennium Development Goals (2000); the Commonwealth Plan of Action for Gender Equality (2005-2015); and the OAS/CIM Strategic Plan of Action (2011-2016).

6.2 CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY

112. The 1978 *Constitution of Dominica*, the highest law of the land, provides for the protection of the human rights and fundamental freedoms of all persons. Chapter 1, Section 13 of the *Constitution* prohibits discrimination on the basis of sex, and guarantees equality and equal protection under the law. Other provisions under Section 13 further support fairness and equality, and prohibit discrimination in the workplace (Cited in GOCD, 2013).
113. In the past 35 years, since the country's achievement of national independence in 1978, a number of pieces of legislation 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.
114. The following is a summary of key pieces of legislation which contain gender bias and need to be reformed.

- i. **The Education Act (1997)** makes provisions for girls to return to school after they have given birth, but it is silent with regard to whether a pregnant teenager can continue if she is above age 16. (See further discussion in Section 5.5.1). This requires legislative reform.
- ii. **The Labour Contract Act** provides for employment security for all persons above age 18, including entitlement to maternity leave and pay entitlements during periods of absence. Chapter 89:04, Section 10 (a), stipulates that an employer cannot establish a differentiation of wages on the basis of sex. Chapter 89:04, Section 3, provides that every employer must enter into a labour contract with the employee detailing the terms and conditions of employment not later than fourteen (14) days after assumption of employment. However, the Act excludes home assistants and agricultural workers from this provision, which is gender-biased as the majority of persons employed as home assistants and agricultural workers are women. Further, home assistants and agricultural workers are not represented by a labour union, and are thus unable to negotiate better wages and conditions of employment and are also particularly susceptible to sexual harassment.
- iii. **The Protection of Employment Act**, Chapter 89:02 provides protection for all categories of workers. However, Section 4 states that, “*Part II and III does not apply to or in respect of the employment of a person as a domestic servant*”.¹⁵ Thus, while domestic workers, who are predominantly female, are afforded annual vacation leave and are protected from termination of employment, they are excluded from receiving redundancy pay as a result of termination on the grounds of redundancy, which is discriminatory.
- iv. **The Social Security Act** positively recognizes persons in common-law relationships. It states that, “*where no registration of a person as a*

RECOMMENDATIONS

- ✓ Address the following areas of legal reform urgently:
 - Amend the *Education Act* (1997) to provide teenage mothers over 16 years old with the right to return to school.
 - *The Labour Contract Act*: Include provisions for home assistants and agricultural workers.
 - *The Protection of Employment Act*: Repeal (or delete) Chapter 89:02, Section 4 which discriminates against domestic employees who work in private homes, and amend Chapter 89:04 with regard to the rights of domestic and agricultural workers, a female-dominated class of employees who experience abuses of employment, and non-payment of social security contributions by employers.
 - *The Maintenance Act (1982)*: Consider and pass the new legislation that has been drafted as part of the OECS Family Law Reform Project.
 - *The Sexual Offences Act (1998)*: Review this Act in line with current legislation in the Caribbean, including issues of marital rape, etc.
 - Reform the divorce law to reflect current issues, e.g., succession, inheritance and custody.

¹⁵ It needs to be noted that in the 2011 Population Census, the term used is “persons employed in private households”, in recognition of changes in the status of domestic workers globally. Personal communication, Ms. Prayma Carrette, Chief Statistician, Central Statistical Office (CSO), Ministry of Finance, Government of Dominica, June 2013.

beneficiary has been made” at the time of death, “a single woman or man with whom the Insured was living [may be treated] as if he/she were his widower/widow”.

- v. **The Pensions Act** regulates public service pensions, gratuities and other allowances. Where a public servant dies in the course of employment and leaves a widow and child(ren), a pension will be provided for the child(ren) until they attain age 18. Section 7 (1) provides for widower of female public servants, if he was wholly or mainly dependent on the deceased at the time of her death. However, a common-law spouse or partner is not considered as a beneficiary, an area that requires legislative reform.
- vi. **The Maintenance Act (1982)**, Chapter 35:61: Men and women have responsibilities for maintaining each other and their children. Magistrates can order payment of up to EC \$300 for the maintenance of a spouse, and a maximum of EC \$75 per week for the maintenance of a child. The applicant/mother has to prove that the respondent is the putative father or provide evidence that the respondent accepted paternity and provided for the child at some time. Section 12 (1) (a) allows the Court to appoint a custodian for a child where it is satisfied that the mother is not a “fit and proper person” to have custody. Ex-partners who have a child in common with the mother as well as other relatives, guardians and members of the community can apply. Administrative issues have affected the implementation of this Act, and new legislation has been drafted as part of the OECS Family Law Reform Project.
- vii. **The Sexual Offences Act (1998)** defines rape as sexual intercourse without the consent of the other person or without believing that the other person has consented. A husband is guilty of rape if he has sexual intercourse with his wife without her consent by force, fear, or the use of a drug or other such means when there exists: a decree nisi of divorce; a decree of judicial separation; a separation agreement; or an order for the husband not to molest his wife or have sexual intercourse with her. The same applies to a woman who commits the act of rape in the

RECOMMENDATIONS

- ✓ Address the following areas of legal reform urgently:
 - Amend existing legislation to address the rights of common-law partners with regard to: the division of assets/property on the termination of a common-law relationship the payment of pension upon the death of a partner in the public service (The Pensions Act); property inheritance on the death of a partner (The Intestates Estates Act).
 - Put in place separate legislation to address gender-based discrimination, e.g., a ‘Sexual Discrimination Act’ or ‘Equal Opportunities Act’.
 - Put in place legislation on sexual harassment in the work place. The *CARICOM Model Legislation on Sexual Harassment* (CARICOM Secretariat, 1997) could provide a useful guide to developing the national legislation.
- ✓ Improve implementation of the following legislation:
 - Address violations of the *Labour Standards Act* with regard to equal pay for work of equal value.
 - *Equal Remuneration Act*, Chapter 89:04 Schedule 10: There is need for guaranteed enforcement in all sectors, and compliance with ILO Convention 100 on issues of Equal Remuneration and the Protection of Employees.

above circumstances. However, no provision is made for a husband to be prosecuted who rapes his wife in the absence of the above circumstances. Under the Act, a person under the age of sixteen cannot consent to sexual intercourse. While girls are highlighted for special protection, the legislation is sufficiently gender-neutral and affords protection to boys, who are also potential victims of such crimes. The Act also makes buggery between adults, an adult and a minor, and by minors punishable offences on conviction, as well as ‘indecent’ between an adult woman and a girl under the age of sixteen. Thus marital rape is not an offence and homosexuality is criminalized.

viii. **The Protection Against Domestic Violence Act (2001)**

addresses violence against men, women and children in the private sphere. The Act defines domestic violence broadly as “*including physical, sexual, emotional, or psychological or financial abuse committed by a person against a spouse, child, [and] any other person who is a member of the household, dependent or parent of a child of that household.*” The Act provides for Protection, Occupation or Tenancy Orders. While the legislation gives the Courts broad powers for protecting domestic violence victims, its effectiveness is undermined by the fact that domestic violence is still viewed largely as a private matter. Hence protection orders are often not effectively executed, and the lack of active policing has meant that domestic violence is effectively kept out of the criminal sphere. In addition, males reporting domestic violence are often subjected to ridicule by the police, family and community.

ix. **The Intestates Estates Act (1990):**

Where someone dies without making a will, i.e., intestate, the Act protects the rights of the spouse and children, and that of other relatives where there is no spouse or children. However, a common-law spouse is not included in the class of persons entitled to share in the estate on intestacy, another area of bias in the law against common-law spouses.

RECOMMENDATIONS

- ✓ Address other areas of gender, human rights and law:
- Establish a Family Court to address issues including spouse and child maintenance, child custody, and gender-based violence in a comprehensive and integrated manner.
- Prioritize passing into law draft legislation prepared under the OECS Family Law and Domestic Violence Legislative Reform project, to bring family law into conformity with CEDAW and CRC in areas of Child Maintenance, Domestic Violence, Status of Children, and Child Care and Adoption.
- Address gender inequality issues in the Kalinago Territory, e.g., the right of Carib women to marry a person of their choice (of any ethnicity) and continue to live in the Territory; the need for a critical mass (30%) of women representatives on the Carib Council; men’s, women’s and youth economic empowerment; domestic violence; etc.

6.2.1 AREAS REQUIRING LEGISLATIVE REFORM

115. Thus, while there are broad constitutional provisions against discrimination based on sex, and some legislation has sought to minimize discrimination, Dominica has no separate legislation to address gender-based discrimination, e.g., a ‘Sexual Discrimination Act’ or ‘Equal Opportunities Act’. In a context where legal and economic issues are interwoven, the law often fails to consider the implications of legal provisions on persons’ livelihoods. A key example is the rights of persons in common-law unions. The current legal framework fails to acknowledge existing family structures and social realities, or value common-law partners’ in-kind contributions to family life. Thus, persons in common-law unions, especially women who are housewives, i.e., who have provided care work for their partner, children and families, are not entitled to benefits upon the breakdown of the union, regardless of how long they have been in such a relationship. They are denied a share in the property upon dissolution of the union, and often face serious economic hardships particularly if they are unwaged. Additionally, women in married unions have limited rights if they have not made financial contributions towards the acquisition of assets or have not ensured that properties acquired during a marriage were registered jointly in their names. In the absence of adequate family legislation, the Court is often left to balance the needs of dependants, often women and children, against strong competing interests. And even when women do have rights, the lack of knowledge of the law puts them at a disadvantage in asserting these rights.
116. Despite the Constitutional provisions (discussed above), the Caribs, the Indigenous people of Dominica, practice a traditional patriarchal system in the Kalinago Territory which promotes the higher status of men in a number of areas. For example, men have unlimited freedom to choose their marriage partner, regardless of race or ethnicity. However, Carib women are only allowed to marry men of Carib descent if they wish to remain resident in the Territory. While this practice may be related to the community’s insecurities with regard to land and land use, which is a collectively owned resource in the Territory (i.e., a member of the community does not hold individual title to land), there is need for gender sensitization among the leaders and members of the Carib Territory to ensure that women and men have an equal right to choose their marriage partner and continue to live in the Territory.
117. It needs to be noted that changes are taking place in the Kalinago Territory with regard to gender equality. CGA research indicates that Carib women and girls are increasingly taking advantage of educational opportunities and pursuing professional and other careers. In addition, Carib women produce traditional handicrafts of excellent standard, for which there is a tourist and local market. However, the women’s organizations in the Territory tend to be focused on craft production, and would benefit from sensitization and capacity building on issues including leadership and decision-making, social and economic empowerment, and gender-based violence. Collaboration between the BGA with the Ministry of Carib Affairs located within the Office of the Prime Minister, as well as the Carib Council would help to advance gender equality.
118. There is an urgent need to develop legislation on Sexual Harassment in the work place. While the Sexual Offences Act provides protection for victims of sexual assault through penetrative sex, it offers little protection for acts like fondling and touching, which are just as intrusive and demeaning. The *CARICOM Model Legislation on Sexual Harassment* (CARICOM Secretariat, 1997) could provide a useful guide to developing national legislation. There is also the need to establish procedures to identify and address incidents of sexual harassment both in the public and private sectors, and include such provisions in collective labour agreements.

119. Dominica has participated in the OECS Family Law and Domestic Violence Legislative Reform Project, which seeks to bring family law into conformity with CEDAW and CRC. While several draft laws have been prepared in areas of Child Maintenance, Domestic Violence, the Status of Children, and Child Care and Adoption over the past decade, these are yet to be passed into law.

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7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING

7.1 THE NATIONAL GENDER POLICY

120. The Government of Dominica has put in place a National Gender Policy. The Policy emerged from a policy statement on Women and Development prepared in 1980. The process of developing the Policy was initiated in 1999, and a final push in 2005–2006 resulted in the Cabinet’s adoption of the *National Policy and Action Plan for Gender Equity and Equality in the Commonwealth of Dominica* in June 2006. The development and adoption of the National Gender Policy was the crowning achievement of the Women’s Bureau which was subsequently renamed the BGA, as recommended by the Policy. This has signaled the Bureau’s expanded focus from ‘women’s rights and empowerment’ to ‘gender equality’ and attention to emerging male gender gaps and issues in the society (e.g., in the areas of education, health and violence).
121. The *2006 National Gender Policy* is in keeping with the Government’s commitments at the international, regional and national levels (see Section 6 above). It is guided by the Government’s recognition that gender equality is a fundamental aspect of human development, and national development. In 2013, the BGA initiated a process of accelerating implementation of the *2006 National Gender Policy* with the support of UN Women, which included updating the Policy; strengthening the institutional structures and mechanisms to enhance gender mainstreaming; and undertaking a gender sensitization and consultation process to raise public awareness and increase capacity for policy implementation among stakeholders across the public and private sectors and civil society. The draft *Updated National Gender Policy and Action Plan 2014-2024*,¹⁶ puts forward policy measures and actions to address the gender-related disadvantages that women continue to face, as well as male gender gaps and vulnerabilities in nine key areas:
- i. Leadership and decision-making;
 - ii. Economic growth and poverty reduction;
 - iii. Agriculture and food security;
 - iv. Climate change, natural disasters and natural resource management;
 - v. Labour and employment;
 - vi. Education and human resource development;
 - vii. Health and well-being;
 - viii. Violence and security; and
 - ix. Family, sexuality, cultural beliefs and practices.

7.2 GENDER EQUALITY COMMITMENTS IN NATIONAL AND SECTORAL POLICIES

122. While the National Gender Policy takes a gender mainstreaming approach (i.e., gender is understood as a key factor in the country’s political, economic, social and cultural development), the process of developing other national and sectoral policies has not been adequately informed/guided by the National Gender Policy. This is related to the discussion below on the lack of capacity and resources

¹⁶ It needs to be noted that the updated *National Gender Policy and Action Plan 2014-2019* is currently in draft form, and is expected to be tabled for Cabinet’s adoption in 2014.

of the Bureau of Gender Affairs to effectively lead gender mainstreaming across the public/ private sectors and civil society.

123. A key example is Dominica's *Third Medium-Term Growth and Social Protection Strategy 2012-2014 (GSPS)*. The *GSPS 2012-2014* represents the Government's strategy for pursuing growth and poverty reduction, with a three-fold focus on:
 - i. Fiscal policy and administrative reform, including creating an enabling environment for private enterprise and attracting investment;
 - ii. Sectoral strategies for growth; and
 - iii. Strategies for poverty reduction and social protection (GOCD, 2012b: 2).
124. The *GSPS 2012-2014* includes a section on gender which recognizes the Government's adoption of the 2006 National Gender Policy, and reiterates the imperative of achieving the empowerment of women and redressing gender disparities. It indicates that gender mainstreaming is the main approach for achieving the objectives of the National Gender Policy, and urges "strong cooperation and collaboration from all departments in the entire Government system to enable the BGA to carry out its mandate effectively" (GOCD, 2012b: 74). However, the *GSPS 2012-2014* does not integrate the gender as a cross-cutting issue, but views gender as a specific sector. Thus the "mandate of the BGA" is understood as *its* mandate.
125. The main Ministries responsible for economic and social development have developed comprehensive medium term planning documents detailing their approaches, strategies and objectives to advancing the national policy agenda. However, initiatives for promoting gender-responsiveness in economic growth and poverty reduction strategies are unevenly articulated and implemented. Thus, there is no system-wide application of gender equality principles and goals in the economic and social development of Dominica. It is critical that in the next round of national and sectoral planning, the national gender machinery (comprising the BGA, Gender Focal Points, and National Gender Advisory Committee) play a pivotal role in facilitating the uptake of policy measures from National Gender Policy into the mainstream national/sectoral planning process, in order to mainstream gender equality in their human and social programming and service delivery. This calls for a national gender-responsive planning and budgeting process.

7.3 STATUS AND CAPACITY OF THE NATIONAL GENDER MACHINERY TO IMPLEMENT THE NATIONAL GENDER POLICY¹⁷

126. Dominica's national gender machinery comprises the Bureau of Gender Affairs (BGA), the National Gender Advisory Committee (NGAC), and Gender Focal Points (GFPs). The BGA is located in the Ministry of Social Services, Community Development and Gender Affairs.
127. The United Nations designation of International Women's Year (1975) and the Decade for Women (1976-1985) coincided with the country's achievement of national independence in 1978. The Government first established a Women's Desk in 1979, comprising one staff member (the Director), which was upgraded to the Women's Bureau in 1982 (GOCD, 2006: 10). The Bureau currently

¹⁷ This Section draw on three reports presented by the Consultant to the Bureau of Gender Affairs, Government of Dominica, as part of the process of accelerating implementation of the 2006 National Gender Policy, preparation of the draft updated *National Gender Policy 2014-2019*, and institutional strengthening of the Bureau of Gender Affairs (Baksh, 2013a; 2013b; and 2013c).

comprises a staff complement of five including a Director, Coordinator of Research and Programme Development, Field Officer, Secretary and Messenger. In addition, the temporary post of Data Registry Officer is supported by funding from UN Women.

128. The Government made a stated commitment in the *2006 National Gender Policy* to strengthen the National Gender Machinery through the following initiatives:
- i. Allocating the necessary resources to the Women's Bureau, including enhanced staffing, to enable it to effectively lead and co-ordinate implementation of the National Gender Policy;
 - ii. Undertaking a name change of the Women's Bureau to reflect its gender focus;
 - iii. Establishing a Gender Management System (GMS), including the following structures/mechanisms:
 - a. A National Advisory Committee on Gender Equality, comprised of representatives of civil society, to provide advice and guidance to the Ministry and GMS Team;
 - b. A GMS Team, comprised of senior staff of key Government Ministries, to facilitate the gender mainstreaming process across the Public Service (e.g., Ministries responsible for Finance/Planning, and Legal Affairs); and
 - c. Gender Focal Points (GFPs), comprised of senior administrative/technical staff in all Ministries, to facilitate gender analysis and the development of gender-responsive policies, plans, programmes and projects across the public sector.
129. In the period 2006-2013, i.e., in the seven years since the Government's adoption of the National Gender Policy, the following actions were taken to strengthen the National Gender Machinery:
- i. The name of the Women's Bureau was changed to the Bureau of Gender Affairs in August 2009, signaling its expanded focus from 'women's rights and empowerment' to 'gender equality' and attention to emerging 'male gender gaps' in the society.
 - ii. Gender Focal Points (GFPs) were established in all Government Ministries. However, due to the restructuring of Ministries as well as other processes of attrition (e.g., staff movements, resignations, retirement, etc.), an analysis in 2013 revealed that GFPs were 'missing' from a number of Ministries. It has been recommended that GFPs should be appointed to all Ministries in which they are 'missing', as well as in all Statutory Bodies (see Baksh, 2013c).
 - iii. The process of setting up a National Gender Advisory Committee was initiated in December 2012, some six years after the policy commitment was made in 2006, and its establishment and inaugural meetings took place in 2013 as part of the project to accelerate implementation of the National Gender Policy. The review of the composition and terms of reference of the National Gender Advisory Committee recommended that the Committee should incorporate the GMS Team, i.e., representatives of key Government Ministries (responsible for Finance/Planning, and Legal Affairs). Thus, the NGAC would represent an oversight body comprised of government and civil society, and remove the need for another structure (the GMS Team) whose functioning would need to be coordinated and supported by the BGA (see Baksh, 2013b).
130. The review of the BGA made the following recommendations for its institutional strengthening (see Baksh, 2013a):
- i. Due to the tendency for changes of Ministerial portfolios in successive Governments, it is critical for the BGA to have a semi-autonomous status.
 - ii. The Minister, Permanent Secretary and Director of the BGA should ensure that: members of the National Gender Advisory Committee (NGAC) are appointed; Gender Focal Points (GFPs) are appointed to all Ministries and para-statal bodies; and regular meetings of the NGAC and GFPs are held.

- iii. The anticipated Cabinet approval of the *National Gender Policy and Action Plan 2014-2019* should be accompanied by an increased annual budget. The modest figure of EC\$ 1.5m per annum would enable the Bureau to properly lead/coordinate implementation of the National Gender Policy and Action Plan.
- iv. The Bureau requires the following minimum staff positions to effectively implement the National Gender Policy: (i) Director; (ii) Coordinator, Research and Development; (iii) Legal Officer; (iv) Research Officer; (v/vi) Field Officers (Male and Female); (vii) Project Assistant, Data Registry; (viii) Counselor; (ix) Secretary; and (x) Messenger.
- v. The Minister, Permanent Secretary and Director of the BGA should ensure that gender is effectively mainstreamed in the Ministry of Social Services, Community Development and Gender Affairs (i.e., its policies, plans, budgets and programmes should promote equality between men and women).
- vi. The Bureau should play a leadership role in undertaking or acting as a catalyst for the following kinds of initiatives:
 - a. Upgrading DNCW's Shelter for women/girls who are victims/survivors of domestic violence, including guidelines for effective management, service provision, etc. It could become a model for other agencies, e.g., village councils, CBOs and FBOs to use as a basis for developing Shelters at the district/ community level.
 - b. A programme on women's transformational leadership to increase women's representation in parliament, local government and public and private sector boards, including training and mentorship of potential candidates, gender sensitization/training, public awareness raising, voter education, working with political parties, etc.
 - c. A programme in collaboration with men's organizations (e.g., CariMAN) to address/mainstream male gender issues in the society including: early gender role socialization, dropping out of the education system, unemployment, male health issues, gender-based violence (as victims and perpetrators), drug addiction, criminal activities, and imprisonment (need for rehabilitation programmes).

7.4 THE AVAILABILITY OF GENDER EXPERTISE IN DOMINICA

- 131. The low representation of women in Parliament has constrained the advancement of gender-responsive policies, legislation and service delivery in 'mainstream' Ministries across the public sector. Since Cabinet's adoption of the National Gender Policy in 2006, Parliament has not passed any new or amended legislation to promote gender equality (see Section 6.2).
- 132. Gender Focal Points (GFPs) are 'missing' from the following key Ministries/Departments: Office of the President; Office of the Prime Minister; Carib Affairs, Culture, Youth and Sports; Electoral Office; Employment, Trade, Industry and Diaspora Affairs; Environment, Natural Resources, Physical Planning and Fisheries; Foreign Affairs; House of Assembly; and Information, Telecommunications and Constituency Empowerment (Baksh, 2013c).
- 133. GFPs had also not been appointed to Dominica's Statutory Bodies prior to the 2013 initiative to accelerate implementation of the 2006 National Gender Policy. Dominica's Statutory Bodies constitute a powerful group of agencies, which play a very important role in national agendas related to poverty reduction, economic growth and sustainable development, all of which have a critical gender dimension (as discussed in Section 5). These Statutory Bodies are as follows: Discover

Dominica Authority (DDA); Dominica Agriculture Industrial & Development Bank (AID Bank); Dominica Air & Sea Port Authority (DASPA); Dominica Broadcasting Corporation (DBS); Dominica Bureau of Standards (DBOS); Dominica Export Import Agency; Dominica National Lottery; Dominica National Petroleum Company (DNPC); Dominica Social Security (DSS); Dominica Solid Waste Management Corporation; Dominica Water and Sewage Company; Invest Dominica Authority (IDA); National Commercial Bank of Dominica (NCB); Roseau City Council; and Roseau Market Authority (Baksh, 2013c).

134. It is also critical that regular meetings of Gender Focal Points are convened regularly by the BGA to plan and monitor implementation of the National Gender Policy, and an ongoing process of gender sensitization/training be included to increase their capacity for integrating gender equality into their sector Ministries and Statutory Bodies.

7.5 GENDER MAINSTREAMING MECHANISMS/PROCESSES

135. The National Gender Policy takes a gender mainstreaming approach, thus recognizing the responsibility of all Government ministries, statutory bodies and other agencies; the private sector and labour unions; and the wide cross-section of civil society organizations including faith-based organizations for the implementation and monitoring of the policy. The following gender mainstreaming mechanisms/processes need to be systematically put in place:
- i. Gender equality is mainstreamed in all policy-making processes at the national and sectoral levels, including of a diverse range of stakeholders.
 - ii. Gender-responsive planning and budgeting are introduced at the national level (i.e., through the mid-term national development plan and annual national budgets) and sector Ministries.
 - iii. Clear systems are adopted to integrate gender equality into Ministries' sector programmes, including collecting sex-disaggregated data, undertaking a gender analysis of the key issues in the sector, and developing gender-responsive indicators and targets.
 - iv. Clear procedures for gender monitoring and evaluation are put in place in Ministries, Departments and Agencies (MDAs), facilitated by Gender Focal Points.

RECOMMENDATIONS

- ✓ Increase the BGA's staffing and budget to enable it to effectively lead implementation of the National Gender Policy and gender mainstreaming in all sectors.
- ✓ Mainstream gender in the national/sector plans and annual national budget. The Ministry of Finance, in developing the next medium-term national development plan, should ensure that the national gender machinery plays a key role in ensuring the uptake of policy measures from National Gender Policy. This should be followed by gender-responsive budgeting annually.
- ✓ Mainstream gender in all policy-making processes at the national and sectoral levels, inclusive of a diverse range of stakeholders.
- ✓ Establish clear systems/protocols/guidelines for collecting, collating and analyzing sex-disaggregated data collection in all sectors.
- ✓ Establish clear systems/protocols/guidelines for gender monitoring and evaluation in Ministries, Departments, Statutory Bodies and other agencies.

136. **Gender studies and sensitization/training:** Dominica does not have a national university. CGA research indicates that the UWI Open Campus does not offer courses in gender studies, and students on national and other scholarships do not choose gender studies as a field of endeavor. Very few graduates in the public sector have pursued gender studies at the undergraduate and graduate levels. A handful of persons, often Gender Focal Points (GFPs) or staff members of the BGA have attended a 6-week diploma programme offered by the Institute of Gender Studies (IGDS), University of the West Indies, Barbados, with the financial and other support of the Bureau. While the IGDS course offers a useful introduction to gender studies, it does not provide the kind of depth which would enable graduates to effectively mainstream gender equality in key economic, social and other sectors.
137. Thus the BGA and the public service do not have the human resource capacity to bring a gender perspective to diverse areas of national development, e.g., agriculture and agribusiness; tourism and eco-tourism; climate change, natural disasters and natural resource management; education and human resource development; labour and employment; poverty reduction and social safety nets; violence and crime; governance; etc. In the context of the above, this CGA recommends that the Ministry of Education, with the support of CDB, introduce gender studies in the secondary school system and the Dominica State College.
138. **Sex-disaggregated data collection and gender-sensitive research and analysis:** CGA research revealed inadequacies in the collection of sex-disaggregated data, and the conduct of gender-sensitive research and analysis by relevant stakeholders including the public/private sectors and civil society. Data gaps include the full publication of the 2011 population census, the absence of an agricultural census since 1995, the lack of sex-disaggregated data on credit services by banks and other credit institutions, etc. A few key institutions do have the capacity to collect sex-disaggregated data: the Central Statistical Office, and the Ministries of Education and Health.
139. **Reporting on international and regional gender equality commitments:** The Government of Dominica is responsible for ensuring compliance with and implementation of relevant international conventions and agreements (see Section 6.1). The National Gender Advisory Committee needs to play a monitoring and reporting role in their implementation. It is notable that the

RECOMMENDATIONS

- ✓ Provide gender sensitization and training for persons at all levels of the public sector, private sector and labour, and civil society. Continue to raise public awareness of the National Gender Policy and the responsibility of all stakeholders to address specific gender concerns within their sector or jurisdiction.
- ✓ The Ministry of Education, with the support of CDB, should introduce gender studies in secondary schools and the Dominica State College.
- ✓ Promote the use of gender-sensitive and gender-inclusive language in legislation, government documents, educational and public awareness materials.

country's *Draft Initial to Eight CEDAW Report* (prepared by the BGA in 2009 and revised in 2011) has still not been approved by the relevant agencies (Ministries of Legal and Foreign Affairs, and Cabinet) or submitted to the United Nations CEDAW Committee. Thus the Government has failed to submit a report to CEDAW since its ratification of the Convention in 1981, which places Dominica in a 'non grata' status with the Committee.

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T20: GENDER EQUALITY ENTRY POINTS

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
Gender-responsive economic strategies will employ a multi-faceted process which take into consideration men's and women's location in the formal and informal economy, the segregated nature of their occupations, and recognition of the economic value of unpaid reproductive work.	TA is needed for the Introduction of gender-responsive budgeting in national budgeting, planning, implementation, and monitoring and evaluation processes.	MoF CDB	HIGH –Capacity building and training in gender sensitization so as to promote Integrate gender equality and social justice criteria into economic policy and implementation, trade negotiations and technical co-operation agreements, and poverty reduction strategies and programmes.	Sector Ministries, national gender machinery	5.1
Promote the involvement of male and female farmers in re-structuring the agricultural sector, empowering them to increase their productive capacities; and build partnerships, networks and cooperatives to advance the sector.	TA and funding for improved competitiveness and increased participation by men, women and youth in the agriculture sector.	CDB Ministry of Agriculture, MOF	HIGH –CBD is currently providing technical assistance (TA) interventions which aim to increase the competitiveness of the agriculture sector in CARICOM member states. HIGH –The GOCD with the assistance of the EU continues to support the development of off-farm infrastructure; strengthening of extension services of the Ministry of Agriculture; and the provision of credit. MEDIUM –Improve farmer education and	BGA, MoE, EU, IMF, IICA	5.2.1

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
			introduce the teaching of agriculture and enterprise training programmes in schools and the Sate College.		
<p>In promoting private sector enterprise and growth, offer tourism-specific training courses and internships at the secondary and tertiary levels that include: information on the 2005 Tourism Regulations and Standards Act and the national tourism policy; entrepreneurship opportunities (e.g., eco- and community tourism, cruise ships, events, health/wellbeing, sun/sea/diving, etc.); certification and other pre-requisites for entering the sector; product development (e.g., guest house, taxi service, tour guide operation, site enhancement, etc.); institutional support available; and confidence building to make the leap to being an entrepreneur; etc.</p>	<p>TA and funding for programmes and policies which seek to strengthen and increase tourism and eco-tourism opportunities in Dominica.</p>	<p>CDB, Ministry of Tourism, MOF. MoE</p>	<p>MEDIUM–Training and skills development opportunities needed at all levels so as to promote tourism and eco-tourism enterprise.</p> <p>HIGH–GOCD and CDB must continue to place emphasis on providing credit to the agriculture and tourism sectors.</p> <p>HIGH–CDB continues to support GOCD in the development of ecotourism sites, including the provision of improved access to these sites.</p> <p>HIGH–GOCD must continue to create and implement policy aimed at the improved management of Dominica’s forests reserves, national parks systems and ecotourism sites and biodiversity protection.</p>	<p>United Nations Environment Program, EU</p>	<p>5.2.2</p>

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>Encourage private sector banks, civil society and other credit institutions to put in place institutional gender policies/guidelines, provide 'hand-holding business support' to new entrepreneurs (males, females and youth), and produce sex-disaggregated data annually.</p>	<p>TA, Funding</p>	<p>MOF, CDB</p>	<p>HIGH–CDB continues to provide resources to the publicly-owned development banks.</p> <p>HIGH–There is a need to review credit schemes in order to make them more client-friendly and gender-responsive.</p>	<p>BGA</p>	<p>5.2.3</p>
<p>Ensure that poverty reduction programmes are evidence-based, promote gender equity, and respond to the specific needs of poor men, women, youth, elderly and disabled e.g., education and training; access to land, housing and credit; social protection schemes including pensions for 'unemployed' women (who provide reproductive care in the home); entrepreneurship training; equitable inheritance for women in common-law relationships; etc.</p>	<p>TA, Funding</p>	<p>CDB, BGA, MOF, MoSS</p>	<p>HIGH–CDB through its gender equality framework, seeks to incorporate a results-based approach as part of the overall programming and poverty reduction strategy.</p> <p>HIGH–BNTF should continue to take into consideration the gender dimensions and the differential impact of poverty.</p> <p>MEDIUM–Review national pension schemes to ensure equitable provisions for elderly men and women, determined not only by their contribution to the productive sector but the performance of reproductive work in the home (or the care economy).</p>	<p>BNTF Programme Managers, UNDP</p>	<p>5.3</p>

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>Ensure that men, women and youths are equitably involved in policy-making, planning and development programmes on ‘green economy’ issues, which have gender dimensions, e.g., water management, waste management, land management, renewable energy, clean transportation, and ‘green’ buildings.</p> <p>Ensure the use of gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the natural resources of Dominica.</p>	TA, Funding	CDB, Ministry of Health and Environment, National Emergency Planning Organisation (NEPO), Office of Disaster Management (ODM)	<p>MEDIUM–Mandate needed to create and implement disaster risk management (DRM) and climate change legislation, an institutional framework for DRM and climate change and the mainstreaming of DRM in key sectors.</p> <p>HIGH–Focus is needed on capacity building in disaster risk reduction and climate change adaptation as well as land management and land use policies.</p> <p>MEDIUM–Gender based impacts must be viewed as high priority.</p>		5.4
<p>Review the education curriculum, text books and teaching materials to eliminate gender stereotypes, and integrate gender modules/courses into teacher training.</p>	TA, Funding	CBD, MoE,	<p>HIGH–CDB to promote curriculum diversification, especially Technical and Vocational Education and Training (TVET).</p> <p>HIGH–CDB to strengthen support for special needs and at-risk students focusing on effective pedagogy.</p>	BNTF, CARICOM, DFID, CIDA, EU	5.5.1
<p>In partnership with the private sector, promote gender-responsive internships</p>	TA, Funding	CDB, MoE	<p>MEDIUM– Improve linkages between the labour demands of the job markets and the</p>	BNTF	5.5.2

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>and apprenticeships to empower men, women and youths to achieve their full potential and contribute to national development.</p>			<p>outputs from the education system.</p> <p>HIGH–CDB to promote curriculum diversification, especially Technical and Vocational Education and Training (TVET.)</p> <p>MEDIUM–Gender based impacts must be viewed as high priority.</p>		
<p>Take an integrated approach to addressing gender-based and wider forms of violence in the society, including improving implementation of relevant legislation; applying just and effective remedies by the police, judicial system, and social service agencies; putting systems in place for the healing of victims/survivors and rehabilitation of perpetrators. It should include relevant governmental and non-governmental actors.</p>	<p>TA, Funding</p>	<p>CDB, BGA</p>	<p>HIGH–Implement the recommendations of the (2001) Research Study on Domestic Violence conducted by the BGA.</p> <p>HIGH–Integrate gender-based violence issues into the Health and Family Life Education (HFLE) school curriculum.</p> <p>MEDIUM–Integrate gender courses/modules in police training.</p>	<p>Dominica Police Force, Magistrates’ Court, Prison Services; Ministries of Legal Affairs, Social Services, Health and Education; civil society organizations, e.g., DNCW, CariMAN, etc.</p>	<p>5.6</p>

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>Increase women’s representation in cabinet, parliament and local government to a critical mass of 30% (and where this has already been achieved, strive for parity or 50%), e.g., through reserving seats for women in parliament as Senators</p> <p>Establish the goal of gender balance in decision-making bodies in the public and private sectors, including, <i>inter alia</i>, establishing criteria, setting targets, and implementing measures with a view to achieving equal representation of men and women.</p>	TA	BGA, MoE, Sector Ministries	<p>MEDIUM–Secure support from national and regional bodies so as to support the advancement of women in leadership and decision–making positions.</p> <p>MEDIUM–Provide gender sensitization and leadership training for men and women in decision–making positions.</p>	UN Women, CIWIL, CIDA	5.7
Undertake public sensitization on issues of gender, culture and socialization, to raise self-awareness and positive social transformation with regard to issues including changing male-female roles, changing patterns of education and occupations, gender-based violence, leadership and decision-making, etc.	TA, Funding	CDB, BGA, MoE	MEDIUM –The education system should promote the transformation of traditional gender-biased cultural beliefs and stereotypes into values and practices based on gender equality, social justice and national development.		5.8

ENTRY POINT	ACTION	ACOUNTABILITY	FEASIBILITY	OTHER PARTNERSHIPS	SECTION
<p>Amend legislation to address gender-based discrimination.</p> <p>Amend existing legislation to address the rights of common-law partners with regard to: the division of assets/property on the termination of a common-law relationship the payment of pension upon the death of a partner in the public service.</p>	TA, Funding	CDB, BGA	<p>HIGH–Financial support needed towards gender – sensitive legislative review.</p> <p>MEDIUM– Legislative reform strategy needs mandate to explore differential gender impact.</p>		6
<p>Increase the BGA’s staffing and budget to enable it to effectively lead implementation of the National Gender Policy and gender mainstreaming in all sectors.</p>	TA, Funding	CDB, BGA, MoF	<p>MEDIUM– Mainstream gender in the national/sector plans and annual national budget.</p>		7
<p>Establish clear systems/protocols/guidelines for collecting, collating and analyzing sex-disaggregated data collection in all sectors.</p>	TA	BGA, Sector Ministries	<p>HIGH–Seek support towards identifying sex-disaggregated gaps in existing data and creating systems for the further collating of sex-disaggregated data collection.</p>		7

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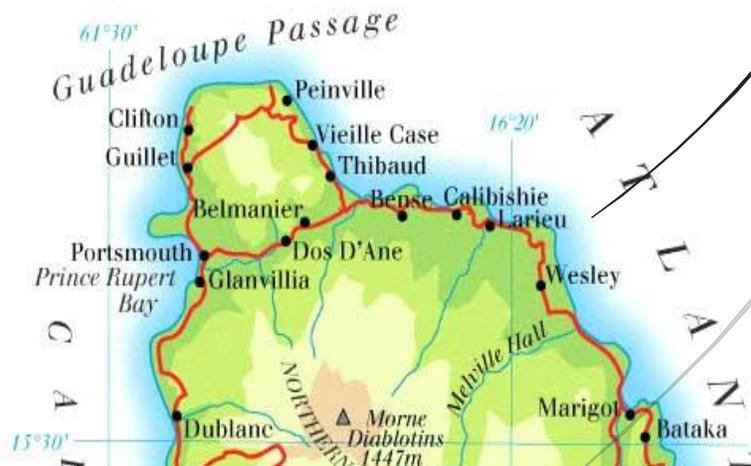
CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT
DOMINICA (VOL. 1I)**

The views expressed in this publication are those of the authors and do not necessarily reflect the views and policies of the Caribbean Development Bank or its Board of Governors or the governments they represent.

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DOMINICA (VOL. II)

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 MAY 2014



PRESENTED TO
 CARIBBEAN DEVELOPMENT BANK
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TABLE OF CONTENTS

APPENDIX I	1
ANALYTICAL AND METHODOLOGICAL FRAMEWORK	1
ANALYTICAL FRAMEWORK	1
WHY THE NEED FOR GENDER JUSTICE?	1
GENDER INEQUALITY AND POVERTY	1
GENDER EQUALITY AND POVERTY REDUCTION, SUSTAINABLE LIVELIHOODS AND ECONOMIC GROWTH	2
METHODOLOGY	3
APPENDIX II	4
STRUCTURES AND MECHANISMS TO IMPLEMENT THE NATIONAL GENDER POLICY	4
APPENDIX III	8
LIST OF FOCUS GROUP PARTICIPANTS	8
D2: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTATION OF THE NATIONAL GENDER POLICY	5

APPENDIX I

ANALYTICAL AND METHODOLOGICAL FRAMEWORK

ANALYTICAL FRAMEWORK

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

WHY THE NEED FOR GENDER JUSTICE?

2. The pursuit of gender justice is anchored in international and regional commitments and instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Convention on the Rights of the Child (CRC, 1989), the Beijing Platform for Action (BPfA, 1995), the Millennium Development Goals (MDGs, 2000), the Inter-American Convention on Human Rights (1969), the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Convention of Belém do Pará, 1994), and specifically for this *CGA*, the Constitution of Dominica, the Government’s current 2006 National Gender Policy and the forthcoming *National Gender Policy and Action Plan 2014-2019*.
3. The ‘gender agenda’ promotes the view that equality between men/boys and women/girls has positive long-term socio-economic and developmental consequences, and is essential in the fight against poverty, and the achievement of economic growth and sustainable development. Another approach is to examine the cost to a society’s economic, social and governance development of *not* promoting gender equality.¹ Ensuring that gender equality issues are fully considered in development policy-making, planning and programming thus requires a clear understanding of why they are important and how women/girls and men/boys, by virtue of their gender-based social roles and responsibilities, participate in and experience society differently. The focus on gender equality must therefore address the different ways in which political, economic and social issues affect men and women, and ensure that the situations and needs of both are considered and addressed.

GENDER INEQUALITY AND POVERTY

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

¹ Please note that this approach of quantifying the cost to a society’s economic, social and governance development of *not* promoting gender equality is an emerging one, which is beyond the scope of the Dominica *CGA*.

5. The ***social exclusion approach*** analyzes how and why particular groups are systematically denied rights, livelihoods, and sources of well-being which they should properly enjoy. This approach also includes considerations of exclusion from security, justice, representation and citizenship. Poverty is thus regarded as multidimensional – incorporating political and social realities. Importantly, social exclusion is concerned with agency and thus “goes beyond entitlement analysis by looking more deeply at the processes behind entitlement failure.”
6. ***Rights-based approaches*** contend that certain aspects of deprivation result from the lack of rights and/or the failure or inability to claim rights, rooted in unequal power relations. The core principles underlying the human rights framework are universality and indivisibility, equality and non-discrimination, participation and inclusion, and accountability and the rule of law. They recognize that power relations are key to securing rights and that access to and participation in the political process are prerequisites for making claims and ensuring that these are heard and understood.
7. Recent rights-based development approaches and frameworks (e.g. Human Rights, Social Exclusion and Capabilities) all justify and support the imperative to promote equality between men and women at all levels in the society, underpinned by the international, regional and national commitments that Caribbean governments have made to reduce poverty, and achieve economic growth and sustainable development.

GENDER EQUALITY AND POVERTY REDUCTION, SUSTAINABLE LIVELIHOODS AND ECONOMIC GROWTH

8. The four main dimensions of poverty encapsulated by the World Bank (2001) – ***opportunities***, ***capabilities***, ***security*** and ***empowerment*** – provide a useful framework for this study, as they incorporate the ‘entitlements/capabilities’, ‘social exclusion’, and ‘rights-based’ approaches discussed above. The *CGA* adds to these the understanding that in the Caribbean males and females are not homogeneous groups, and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, (dis)ability, etc. deeply affect gendered experiences and outcomes.
9. ***Opportunities***: To what extent do women and men have access to labour markets, employment opportunities and productive resources, and with what consequences for gender equality, poverty reduction, sustainable livelihoods and economic growth? What are the constraints for women and men due to the fragility of the labour market in the context of the collapse of the sugar and banana industries, the impact on tourism resulting from the 2008 global economic crisis, and the uncertainties of the CARICOM Single Market and Economy (CSME) regional economic cooperation mechanism and the external Economic Partnership Agreement (EPA)? And what are the opportunities for women and men in the emerging niche markets such as eco-tourism and other economic diversification initiatives, and their impact on sustainable livelihoods and economic growth?
10. ***Capabilities***: To what extent do women and men have access to core functional entitlements/capabilities such as health, education and training, basic amenities and services (such as water and sanitation), and civil liberties, and are able to convert their entitlements/capabilities into sustainable livelihoods? In the current Caribbean and global context, this includes girls/women and boys/men’s access to ICTs including mobile phone technology, and its potential for social well-being as well as economic activity (e.g., setting up of internet-based businesses, linking of innovative Caribbean products to global value chains, etc.).
11. ***Security***: What differential risks (to economic downturns, domestic and civil violence, natural disasters and climate change) do women/girls and men/boys encounter? This moves the discussion

beyond the focus on state security to include the impact of high male dropout rates and under-performance at all levels of the education system (Caribbean Human Development Report, 2012), and human security, including the increasing incidence of gender-based violence as well as gang violence and criminal activity related to trafficking in drugs, arms, humans, etc.

12. **Empowerment:** To what extent and through what processes do women/girls and men/boys have a voice in decision-making at the household, community and national levels? How do power relations (*overt, covert* and *ingrained* – see above) influence their participation in decision-making? To what extent are women and men able to access quality services and hold service providers accountable? To what extent do girls and boys subscribe to traditional or changing gendered identities in their relationships (e.g., at school, in organizations, etc.)?
13. The *CGA* also uses an **Assets Model** which looks at five categories of ‘assets’ which an individual man or woman requires in order to be a fulfilled, productive and self-supporting member of society: personal, social, physical, financial and human assets. In addition, the **Economic Systems Framework** analyzes the interplay between economic development and gender equality at the levels of households (including intra-household decision-making, and access to resources), formal institutions (e.g., legal, education, banking/credit systems and informal institutions (which include gendered belief systems, values and attitudes), and markets.
14. Utilizing this analytical framework allows for a larger understanding of inequality and poverty in the Caribbean and supports the formulation and promotion of key recommendations and policy documents to address such.

METHODOLOGY

15. The Government of Dominica has been engaged in the process of updating the 2006 National Gender Policy and accelerating its implementation. Since CDB’s process of preparing the *Dominica Country Gender Assessment (CGA)* has coincided with this, it was agreed by both institutions to maximize and deepen the process of primary data collection and gender analysis.²
16. The methodology for the collection of primary data to fill information gaps and enhance the *Dominica CGA*, included the conduct of **focus group discussions** and **semi-structured interviews** on five (5) themes (see below) which reflect areas aligned with CDB’s strategic interest in economic growth, poverty reduction, and environmental sustainability and climate change. Participants in the focus group discussions and semi-structured interviews included strategically placed representatives of **Government**, the **private sector**, **civil society organizations**, and importantly, **practitioners** (e.g., farmers, entrepreneurs, etc.). The interviews were accompanied by the collection of relevant statistics, policy documents, reports, policy briefs, public awareness brochures, etc.
17. The following five themes selected are ‘drivers’ or ‘disablers’ of economic growth, poverty reduction and sustainable development in Dominica:
 - Gender, agriculture, rural development and agri-business;
 - Gender, tourism and eco-tourism;
 - Gender, education/training and labour/employment;
 - Gender, unemployment, poverty and social safety nets; and
 - Gender, violence, crime and security.

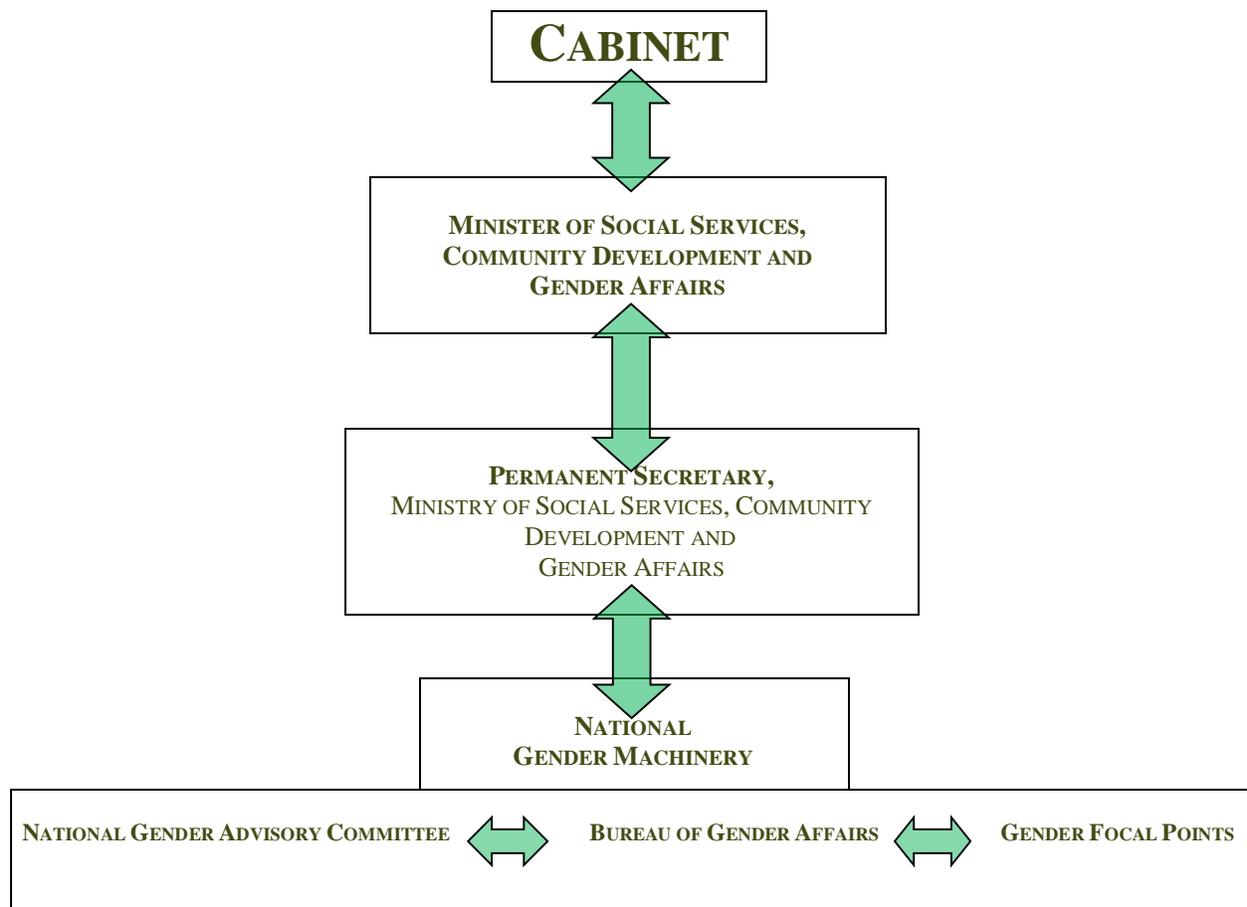
² The Consultant working with the Government of Dominica on the updated National Gender Policy (March-July 2013) is also CDB’s Expert for the Dominica CGA, which has facilitated the linkages between both processes.

APPENDIX II

STRUCTURES AND MECHANISMS TO IMPLEMENT THE NATIONAL GENDER POLICY

18. The Minister of Social Services, Community Development and Gender Affairs has overall responsibility for the implementation and monitoring of the 2006 National Gender Policy, and is the central link to Cabinet and the institutional structures (see Diagram 1 below). The Bureau has lead responsibility for coordinating the implementation of the National Gender Policy, in collaboration with Sector Ministries across the public sector, in partnership with the private sector and civil society.
19. In the period 2006-2013, i.e., in the seven years since the adoption of the 2006 National Gender Policy, the Government has established Gender Focal Points (GFPs) in Ministries. However, implementation of the 2006 National Gender Policy has lagged behind expectations generated with regard to the following:
 - i. Establishment of the National Gender Advisory Committee, which was only set up in April 2013 as part of the process of accelerating implementation of the Policy;
 - ii. Coordination of and support to the structures and mechanisms to enable implementation of the Policy has been uneven;
 - iii. Institutional strengthening of Bureau of Gender Affairs, as lead agency for the implementation of the Policy has not taken place. The Bureau currently has exactly the same staff complement as it did in 2005/06 (5 staff members including the Director), prior to Cabinet's adoption of the 2006 National Gender Policy; and its annual budget allocation has not seen a significant increase to deliver on the policy measures and action plan committed to by the Government;
 - iv. The portfolios covered by the Ministry itself (Social Services, Community Development and Gender Affairs) are strategic entry points for gender equality with regard to: providing social safety nets for the poor and vulnerable, empowering adults who have 'dropped out' from the education system, strengthening local government and communities, etc. However, a gender sensitization workshop facilitated by the Consultant for the Ministry's senior technical staff in April 2013 indicated that gender awareness is low, and thus the Ministry is not effectively mainstreaming gender equality issues through the work of its own Divisions.
20. Thus, while Dominica can be justifiably proud (both within the Caribbean and globally) of having put in place the 2006 National Gender Policy, the Government has not demonstrated the requisite follow-up commitment to its implementation. Weak policy implementation has meant that no new or amended legislation to advance gender equality has been tabled in Parliament or enacted since the Policy was adopted. In addition, the Policy's Action Plan has been unevenly implemented by relevant Ministries and agencies in areas including: political decision-making, health, education, labour and employment, economic growth, poverty reduction, gender-based violence, and cultural beliefs and practices (Baksh, 2013a).
21. The draft updated National Gender Policy 2014-2019 endorses the national gender machinery or institutional framework which was proposed by the 2006 National Gender Policy to coordinate policy implementation. The national gender machinery below is based on lessons learnt from the functioning of the structures and mechanisms during the period 2006-2013, since the adoption of the 2006 National Gender Policy to the present.

D 1: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTATION OF THE NATIONAL GENDER POLICY³



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

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

³ Government of Dominica (2013). *Draft Updated National Gender Policy and Action Plan 2013-2020*, Section 4.1.

- g. Establish and maintain a national gender database, and prepare strategic research/analytical reports, policy briefs, newsletters, etc. to inform national policy-making and planning;
 - h. Manage the flow of information and communication.
- ii. **The National Gender Advisory Committee (NGAC)** is comprised of male and female representatives of strategic government agencies (Bureau of Gender Affairs, and Ministries of Finance and Legal Affairs); non-governmental organisations representing men, women and youth; private sector agencies and trade union representatives; and faith-based organisations. The NGAC has responsibility to:
- a. Act as a consultative and advisory body to the Ministry of Social Services, Community Development and Gender Affairs, and the Bureau of Gender Affairs on matters related to gender equality and equity;
 - b. Monitor the implementation of the National Gender Policy and Action Plan;
 - c. Build/strengthen linkages with relevant stakeholders, in particular government, the private sector, and civil society organizations, in order to raise awareness of gender issues and advance implementation of the National Gender Policy;
 - d. Monitor the implementation of CEDAW, Belem do Para, and contribute to the preparation of national reports on these and other relevant international conventions and treaties;
 - e. Keep abreast of gender issues nationally, regionally and internationally, and put forward new and emerging gender issues for consideration.
- iii. **Gender Focal Points (GFPs)** are senior technocrats/administrators appointed by all Government ministries and statutory bodies in the public sector. They play a critical role in promoting gender mainstreaming in their respective ministries and agencies, ensuring that gender equality and equity is a guiding principle in all Government policy, planning and service delivery. Their responsibilities include, *inter alia*, to:
- a. Promote gender mainstreaming in the Ministry/ Statutory body by advising and supporting senior managers and professional staff, and monitoring, reporting and disseminating information on progress, challenges and opportunities;
 - b. Develop (drawing on the National Gender Action Plan): a gender analysis that identifies and analyses the gender issues in the Ministry/ Para-statal body and outlines the ways in which gender equality is relevant to the agency's work; a sector-specific gender policy statement which provides a framework for the agency; and a sector-specific gender action outlining the concrete actions to be taken by the agency;
 - c. Collect, analyze and disseminate gender-disaggregated statistics on the work of the agency, including participation in and the impact of policies and programmes;
 - d. Collaborate with the Bureau of Gender Affairs and other Gender Focal Points, and build contacts with gender experts in the field including in NGOs/ CBOs/ CSOs, academia, regional and international agencies, etc.
 - e. Engage in opportunities for professional development in the field including gender sensitization/ training at GFP meetings, and specialist seminars and courses in their areas of work/ interest.
23. Based on views expressed widely during the consultative process, it is evident that while Dominica exhibited a history of strong civil society organizations in the 1980s and 1990s, the NGO sector has been increasingly weakened since the turn of the 21st century, linked to the crisis in the banana/agricultural sector in the early 2000s, the global economic crisis in 2008/2009, the “drying up” of international donor funding, an ageing civil society leadership which has not undertaken effective succession planning, out-migration of significant numbers of tertiary-educated graduates,

etc. In addition, consultations held at the national and district/community levels indicate public understanding that ‘gender equality’ means ‘a focus on women’s rights and empowerment’, and the perception that the name change from the Women’s Bureau to the Bureau of Gender Affairs has not resulted in enough focus on “male issues and gender gaps”. Further, there seems to be a need for the regeneration of the government-civil society-private sector partnership to enable both an awareness of the specific gender issues facing the society, as well the need for deepening implementation in the specific sectors, e.g., education, agriculture, tourism, poverty reduction, etc.

APPENDIX III

LIST OF FOCUS GROUP PARTICIPANTS

NAME	ORGANIZATIONAL AFFILIATION(S)	THEMEATIC AREA
MR. KENT COIPEL	IICA/Technical Officer	Gender, Agriculture, Rural Development & Agri-Business
MS. BELLA JOACHIM	Fair Trade Farmers Organization	”
MR. GILLES JNOBAPTISTE	Farmer	“
MS. MURIEL JOSEPH	Giraudel/Eggleston Flower Growers Association	“
MS. ROSEANNA NELSON	WINFA Dominica	“
MS. CATHERINE ORMOND	DHBA; Dominica Organic Agriculture Movement	“
MS. NADIA PACQUETTE	Dominica Export/Import Association (DEXIA)	“
MS. VANESSA PREVOST	Dominica Organic Agriculture Movement (DOAM)	“
MS. SUSAN BLANC	Giraudel/Eggleston Flower Growers Association	Gender, Tourism & Eco-Tourism
MS. KATHLEEN CUFFY	Discover Dominica Authority	“
MS. DAWN FRANCIS	D-Smart Farm; Eco-Balance; Heart of Dominica	“
MS. PETRONALD GREEN	Dominica Community Tourism Association Inc.	“
MR. EDWARD HENDERSON	Chief Technical Officer, Ministry of Tourism & Legal Affairs	“
MS. ROSLYN PAUL	Waitukubuli National Trail	“
MR. SMITH PRINCE	Dominica Taxi Association	“
MS. KELLY WILLIAMS	Dominica Taxi Association; Nature Island Tours Association	“
MS. JO-ANNE <u>ROLLE</u> CARETTE	Ministry of Education	Gender, Education/Training & Labour/ Employment
MS. VANYA DAVID	Dominica National Council of Women	“

MS. YOSHABEL DURAND	Bureau of Gender Affairs	“
MR. FRANCIS JOSEPH	Social Worker	“
MS. AUGUSTINA WILLIAMS	Social Center	“
MS. RUTH ALLPORT	Establishment, Personnel & Training Department	Gender, Economic Growth, Poverty Reduction & Social Safety Nets
MS. PALESA LEEVY	Child Fund Caribbean	“
MS. OPHELIA LINTON	DNCW; Dominica Nurses Association	“
MR. LEROY MORVAN	Social Welfare Division	“
MS. FELICIA PIERRE	National Youth Council	“
MR. PHILLIP CARLISLE	CariMAN	Gender, Violence & Security
MR. RAPHAEL CATIN	Prison Services	“
MS. NATASHA JERVIER	CARICOM Youth Ambassador	“
MS. NOREEN JOHN	Dominica Legal Aid	“
MS. KYRA PAUL	Bureau of Gender Affairs	“
MS. DOLPH VALERIE	Pentecostal Church	“