



CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
ANGUILLA**

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PRESENTED TO
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ACRONYMS AND ABBREVIATIONS

ACAN	ANGUILLA COMMUNITY ACTION NETWORK
ACC	ANGUILLA COMMUNITY COLLEGE
ACORN	ANGUILLA COMMERCIAL ONLINE REGISTRATION NETWORK
BOT	BRITISH OVERSEAS TERRITORIES
CDB	CARIBBEAN DEVELOPMENT BANK
CED	COMMUNITY ECONOMIC DEVELOPMENT
CAT	CONVENTION AGAINST TORTURE
CEDAW	CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN
CERD	CONVENTION ON THE ELIMINATION OF ALL FORMS OF RACIAL DISCRIMINATION
CRC	CONVENTION ON THE RIGHTS OF THE CHILD
CGA	COUNTRY GENDER ASSESSMENT
CPA	COUNTRY POVERTY ASSESSMENT
DYC	DEPARTMENT OF YOUTH AND CULTURE
DV	DOMESTIC VIOLENCE
ECD	EASTERN CARIBBEAN DOLLARS
EDP	EDUCATION DEVELOPMENT PLAN
ECHR	EUROPEAN CONVENTION ON HUMAN RIGHTS
FDI	FOREIGN DIRECT INVESTMENT
GAD	GENDER AND DEVELOPMENT
GBSV	GENDER-BASED AND SEXUAL VIOLENCE
GEMS	GENDER EQUALITY MAINSTREAMING SENSITIVITY
GoA	GOVERNMENT OF ANGUILLA
GDP	GROSS DOMESTIC PRODUCT
GVA	GROSS VALUE ADDED
IHDI	INEQUALITY ADJUSTED HUMAN DEVELOPMENT INDICATOR
ICCPR	INTERNATIONAL COVENANT ON CIVIL AND POLITICAL RIGHTS

ICESCR	INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS
ILO	INTERNATIONAL LABOUR ORGANISATION
IMF	INTERNATIONAL MONETARY FUND
M	MILLION (DOLLARS)
MTES	MEDIUM TERM ECONOMIC STRATEGY
MSMEs	MICRO, SMALL AND MEDIUM ENTERPRISES
MHSD	MINISTRY OF HEALTH AND SOCIAL DEVELOPMENT
MDGs	MILLENNIUM DEVELOPMENT GOALS
NDGs	NATIONAL DEVELOPMENT GOALS
OCSE	OPPORTUNITIES CAPABILITIES SECURITY AND EMPOWERMENT FRAMEWORK
PS	PERMANENT SECRETARY
RAPF	ROYAL ANGUILLA POLICE FORCE
SP	STRATEGIC PLAN
TVET	TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING
UK	UNITED KINGDOM
UNICEF	UNITED NATIONS CHILDREN’S FUND
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UN Women	UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN
VAT	VALUE-ADDED TAXES
WAD	WOMEN AND DEVELOPMENT
WID	WOMEN IN DEVELOPMENT

1.0 EXECUTIVE SUMMARY

1. Gender inequality is widely considered a cross-cutting issue and an important site of analysis of social, cultural, economic and political life, and is critical to understanding the economic and social factors driving Anguilla's economic growth, poverty reduction and sustainable development.
2. The CGA indicates that the population's vulnerability to poverty has increased, particularly following the 2008 global economic crisis. The increase in public assistance transfers, from 0.8% of GDP in 2007 to 1.6% of GDP in 2009, reveals increasing demands for public assistance, with women-headed households/single parents being the principal beneficiaries of these initiatives. The CGA recommends that gender-responsive social assistance and safety net support for the country's lowest income earners, direct budgetary allocations to unemployed persons, and temporary employment opportunities within the public sector will alleviate the strain of large-scale unemployment, particularly for the most vulnerable women.
3. Despite the programmatic direction to address feminised insecurities in Anguillan society, the CGA notes persisting cultural norms and values reinforcing male-favoured leadership, the safeguarding of patriarchal systems and structures, and the conformation to traditional gender identities. There is evidence, however, that this ideology is being disrupted at the highest political levels. Three women were elected in the 22 April 2015 elections, the first time in history that Anguilla had three elected female officials. Advancing equal participation among women and men in political and economic leadership roles has important impacts on the decision-making processes that affect the lives of all citizens. The CGA recommends the provision of support to: continue to strengthen women's capacity to participate in politics, leadership and decision-making; promote change in political party structures; and advance gender sensitisation at the highest political levels, to ensure that the recent gains made by women are maintained.
4. The last National Census was conducted in 2011, which estimated the total population of Anguilla at 13,037 persons. Of the population, 6,568 were female (50.4%) and 6,469 male (49.6%). The total labour force of Anguilla, last recorded in 2001, was estimated at 8,228 persons. At that time, 5,556 persons were employed or 67.5% of the total population. Of the total number, males comprised a larger share of the labour force at 2,973 (53.5%) and females 2,583(46.4%). Significantly, higher numbers of females than males were recorded as engaged in "home duties", at 655 to 109 respectively. The Statistical Profile (see Table 1) provides further sex-disaggregated data across various human development areas, assessed in the CGA.
5. The unemployment rate for Anguilla was last calculated in 2007, prior to the 2008 global financial crisis. The overall unemployment rate was initially estimated at 1.5%. Male employment was indicated as slightly higher than female employment, at 98.7% and 98.3% respectively. With the onset of the financial crisis however, the country's poverty assessment estimated that the percentage of the population experiencing poverty was closer to 15%.
6. With the heavy concentration of economic activity in two sectors related to tourism (hotels and restaurants, and real estate), the global financial crisis of 2008 presented a significant challenge to Anguilla's economic security. While the initial poverty assessment figures estimated male labour force participation as higher than female labour force participation, at 81.2% for males and 65.8% for females respectively, the post-2008 Anguillan economy experienced notable impacts within all sectors related to tourism. The vast majority of employed persons in Anguilla were engaged in employment related to the tourism and financial sectors, and more so for those represented among the poor: 21.4% of the total employed population were employed in services and sales as of 2007-2009, with 38.3% of these workers occupying the two lowest consumption quintiles. Another 20.2% of workers were engaged in craft and related trades, with a significant 66.6% of these workers occupying the two lowest consumption quintiles.

7. The CGA recommends training and capacity-building initiatives within core economic sectors, for workers who are unemployed or underemployed as a result of the economic crisis. It further recommends the strengthening of support mechanisms for workers, to assist them in attaining higher employment positions, or acquiring diverse skills for employment in other economic sectors, including: financial services; transportation, storage and communications; and agriculture, livestock and forestry. The CGA recommends the development of specific capacity-building initiatives to promote women's employment in male-dominated sectors targeted for growth, to ensure that women are adequately trained to occupy better-paid positions, as the economy recovers and labour opportunities rebound.
8. Men living in or vulnerable to poverty were heavily concentrated in trades-related fields: 65.3% of men in the lowest consumption quintile, and 40.8% of men in the second lowest consumption quintile, were employed in crafts and trades. The CGA found that males were less likely than females to hold a second job (9% to 18.1% of males to females held a second job). The decline in the construction sector has had an adverse impact on employment opportunities for men across all consumption quintiles. Conversely, only 21.9% of men in the two combined lowest quintiles were employed in the services sector, which includes the areas of hotels and restaurants, retailing, and financial services. The CGA recommends that capacity-building initiatives should recognise the differential impacts of male unemployment and female unemployment on the individual and the household, and include psycho-social support to assist male and female workers in mitigating the challenges of new roles and responsibilities, particularly men who no longer assume the breadwinner role in their families/households.
9. Women were largely concentrated in the services and sales sector, which accounts for 30.3% of the total female employment. Another 14.0% of women were employed in clerical support. Similar to the dynamic of men employed in crafts and trades, 28.5% of all female workers in services and sales live in poverty, with another 33.9% occupying the second lowest quintile.
10. The CGA finds that more women than men are employed as managers, professionals or technicians, and associate professionals, at 36.9% of the total female labour force, compared to 28.4% of the total male labour force, which contradicts stereotyped notions of female participation at this level. However, despite the higher skills required for these professions and women's access to more advanced economic opportunities, the economic gains were not immediately apparent for the women working since 30.1% of all women in the lowest two consumption quintiles were employed in this sector. The CGA thus recommends the advancement of educational opportunities to ensure that education and training are more market-responsive. The Education Development Plan must work to dismantle deeply embedded gender stereotypes and inequalities, and ensure that women and men are adequately trained to meet the demands of the country's economy.
11. Micro, Small and Medium Enterprises (MSMEs), which are also critical to Anguilla's economic viability, have been challenged by various impacts of the financial crisis. Female and male entrepreneurs experienced various impacts due to the absence of economic, social security and political structures to support the maintenance and growth of their businesses. The CGA recommends that the Government implements mechanisms to support the private sector. These may include: strengthening partnerships with financial institutions to provide micro-credit lending and stabilisation loans; reviewing the registration and certification processes for MSMEs to extend temporary taxation relief to ensure the vibrancy and sustainability of the private sector; and taking steps to register, regularise and monitor MSMEs that are operating informally. It was recognised that women entrepreneurs comprise the majority of informal MSMEs, and thus processes were needed to bring them into the formal economy, ensuring they have access to all available legal and financial provisions of support to MSMEs. The CGA recommends gender sensitisation for personnel in financial institutions, consultations between the Government and private sector, and training and support mechanisms to encourage gender equitable support.

12. Females far outnumber males as non-participants in the formal labour force in Anguilla, at 34.2% compared to men at 18.8%. Female unemployment has historically been driven by family care responsibilities, including cyclical periods of care of children and the elderly. Thus, any further decline in women's access to labour opportunities would cause significant and adverse effects to their well-being. The CGA further reveals that women's burden of care is greater, based on traditional gender roles. This is exacerbated where women are the sole financial providers of the household and/or male visiting partners offer precarious support and assistance. Combined with unequal labour market opportunities, women-headed, single-parent households are significantly vulnerable to poverty. The CGA recommends that the Gender Affairs Unit and civil society organisations work in collaboration to mainstream gender across the full development process, in order to address these deeply embedded forms of gender inequality.
13. The CGA notes that Anguilla was obliged to put in place a fiscal framework predicated on debt restructuring and economic growth, and subject to the approval of the UK Government. Target growth sectors were re-assessed, and the Government of Anguilla (GoA) put in place a growth strategy to promote economic sustainability, while enhancing social and environmental protection. Changes instituted have resulted in a steady 5% growth achieved over 2013 and 2014. However, the aggressive adoption of structural reform policies (e.g., cuts to public sector salaries, reduced funding of social welfare programmes, and the introduction of new taxation structures through the Stabilisation Levy and Communications Tax) impacted more heavily on women due to their unequal position in the labour market and society. Given men's concentration in the primary industries (trade), reduced funding of infrastructural development notably impacted upon male labour and market opportunities. The CGA therefore recommends that a cost of living survey is conducted to better determine the impact of the Stabilisation Levy, Communications Tax, and future planned value-added taxes (VAT) on the most vulnerable of the population. In addition to other approaches, the CGA recommends revisiting investment approaches which provide taxation relief for foreign direct investment, while directing revenue generation mechanisms at the individual and household level.
14. The CGA acknowledges that structural adjustment programmes caused declining living standards among the poor, while sustaining incomes previously enjoyed among the better off. Census figures reveal that approximately 11.37% of the total male employed population and 19.54% of the total female employed population would be adversely affected by wage cuts in the public sector. The impact on average household income for families with multiple children increases exponentially, the longer wage cuts and subsequent wage freezes are implemented: it is estimated that income losses may range from 2% to over 5.5% each year, on top of the percentage already reduced, due to rising rates of inflation and overall increases in cost of living. The Government of Anguilla is therefore called upon to recognise the long-term and irreversible impacts of ongoing wage freezes analyse and revisit the decision to maintain reduced wages in the public sector, and undertake strategic planning to reduce government expenditure in other areas to achieve fiscal balance.
15. The CGA reveals that higher unemployment and declining personal incomes have had a negative impact on the financial performance of MSMEs, resulting in curtailed operations and/or closures. Declining purchasing power not only impacted on consumption levels, but MSMEs also depended on a thriving economy for a sustained customer and client base, and their own household sustainability. Residual effects on registered and incorporated businesses included the increase of informal businesses and work, traditionally understood to be female-led. The CGA noted that informal businesses challenge the overall success of registered MSMEs, which have invested in company registration and incorporation processes and paid corporate income taxes. MSME owners and operators also reported that Government support for their companies in challenged economic times has been minimal or absent. These owners and operators wished to see economic restructuring strategies specifically focused on the private sector, and MSMEs facing business closure due to declining tourism outputs.

16. The volatility of the tourist economy and its susceptibility to impact by external shocks dictates that other economic sectors must be significantly strengthened in order to advance the country's sustainable development and growth potential. The agriculture and fishing sectors have been minimal economic contributors, accounting for 1.99% of GDP. Agriculture, however, has maintained steady Gross Value Added from 2003 to 2009 with figures continuing steadily to 2014, while fishing has experienced some fluctuations. Men have historically maintained higher participation rates than women in the agriculture and fisheries sectors in Anguilla, and are likely to be the chief beneficiaries of efforts to advance employment/entrepreneurship opportunities. The physically demanding nature of these forms of labour, unconventional hours of work, relative risk, and exposure to outside elements have all contributed to notions of these sectors being male-specific. However, these notions delegitimise the role and participation of women in both sectors, both as physical labourers, managers, and contributors in other unseen capacities. Despite relatively low participation of both men and women in these sectors, fishing and small-scale agricultural production are noted as key sources for meeting the subsistence needs of households. The CGA recommends the development of a national Agriculture and Fishing Master Plan, comparable to the Tourism Master Plan, which could involve the dedication of revenue to building both sectors over the next five to ten years, including a supportive education and training strategy which targets youth in secondary and post-secondary education. The Master Plan should effectively articulate the challenges faced by both men and women to performance in the sector, and fully mainstream gender considerations.
17. The CGA indicates that issues of the environment are of critical importance to the country's sustainable development, and women's entrenched vulnerability to poverty in Anguilla is exacerbated in incidents of natural disaster, and with the onset of increasing environmental concerns. Women have attended more public forums on environmental issues than men, and have shared their experiences with regard to coastal erosion, hurricanes, flooding and other environmental issues, which have been integrated into strategic planning. The Disaster Management Department further operationalised gender considerations in planning and support. Sensitisation to gender issues and differing gender impacts across all levels of the public service would assist in heightening understanding of how women and men mitigate disasters, and evoke more equitable outcomes in the relief process.
18. Education has been recognised as a catalyst to Anguilla's sustainable development, serving as both a preventative and progressive measure for the improvement of society. As the CGA notes, there are persisting challenges to the success of students and to the sector, in improving life chances for boys and girls, men and women. However, the Education Development Plan (EDP) does not mention the differential impact of these interventions on girls and boys, and the development of the 2015-2020 Plan makes no specific mention of gender issues in education.
19. The enrolment of females in school exceeds the enrolment of males, particularly in post-secondary education. However, in some instances, due to male students repeating grades which they have not passed, there is a higher percentage of males enrolled in particular grades than the eligible male population of that age group. The number of both males and females enrolled in tertiary-level and technical vocational and educational training (TVET) in-country is however, significantly lower than the eligible population.
20. Approximately 70% of all students enrolled in post-secondary programmes are female, revealing stronger opportunities and chances for young women to be equipped for the future workforce. The low participation of males in tertiary education reveals a high likelihood that young males are pursuing immediate opportunities for economic gain.
21. Some 31.8% of females in the 15-49 age group reported having had their first child between the ages of 15-19, almost equivalent to the percentage of females aged 15-24 who are not enrolled in post-secondary education today. Similarly, 36.3% of females who had their first birth in their teenage years were found in the lowest consumption quintile, significantly correlating early pregnancy to poverty vulnerability.

22. The economic downturn has revealed the necessity for training and skills development that meets the needs of particular economic sectors. Despite this understanding, the CGA finds that the areas in which persons were being sponsored for overseas studies were not necessarily critical to national development. There is therefore a disconnection between the education development agenda and the development needs of the country, which requires critical consideration in the preparation of the imminent EDP 2015-2020.
23. Programmes have been designed to address the needs of young persons, particularly males, who may be considered to be at-risk of engaging in criminal activity. Initiatives have also been introduced aimed at increasing the offerings of TVET programmes to females. The Department of Youth and Culture (DYC) has mainstreamed gender and integrated a gender analysis into efforts to improve the life changes of boys and girls, particularly with regard to education, training and employment opportunities.
24. The CGA recommends that Anguilla effectively addresses the gender dimensions of educational opportunities in the imminent, revised EDP 2015-2020. The new EDP should draw up and analyse regularly collected statistical data on the participation and performance of girls and boys in the education system, in order to influence teacher training, programme selection, psycho-social support, counselling, and training services and opportunities for students in Anguilla. The education institutions should further connect education development goals to the broader national development framework, through strategically guiding course offerings to meet labour market needs, with the extension of support to girls who pursue training and employment in male-dominated sectors. Anguilla requires the creation of new and innovative strategies to promote the participation of male youth in education, training and employment. Providing exciting and challenging opportunities for boys who are at-risk, boys involved in crime and violence, and boys whose lives have been changed through gun violence and disability will serve to empower them in their individual lives, while building their understandings of citizenship and positive contribution to the development of the country.
25. Anguilla does not record a minimum wage, or a legislative instrument to establish and protect a wage floor for workers. The absence of this legal framework leaves the most vulnerable workers unprotected, and further creates precarious working conditions for workers with little to no job protection or other social protections.
26. The Royal Anguilla Police Force (RAPF) outlines burglary and theft, robbery, sexual violence, and firearm-related offences as the four main crimes in the country (Proctor, 2014). Perpetrators of burglaries, thefts and robberies have been found stealing basic subsistence items, such as food and clothing, from both private homes and supermarkets. The profile of perpetrators is: predominantly male, 15-30 years of age, with limited educational background, likely to be early school leavers. While the vast majority of perpetrators are male, females have also committed acts of burglary, which has been attributed to situational need. An increase in male youth gang violence is also noted. Crimes of gender-based and sexual violence (GBSV), including domestic violence and child abuse, are known to occur in Anguilla, despite supporting national data. Awareness-raising around child sexual abuse is evidently growing across the country, particularly through school-based interventions, leading to increased reporting, as well as through the Governor Her Excellency, Christina Scott, who has re-emphasised a child safety protocol, to ensure the reporting of crime and violence against children (Foy-Connor).
27. The male breadwinner/provider/protector/head of household model is still held to be the norm, and men continue to be measured by their abilities to provide for their families' well-being. Where men do not live up to these expectations, there are indications of frustration, desperation and disappointment, on the part of both men and women. Repeatedly men are expected to 'step up' to these responsibilities. Women, conversely, are charged with the responsibilities related to the household, children, and other activities which reinforce their domesticity. The roles women have assumed to fulfil household economic needs through engaging in the labour market, underscores the reality that the income of a sole male worker is not enough to sustain most families in Anguilla today. Moreover, as family structures vary across the

country, and economic opportunities change significantly, women have in many instances become the principal and/or sole breadwinners.

28. The CGA finds that women hold high positions within Anguilla's Government service. It is notable however, that women have been absent from participation in the highest level of political decision-making in Anguilla, as no females were elected in the 2010 elections to the 11 available seats. The 2015 elections provided a critical opportunity to change the gender composition of decision-makers in Anguilla, and increase women's effective participation, as a number of female candidates registered. The result was the election of three (3) female members: Hon. Pam Webster, Leader of the Opposition; Hon. Cora Richardson-Hodge, Minister of Home Affairs; and Hon. Evalie Bradley, Assembly Member and Assistant Minister of Home Affairs. The CGA notes that this historical election of women at the highest level of political decision-making requires concerted effort to ensure that it is not an anomaly, but that women's representation continues to be sustained and grow at this integral level.
29. The Gender Affairs Unit (GAU) is the National Gender Machinery, and chief agency responsible for addressing gender issues in Anguilla. Formed in 2014, with the hiring of a designated Gender Development Coordinator, the GAU is in its infancy. A Gender Working Group was established and this year, Gender Focal Points were appointed in government departments, to advance gender equality and women's rights issues in Anguilla. Notably, the GAU comprises one staff member, who is responsible for advancing the mission, mandate and goals of the institution. Irrespective of the country's small size, this is a significant undertaking for one person, and albeit impossible, without appropriate support mechanisms including additional technical staff and resources, and effective gender mainstreaming strategies throughout the broader public service. The CGA therefore calls upon the Government of Anguilla to strengthen the capacity of the newly formed Gender Affairs Unit to fulfil its mandate as the coordinating body for gender equality and gender mainstreaming. Additional technical support, engagement with priority areas identified (including gender-based violence), collection, analysis and dissemination of information on the representation of women and men in Ministries, Departments and agencies, and additional support to the GEMS Training framework are strategies proposed to ensure the successful development of the Gender Affairs Unit.
30. While the institutional framework to address gender issues in Anguilla is in its infancy, there are notable prevailing and persisting areas of gender inequality, which are particularly exacerbated in times of economic hardship. For Anguilla to advance a development framework where equal opportunities for men/boys and women/girls are ensured, the capacity of citizens and residents must be strengthened to enable them to contribute equitably to national development. To promote the recommendations put forward in the CGA, the GoA has prioritised the following: advancement of the National Gender Machinery, equipping the unit with appropriate staffing and resources; extension of the GEMS training at the highest political and institutional levels; full implementation of the recently passed Domestic Violence Act, ensuring adequate structures are in place to support survivors of GBSV; and mainstreaming of gender equality in the imminent Education Development Policy, as in all development policies across the country's social and economic growth sectors.
31. The integration of the experiences of Anguillan citizens and residents into development frameworks is required to ensure that they are responsive to meeting the needs of and providing protection for those who are most vulnerable and creating spaces for their effective participation in national development processes.

2.0 INTRODUCTION

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

SITUATING GENDER INEQUALITY IN ANGUILLA

36. Economic conditions have widely influenced the roles of men and women in Anguilla over the course of its socio-political history. Anguilla's high propensity for out-migration to other Caribbean countries, at times exceeding 15 percent of the population (Samuel, 2000), reveals a historical tradition of Anguillans leaving in pursuit of employment opportunities. Statistics on net remittances as a ratio of export of goods reveal cyclical periods of economic dependency on this support, and expressed notions of work abroad to support families in Anguilla particularly in periods of economic decline. Anecdotal evidence suggests that Anguilla's economic migrants have principally been men, and those responsible for contributing to the welfare of their families from abroad.

37. This economically-driven phenomenon has created periodic single-parent, female-headed households with women principally responsible for the management of families and communities. Moreover, these remittance returns, together with other traditional means of employment, are increasingly unable to meet household needs. Vulnerability to poverty has increased, particularly following the 2008 global economic crisis, and the increase in public assistance transfers, from 0.8% of GDP in 2007 to 1.6% of GDP in 2009 (Caribbean Development Bank/GOA, 2010) reveals increasing demands for public assistance. Women leading households as single parents are the principal beneficiaries of these initiatives (Social Development, Interview for CGA, 2014).
38. Despite the recognition of and programmatic direction towards addressing this feminisation of economic insecurity, persisting cultural norms and values have reinforced male-favoured leadership in Anguillan society, patriarchal systems and structures, and traditional gender identities. Religion and faith-based organisations are fundamental to shaping gendered values and norms in Anguilla, and consequently impact upon the perceived roles and responsibilities of men, women and children in the society. The socio-cultural capabilities of women to broader economic development outcomes have therefore been subject to societal question – by both women and men.
39. A recurring wish made by females consulted during the research for the CGA was for men to “step up” and re-assume their roles as leaders in communities and broader social life following their periodical absences. They thus expressed the notion that women had become “leaders by default”. Exploring these ideas through an OCSE¹ framework reveals important gender distinctions, where male leadership is favoured within economic, political and protective capabilities which ensure a particular form of nation-building through economic opportunity and employment, while women’s leadership is preferred in areas of human and socio-cultural capabilities. However, these sentiments are expressed as “women’s fatigue” in handling socio-economic affairs, resulting from the consistent absence of male partners. Ideological discourses of patriarchy therefore persist in Anguilla.
40. The historical appointment and election of men to positions of leadership is in direct contrast to the popularly held view of men’s limited participation and influence in decision-making. Men continue to hold the majority of positions at the highest political and economic levels, and thus they are in control over national decision-making processes.
41. It is important therefore, to juxtapose the widely found acceptance within Anguilla’s political framework, of the necessity to promote gender equality across all aspects of socio-economic and political life, to the participation of women and men in political, economic and socio-cultural life. Anguilla’s recognition of gender mainstreaming has grown over the past few years as indicated by: the recent investment by the HM Governor’s Office of Anguilla in public sector training on gender equality mainstreaming sensitivity (GEMS), the establishment of the position of Gender Development Coordinator in 2014, the advancement of social protection legislation in 2015, and the *Domestic Violence Act 2015*, demonstrates the political will to ensure that both women and men participate fully in sustainable development goals. What remains however, is the limited understanding of how advancing the gender equality and women’s empowerment agenda will lead to sustainable development outcomes.
42. The preparation of the CGA has taken place at an important stage of Anguilla’s growth and restructuring, both within the context of its economic agenda, and the role and influence of the national gender machinery. Significant economic declines in the post-2008 period have resulted in economic restructuring and structural adjustment programs and policies. Meanwhile, in decision-making at political, public sector and community organizing levels, gender mainstreaming is understood as the promotion of harmonious and balanced development. How the country implements gender equality strategies in key economic

¹ Opportunities Capabilities Security and Empowerment (OCSE) Framework. World Bank. 2001.

growth sectors is therefore critical at this juncture of facing known and unknown development challenges and insecurities.

43. The CGA aims to assess current public policy, in-country technical capacity and available statistics to assist in the planning, design and development of programmes and projects in poverty reduction and economic growth that are gender-responsive. It aims to provide an in-depth gender analysis of the socio-cultural, economic and political disadvantages faced by women and men, which have not significantly informed the development process in Anguilla, to promote gender equality and gender mainstreaming in sustainable development agenda, and to support the Gender Affairs Unit in spearheading these efforts.

44. The Anguilla Country Gender Assessment comprises of three main parts:

Part I A gender-based statistical profile and situational analysis of Anguilla.

Part II A gender assessment of Anguilla’s constitutional and legislative framework, and the country’s institutional framework and capacity for gender mainstreaming.

Part III Strategic entry points for CDB and other development partners, identifying gaps, risks and opportunities to address gender inequalities, and advance gender justice and people-centred development.

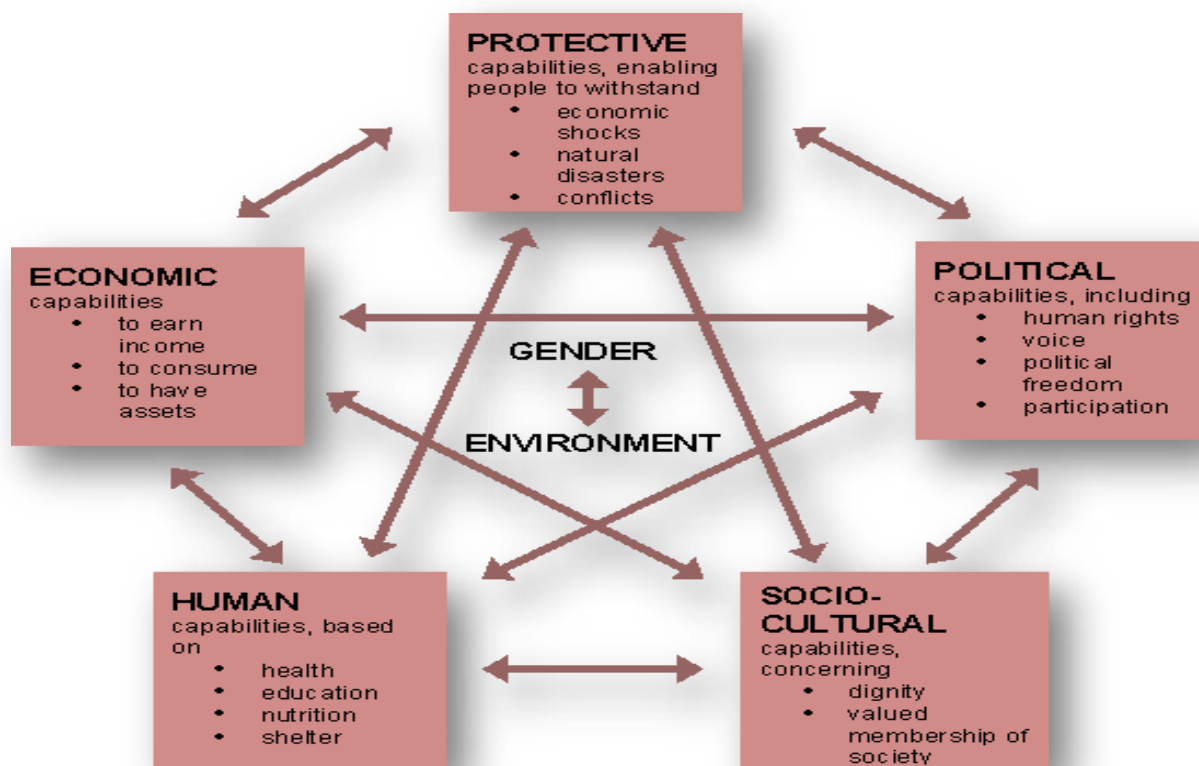
3.0 METHODOLOGY

45. The Anguilla CGA is informed by CDB's Strategic Plan (SP) for 2010-2014, which explicitly focuses on dismantling gender disparities and other inequities to reduce poverty through sustainable economic growth, and strengthening the resilience of borrowing member countries (BMCs) to external shocks (Caribbean Development Bank, 2010). The SP further recognises that gender equality is a cross-cutting theme in all of its targeted sectors of intervention.
46. CDB's *Gender Policy and Operational Strategy (GEPOS)* guides the organisation's allocation of resources to advance gender equality outcomes in BMCs, and establishes a framework for development cooperation and partnership to address the gender issues identified in the CGA. This document thus guided the proposed strategies and recommendations for Anguilla, which advances a cooperative and partnership approach to advancing development outcomes.
47. The key areas of focus in the "Country Gender Profile" section of the CGA were based on a review of CDB's *Country Strategy Paper for Anguilla (2010-2012)*, and current and pipeline projects, in conjunction with CGA in-country research undertaken in Anguilla.
48. The following sectors/areas were prioritised for the situational analysis in the Country Gender Assessment (CGA):
 - i. Gender and the Economy, with a focus on: debt restructuring, social assistance and taxation policy; tourism; micro, small and medium enterprises (MSMEs); agriculture and agri-business; and the environment.
 - ii. Gender and Education, Training and Labour.
 - iii. Gender, Culture and Socialisation, with a focus on: violence, crime and security; and gender and decision-making.
49. A Draft Country Gender Assessment had been prepared by Kisserup International Trade Roots Inc. and submitted to CDB in November 2011. This Draft CGA was reviewed in the preparation of this updated Anguilla CGA, and shared findings have been incorporated.
50. The Consultant approached the gathering of primary data and information in the social, economic and governance sectors through semi-structured interviews and focus group discussions during a field mission conducted from 7-12 September 2014, and a review of internationally and regionally published data sources. The CGA is further informed by national reports, policy documents, and legislation published electronically (see the Bibliography). The *Medium Term Economic Strategy 2010-2014 (MTES)*, *Estimate of Recurrent Revenue 2014*, and *Expenditure and Capital and Budget Address 2014* provided a comprehensive overview of the strategic economic direction for the current fiscal year. The field mission identified data gaps in current demographic indicators, in particular, economically active population, paid employment by economic activity, hours of work, and other labour force participation data after 2001; and distribution of household income and expenditure.
51. Data related to ownership of productive resources, such as land ownership and tenure, and ownership of MSMEs would have provided critical insights into the status of women and men, however, these were not available. Imminent data releases of the 2011 Census would provide information on a number of these areas. However not all the 2011 Census data was compiled and analysed at the time of the preparation of the CGA. The released Census data was incorporated in to the CGA.
52. The involvement of Anguillan stakeholders served to orient the research design and execution, particularly the National Gender Machinery, the Gender Affairs Unit, led by Dr. Ronya Foy Connor, who participated integrally in identifying Gender Focal Points and other persons to be interviewed.

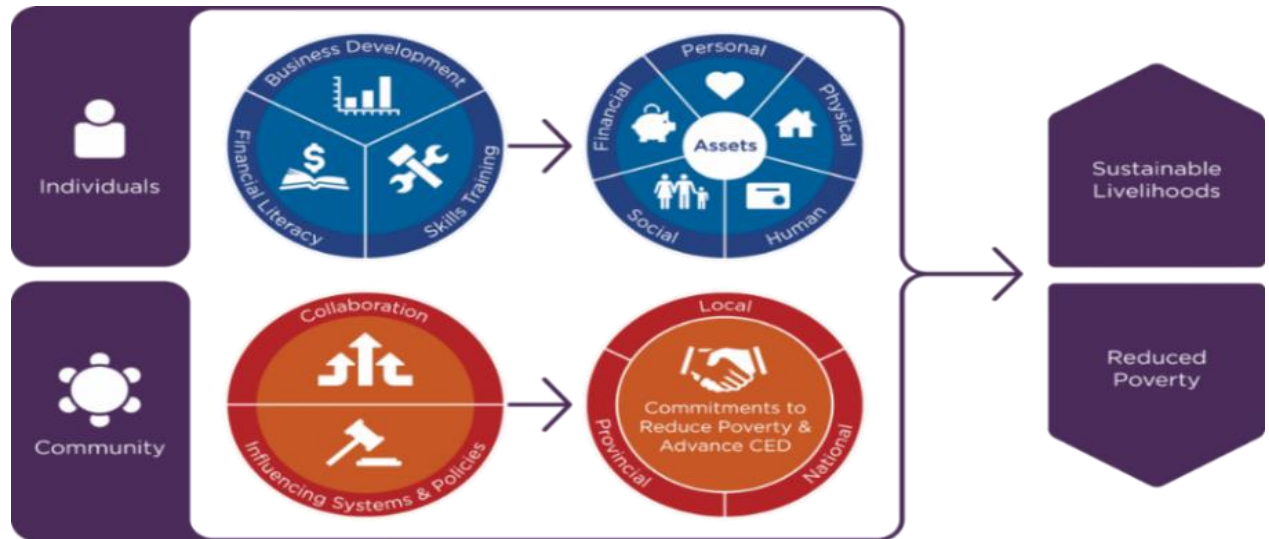
THEORETICAL FRAMEWORK

53. The four main dimensions of poverty encapsulated by the World Bank (2001) – opportunities, capabilities, security and empowerment – provide the main framework for this study. This framework incorporates the ‘entitlements/capabilities’, ‘social exclusion’, and ‘rights-based’ approaches utilised within the Caribbean context, which enable theorizing of the multi-dimensional aspects of poverty identified in the World Bank framework.
54. The CGA also applies the Assets Model which examines five categories of ‘assets’ that an individual man or woman requires to be a fulfilled, productive and self-supporting member of society: personal, social, physical, financial and human assets. It also recognises that building individual capacity requires particular inputs and changes in policy that supports one’s participation in and contribution to community economic development (CED). The 2015 World Bank World Development Report provides new insight on the important interplay between individual thoughts, social influences, and mental and social history on decision-making, and the importance of recognizing these dynamics in efforts to transform individual capacities and formulate development policies. This emerging Mind, Society, Behaviour Framework is explored in the CGA, particularly engaging with how psychological and social influences impact on the transformation of the personal, household, community and nation.
55. In addition, the Economic Systems Framework analyses the interplay between economic development and gender equality at the levels of households (including intra-household decision-making, and access to resources); formal institutions (e.g., legal, education, banking/credit systems and informal institutions (which include gendered belief systems, values and attitudes); and markets, which is depicted below.

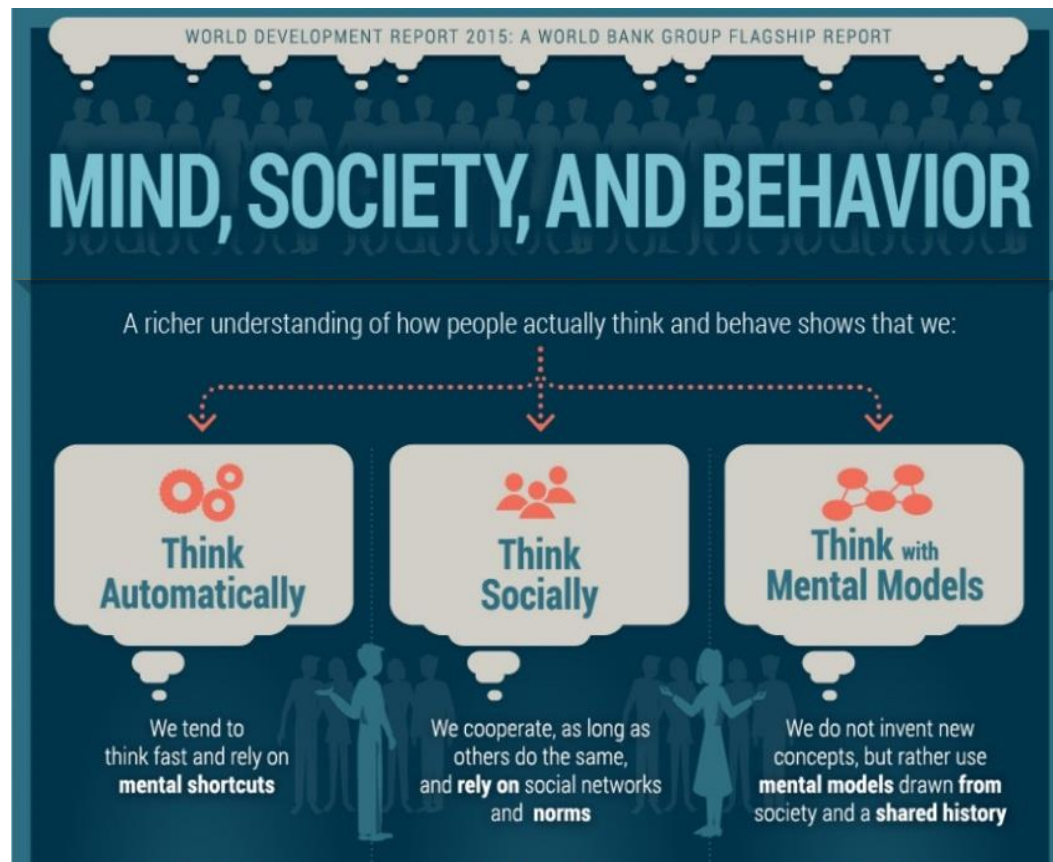
D1: OPPORTUNITIES, CAPABILITIES, SECURITY AND EMPOWERMENT FRAMEWORK



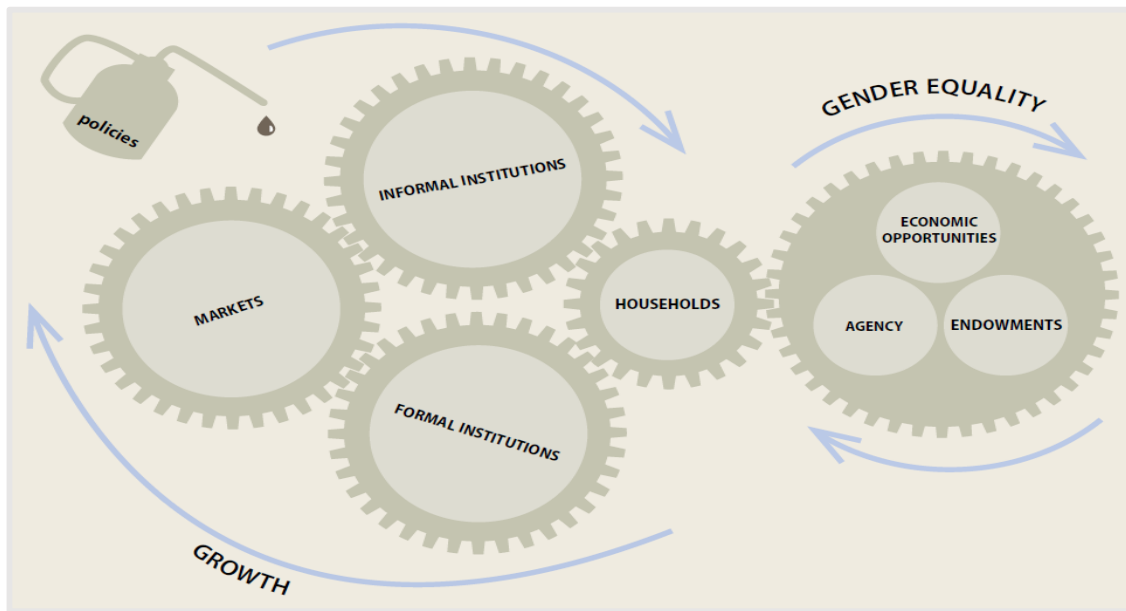
D2: ASSETS MODEL



D3: MIND, SOCIETY, BEHAVIOUR FRAMEWORK



D4: ECONOMIC SYSTEMS FRAMEWORK



56. The CGA adds to these frameworks the understanding that in the Caribbean males and females are not homogeneous groups, and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, (dis)ability, etc. deeply affect gendered experiences and outcomes.
57. Mirrored across the CGAs is the understanding that men and women experience poverty in different ways. The region includes a high proportion of female-headed households in which women struggle to support children on their own, often impeded by lower levels of education and skills, high levels of unemployment and under-employment, and a resulting economic, social and personal insecurity. Men, on the other hand, are more likely to find some type of employment, but many suffer a gender role ‘identity crisis’ due to their inability to function in the traditional male role of breadwinner, or fulfil the socially-established models of male roles and responsibilities. These forms of social organisation are understood to construct and normalise male dominance, while reinforcing oppression in all aspects of society.
58. The CGA discusses gender inequality within the context of patriarchy, and seeks to understand how patriarchal systems and structures disadvantage, marginalise and adversely impact upon the lives of both women and men. Men are recognised as playing a crucial role in the disempowerment of women, particularly through inter-personal relations and gender-based violence. However, they are also recognised as being adversely impacted by gender inequality (and patriarchy in the broader instance).
59. Accounting for difference in the experiences, needs, issues, priorities, etc. of women and men provides a framework for negotiating strategies to achieve equitable outcomes for all members of society.

GLOSSARY

60. The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) provides the following definitions of gender and equality, in an effort to advance adequate understanding of key concepts and terms, and their application to development programming:

61. **Gender:** refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/ time-specific and changeable.
62. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.
63. **Gender equality:** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.
64. **Gender Mainstreaming:** The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. Gender mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming should situate gender equality issues at the centre of analyses and policy decisions, medium-term plans, programme budgets, and institutional structures and processes. This requires explicit, systematic attention.

PART I

4.0 STATISTICAL GENDER PROFILE

65. The statistical gender profile (see Table 1 below) sets out core sex-disaggregated statistics and indicators in areas including population, income, poverty, social development, sexual and reproductive health, leadership and decision-making, and gender-based violence. The data in Table 1 indicate the following.
66. The last National Census was conducted in 2011, and estimated the total population of Anguilla at 13,037 persons (as per the visitation record stage of the Census). Of the total 13,037 persons recorded, 6,568 were female (50.4%) and 6,469 male (49.6%). Anguilla experienced an overall 12.8% population growth in the decade from 2001, with a slightly larger percentage growth among the male population.
67. The total labour force of Anguilla was last recorded in 2001, when the population was recorded at 8,228. At that time, 5,556 people were employed, representing 67.5% of the total population. Of the total number, males comprised a larger share of the labour force at 2,973 (53.5%) and females 2,583 (46.4%) Significantly higher numbers of females than males were recorded as engaged in “home duties”, at 655 (11.8%) to 109 (2%) respectively. Aside from the female population aged 65 and over, which comprised of the majority of females engaging in “home duties” (132 or 2.6%), the numbers were evenly distributed across the 15-64 age groups.
68. The Inequality Adjusted Human Development Indicator (IHDI) measures the actual level of human development, taking into account inequality, as published by the United Nations Development Programme in its 2011 and 2013 *Human Development Reports*. Relevant data are missing for Anguilla, and thus both of these reports, as well as UNDP’s Human Development Index (HDI), do not include a rank for the country. Anguilla’s *Country Poverty Assessment 2007/2009* (CPA) records a GINI Coefficient of 0.39, up from 0.31 in 2002.
69. Data on household indicators from the 2011 Census is being released in phases, and to date, updated information on the composition of households has yet to be released. The CPA points to 60.4% male-headed households, and 39.6% female-headed households. In 2001, more men defined themselves as heads of household than women, and subsequently more women defined themselves as spouses or partners of male heads of household. Of the population of persons surveyed for the 2001 Census, 2,405 males (or 65%) declared that they were the head of household, while 1,322 females (or 35.5%) declared that they were the head. This represents an approximate 4% decline of male heads and 4% rise in female heads from 2001 to 2007/2009. Cross-cutting these figures to age, there were higher percentages of 15-24 and over 65 year old female heads of household than males in these age categories (2002), at 4.16% female to 3.24% male in the 15-24 category, and 19.29% female to 15% male in the 65 and over category. Despite the statistics, more males still defined themselves as heads of household than females in total.
70. The differential declaration of head of household status by men and women may be attributed to longstanding societal norms and assumptions of gender roles and responsibilities. The country’s largely patriarchal and religious-based social organisation arguably lends to the default consideration of men as heads of the home, community and nation.
71. According to the *Country Poverty Assessment 2007/2009* (CPA), a mere 0.3% of those enumerated did not state a religious affiliation, with the majority reporting being either Protestant or Roman Catholic, and the country revealing an overall 12.8% growth in religion affiliation (Anguilla Statistics Department, 2014).

72. The socially-based understandings of male leadership challenges the interpretation and application of data utilised for female single-parent households, although regionally, the estimate is an average of 30-40% (Ellis, 2003). The 2007-2009 CPA estimated that 15% of households in Anguilla consist of one parent with children less than 18 years of age, but does not disaggregate this data by sex. The male-leader bias assumes that in households where males are the head, a female partner may also be present. Conversely, where females are the head of household, it is assumed that no male partner is present. Although the 2001 Census points to 35.5% of households headed by females, this data does not reveal whether or not there were married, conjugal, common-law or visiting male partners, a likely condition with the historically transient nature of male labour in Anguilla and temporary migration flows. The data on male-headed households also does not account for the financial and care responsibilities that female partners contribute to the home.
73. The 2001 Census revealed that 40.22% of males 16 and over were not in-union, compared to 37.6% of females. Some 39.84% of males of all ages were legally married, compared to 37.49% of females. Another 11.68% of females were in common law or visiting partner relationships, compared to 11.78% of males. These varying family dynamics hold important gender-based implications for the distribution of resources at the household level, the decision-making roles in the family as to the allocation of resources, care giving responsibilities, and the challenges to income and financial stability.
74. Women's burden of care is greater than men's, based on traditional social roles. This is exacerbated in situations where women are solely responsible for care and/or or male partners are only present in the home in various visiting forms, accounting for precarious extensions of support and assistance. Combined with unequal labour market opportunities as noted above, women's vulnerability to poverty is significantly greater, given the higher incidence of female single parent households (UN Women, 2014). The 2007/2009 CPA supports these findings in part, as 40.1% of poor households are female-headed. This Anguilla CGA estimates that female-headed, single parent households range from 15 to 35%, where males may provide varying levels of contribution. This establishes a critical site for development responses centered on meeting the needs of these families.
75. The other key indicators related to gender equality presented in Table 1 are analysed in subsequent sections.

T1: KEY STATISTICAL INDICATORS

INDICATOR	MALE	FEMALE	TOTAL	SOURCE & YEAR
TOTAL POPULATION (Visitation Record)	6,469	6,568	13,037	Anguilla Statistics Department, Census 2011 Data - Released June 2012
TOTAL POPULATION 0-14 YEARS	1,605	1,578	3,183	Anguilla Statistics Department, Census 2011
TOTAL POPULATION 15-24 YEARS	932	901	1,833	Anguilla Statistics Department, Census 2011
TOTAL POPULATION OVER 64 YEARS (estimate)	483	540	1,023	Anguilla Statistics Department, Census 2011
PERSONS LIVING IN POVERTY: THE 'POVERTY LINE' %	8.2 OF ALL MALES	3.6 OF ALL FEMALES	\$16,348 (ECD) 5.8%	Anguilla Poverty Assessment 2007-2009
			17.7% (ESTIMATE POST-2008)	Anguilla Poverty Assessment 2007-2009, pg. 149
POVERTY GAP			1.06	Anguilla Poverty Assessment 2007-2009
PERSONS LIVING IN POVERTY: THE 'INDIGENCE LINE' (%)	0	0	\$2,602 (ECD) \$7.13 (ECD)/DAY (0%)	Anguilla Poverty Assessment 2007-2009
FEMALE HEADED HOUSEHOLDS (%)		39.6		Anguilla Poverty Assessment 2007-2009
MALE AND FEMALE HEADED HOUSEHOLDS, POOR %	59.9	40.9	1.8	Anguilla Poverty Assessment 2007-2009

INDICATOR	MALE	FEMALE	TOTAL	SOURCE & YEAR
AVERAGE INCOME				N/A
HDI				N/A
IHDI				N/A
GII				N/A
MDI				N/A
NI COEFFICIENT			0.39	Anguilla Country Poverty Assessment 2007-2009 (2008 Estimate)
LITERACY RATE %			97.7	PAHO, 2013 (2010 Statistics)*
LIFE EXPECTANCY (YEARS)	76.52	81.11	78.88	Anguilla Statistics Department, 2002
FERTILITY RATE		2/1000		Anguilla Statistics Department, 2002 (2001 Census)
ADOLESCENT (13-19) PREGNANCIES		19	10% of all pregnancies	PAHO, 2013 (2010 Statistics)
ADOLESCENT FERTILITY RATE (15-19 YEARS)		60/100		Anguilla Statistics Department, 2002 (2001 Census)

INDICATOR	MALE	FEMALE	TOTAL	SOURCE & YEAR
MATERNAL MORTALITY RATE		0	0	PAHO, 2013 (2010 Statistics)
GROSS EARLY CHILDHOOD EDCN ENROLLMENT RATE %	92.9	81.7	87	OCES Educational Digest 2010-2011 (in 21 private institutions)
GROSS ENROLLMENT RATE (PRIMARY) %	96.3	93.5	94.9	OCES Educational Digest 2010-2011
GROSS ENROLLMENT RATE (SECONDARY SCHOOL) %	85.4	79.2	82.2	OCES Educational Digest 2010-2011
DROP OUT RATE (SECONDARY) %	0.6	0.0	0.3	OCES Educational Digest 2010-2011
ENROLLMENT IN TERTIARY EDUCATION	37	74	111	OCES Educational Digest 2010-2011 (Includes Skills Certificate, CAPE/A Levels, Associate Degrees and Other in 1 public and 3 private institutions)
EXPECTED YEARS OF SCHOOLING	11	11		CIA Fact book (2008 figures)
EDUCATION GENDER PARITY INDEX	(In favour of females)		Primary: 0.99 Secondary: 1.02 Tertiary: 4.86	United Nations Millennium Development Goals Indicators, 2006 Statistics
LABOUR FORCE PARTICIPATION (15+) %	81.2	65.8	73	Anguilla Poverty Assessment 2007-2009
EMPLOYMENT RATES %	98.7	98.3	98.5	Anguilla Poverty Assessment 2007-2009

INDICATOR	MALE	FEMALE	TOTAL	SOURCE & YEAR
UNEMPLOYMENT RATES %	1.3	1.5	1.5	Anguilla Poverty Assessment 2007-2009
WAGE GAP				N/A
REGISTRANTS TO THE SOCIAL SECURITY SCHEME	7,537	5,827	13,364	PAHO, 2013 (2006 Statistics)
MALES-FEMALES IN LEGISLATIVE BRANCH, PARLIAMENT	Elected: 7 Appointed: 4 Speaker: 0	0 0 1	7 4 1	Caribbean Elections, 2014 (from 2010 Elections)
MEN- WOMEN IN DECISION-MAKING POSITIONS IN THE PUBLIC ADMINISTRATION	Permanent Secretaries: 3 Heads of Departments: 17 Senior Officials: 0 Judiciary: 1	4 14 1 2		Government of Anguilla, 2014 *Senior Official includes H.E. the Governor of Anguilla *Members of Judiciary include: High Court Judge, Court Registrar; and Second Magistrate
MALE/FEMALE EMPLOYMENT BY ECONOMIC ACTIVITY	(SEE TABLE)			

* It is suggested that the Literacy Rate reflects persons who have indicated that they are literate, rather than those who actually have the ability to read and write.

5.0 COUNTRY GENDER PROFILE

5.1 GENDER AND THE ECONOMY

5.1.1 ANGUILLA'S FLOURISHING ECONOMY

76. In the half-decade prior to 2008, Anguilla was considered to be in its “boom” economic years. Capital gains, strongly driven by foreign direct investment (FDI), came through extensive development of its tourism and financial sectors. From 1999 to 2003, the country demonstrated a high level of attractiveness for (and dependency on) FDI in fixed capital formation, at more than 30% (Read, 2007). Table 2 highlights the concentration of the hotel and restaurant, construction, and real estate sectors to Anguilla's Gross Domestic Product (GDP) in 2007. Anguilla's CSP further points to this narrow economic base, exemplified by the steadily increasing activity of the Hotels & Restaurants and Financial & Business Services to GDP. Despite limited dependence on few natural resources, and the concentration of expansion of externally-driven investment opportunities, the strong economic performance of the tourism sector drove “over-full employment” for most Anguillians prior to 2008 (UNDP, 2014). As a result, Anguilla's *2007/2009 Country Poverty Assessment* estimated the poverty rate to be 5.8%, with no indigence in existence in the country.

T2: GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY, 2007

ECONOMIC ACTIVITY	EC\$M	ECONOMIC ACTIVITY	EC\$M
Agriculture, Livestock and Forestry	2.10	Financial Intermediation	66.58
- Crops	0.45	- Banks	57.66
- Livestock	1.65	- Insurance	7.02
- Forestry	-	- Activities Auxiliary to Financial Intermediation	1.90
Fishing	13.81	Real Estate, Renting and Business Activities	92.98
Mining & Quarrying	12.50	- Owner Occupied Dwellings	29.99
Manufacturing	23.36	- Real Estate Activities	22.53
Electricity & Water	28.99	- Renting of Machinery and Equipment	5.26
- Electricity	22.91	- Computer and Related Activities	1.03
- Water	6.08	- Business Services	34.17
Construction	151.67	Public Administration, Defense, Compulsory SS	55.28
Wholesale & Retail Trade	61.60	Education	14.30
Hotels & Restaurants	184.79	- Public	13.08
- Hotels	170.55	- Private	1.21
- Restaurants	14.23	Health and Social Work	15.27
Transport, Storage and Communications	84.04	- Public	13.28
- Transport and Storage	40.41	- Private	1.99
- Road Transport	22.55	Other Community, Social & Personal Services	17.86

- Sea Transport	6.29	Activities of Private Households as Employers	3.09
- Air Transport	1.33	Less: FISIM - financial intermediation services indirectly measured	20.04
Supporting and Auxiliary Transport Activities	10.23	<i>(Source: Eastern Caribbean Central Bank) – Rows highlighted in green are the highest three GDP income earners that year</i>	
Communications	43.64		

77. With real GDP growing at an average of 17.94% over this period, the Government of Anguilla (GoA) subsequently directed funding in capital infrastructure development towards tourism projects, new and defunct, with the focus on gaining revenue through customs administrative charges, stamp duties (as a result of foreign land transfers), and customs duties (Government of Anguilla, 2010). The MTES further revealed the contribution of tourism-generated revenue to support capital development: embarkation tax, bank deposit levy, ticket tax, work permits and extension of stay (Government of Anguilla, 2010). At the end of October 2007, Anguilla stood poised to exceed its recurrent revenue collections budget estimate by more than \$30 million (Government of Anguilla, 2010). Tourism projections prompted GoA to advance plans for a Tourism Master Plan for 2010-2020, anticipating the development of 4,500 rooms for accommodation, and the related labour force, employment, human resource development, health, safety and other issues likely to arise from such rapid growth, cognizant of the country's vulnerabilities (Banks, 2008). In 2007, the account deficit deteriorated due to increased construction-related outflows associated with the ongoing investment projects, despite a deficit of \$5.4m or 2.5% of GDP in the same year (CDB, 2007).
78. Aside from capital investment projects, which also included a seaport expansion and land acquisition, continued construction in the Allwyn Allison Primary School and Campus B, and a national football stadium, the GoA expended revenues on a 20% increase in civil servants' salaries, an increase to the subvention allocated to the Health Authority of Anguilla, an ultrasound machine and equipment for the maternity ward, and construction of a psychiatric ward at the hospital (Banks, 2008). Support to the criminal justice sector comprised of the construction of a short to medium term Juvenile Rehabilitation Centre, increased hiring in the Department of Probation, and a water plant development initiative.
79. With the heavy concentration of activity in two sectors related to tourism (hotels and restaurants, and real estate), a significant challenge to economic security is presented if the country faces contraction in these sectors, as happened when Anguilla was adversely affected by the 2008 global financial crisis.
80. From 2009 to 2012, Anguilla's economy suffered extensive decline, resulting in declines in foreign direct investment (FDI). The Ministry of Finance equated the country's economic decline to a fiscal cliff, citing economic suffering for all United Kingdom (UK) territories. The deficit peaked at EC\$204 million in 2008, which fell to a still sizable deficit of EC\$145 million in 2009. The Ministry of Finance placed the recurrent deficit in 2014 at EC\$70 million.
81. In addition to rapidly declining construction and other capital investment, booming tourist visitation and visitor expenditures enjoyed from 2005 to 2007 (143,186 total visitors and EC\$232.01M visitor expenditure in 2005; 167,245 visitors and EC\$280.30M expenditure in 2006; 164,067 visitors and EC\$310.40M expenditure in 2007), declined rapidly in 2008 to 2012, with a rebound only becoming evident in 2013. In 2008, total visitors fell significantly to 127,332, down over 40 thousand from the previous year, and total visitor expenditure fell by over EC\$16M (Eastern Caribbean Central Bank, 2014).

82. The post-2008 Anguillan economy saw notable impact in all sectors related to tourism. Comparative data on real sectoral growth reveals significant declines from 2007 in GDP by economic activity. While Hotels & Restaurants, Construction, and Real Estate, Renting and Business Activities were (and continue to be) mainstay industries, the declines suffered within these sectors amounted to extensive gross economic loss, challenging the overall sustainability of Anguilla’s growth.

T3: GDP BY SELECT ECONOMIC ACTIVITY IN MILLIONS (EASTERN CARIBBEAN), 2007 – 2014

ECONOMIC SECTOR	GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY IN CURRENT PRICES (EC\$M)							
	YEAR							
	2007	2008	2009	2010	2011	2012	2013	2014
Agriculture, Livestock and Forestry	2.10	2.20	2.35	2.59	2.75	2.57	2.54	2.64
Construction	151.67	180.86	75.71	50.90	43.16	47.89	50.22	51.74
Hotels & Restaurants	184.79	113.84	96.80	115.28	136.33	128.14	136.10	140.21
Transport, Storage and Communications	84.04	89.24	76.59	58.02	58.68	59.35	64.16	65.75
Financial Intermediation	66.58	79.88	65.53	78.07	86.29	89.02	60.87	57.84
Public Administration, Defence & Compulsory Social Security	55.28	67.58	77.73	77.17	70.53	70.19	70.05	71.41

SOURCE: EASTERN CARIBBEAN CENTRAL BANK, 2014

83. Table 3 (above) reveals the challenge of Anguilla’s economy in regaining economic productivity to pre-2008 outputs, showing progressive declines from 2008 to 2013 in: Construction; Transportation; Storage and Communications; Financial Intermediation (including banks, insurance and auxiliary activities); and Public Administration. The 2014 projections of the Eastern Caribbean Central Bank (ECCB) place GDP from Construction at just over one-third the amount of 2007 figures. The Hotels & Restaurants sector has steadily produced positive gains since a sharp decline in 2009 (EC\$96.80M), however it has yet to return to 2007 or 2008 outputs.

5.1.2 GENDER, TOURISM, AND ECONOMIC DECLINE

84. The 2007/2009 CPA reveals that the vast majority of employed persons in Anguilla were engaged in employment related to the tourism and financial sectors, and more so for those represented among the poor. In 2007-2009, 21.4% of the total employed population were employed as services and sales workers, 38.3% of whom were found in the two lowest consumption quintiles. Another 20.2 % of workers were engaged in craft and related trades, with a significant 66.6% of these workers found in the two lowest consumption quintiles (Kairi Consultants Limited, 2007/2009). A combined 28.4% of workers were managers, professionals or technicians and associate professionals, with only 28.8% of all these workers found in the two lowest consumption quintiles.
85. The crafts and related trades sector represents the highest employment category for men, accounting for 36.7% of all male participation in the labour force. Men living in or vulnerable to poverty were even more heavily concentrated in this field, as 65.3% of men in the lowest consumption quintile were employed in

5.1.2 RECOMMENDATIONS

- crafts and trades. 40.8% of men in the second lowest consumption quintile were also found in this field. Conversely, only 21.9% of men in the two combined lowest quintiles were employed in the services sector.
86. Females were minimal participants in the craft and trades sector, with the CPA recording their total population in the sector at 2.1%.
87. Men face a critical social challenge due to limited labour opportunities from the collapse of construction outputs and foreign-direct investment (FDI). The data on employment by category reveals that men at all income levels are adversely affected by declines in economic sectors related to construction and trades. The decline in male employment is significant, with resulting economic and psycho-social implications.
88. Men are overwhelmingly represented in labour categories immediately impacted by declining outputs. Not only is male labour heavily concentrated in crafts and trades, which includes construction, and general or elementary labour, males in the two lowest consumption quintiles are even more so concentrated. The loss of employment due to declining outputs in construction therefore adversely impacted on the employment opportunities for men across all consumption quintiles. The CPA notes that the entry requirements for this category are largely informal, implying limited education and training (Kairi Consultants Limited, 2007/2009: 74). The so-called “low-skilled” nature of this employment therefore also impacts the absorption capacity of its workers to other sectors. While the CPA notes that males were less likely than females to hold a second job (9% to 18.1% of males to females hold additional employment), this has important gender implications for both males and females. It may be argued that women are not able to achieve the same level of income as men with one job, due to lower wages, and therefore require second jobs in order to either make ends meet, or acquire equitable earnings to that of men with one job. For males who do not hold second jobs, this means that the loss of their sole source of employment would have a greater impact on their capacity to meet their needs as well as find alternative sources of income.
89. Deeply entrenched gender biases have resulted in notions of “full employment” predicated on male labour. When Anguilla enjoyed years of extensive capital and infrastructure development, the embedded assumption was that both men and experienced the benefits of growth, and experienced them in the same ways. However, the 2007/2009 CPA noted that in 2007, male labour force participation was recorded at 81.2%, compared to 65.8% for females, and among the working population, female unemployment was slightly higher than
- ✓ Increase gender-responsive social assistance and safety net support for the lowest income earners adversely affected by the economic crisis, recognizing its significant impact on male construction workers and female service workers. Put in place budgetary allocations to improving the monthly incomes of these unemployed persons, to ensure they have access to the basic subsistence needs. An opportunity for temporary contract employment within the public sector may assist in alleviating the strain of large-scale unemployment.
 - ✓ Undertake training and capacity-building initiatives in core economic sectors, towards workers unemployed or underemployed as a result of the economic crisis. Strengthening the support mechanisms for workers should include programmes which may assist them to successfully progress to higher employment positions, or acquire more diverse skills which are transferrable to other economic sectors, e.g., financial services; transportation, storage and communications; and agriculture, livestock and forestry. Although these sectors do not amount for as high a share of GDP as construction, retail and real estate, they have either maintained steady figures throughout challenging economic periods, or have achieved steady increases since the 2008 financial decline. Capacity-building initiatives should further recognize the differing impact of male and female unemployment on the individual and on the household, and include the necessary psycho-social support to assist workers in mitigating the challenges of their new roles and responsibilities.

male unemployment, at 1.7% and 1.3% respectively. As noted in the statistics above, women’s participation in the trades sector was very limited, and there continues to be a total under-employment of women vis-à-vis male employment in the trades sector. Therefore, while male workers may have enjoyed high employment and labour market opportunities through construction, craft and trades during the boom years, they were also most adversely impacted by declining market opportunities in these sectors. Women, who did not enjoy this period of “full employment”, were not impacted directly as workers, as this sector all but excluded female participation.

90. Traditional gender norms and stereotypes further connect male employment and economic success to notions of masculinity. Underperformance of males in the labour market is consequently viewed in a broader social context as a failure to live up to established male roles and responsibilities, particularly in keeping with the male breadwinner model. A myriad of negative outcomes emerge from the male breadwinner bias in situations of economic decline: men with feelings of inadequacy and low self-esteem, an increase in forms of substance abuse (due to the inability to effectively face economic challenges), involvement in crime and violence (as means to acquire income), and increased perpetration of violence against women. Male unemployment thus tends to have a higher visibility than female unemployment, due to the ways in which their economic and social hardships are expressed (Baksh, 2014).
91. Women, on the other hand, were largely concentrated in the services and sales field, accounting for 30.3% of all employment. Another 14.0% of all women were employed in clerical support. Similar to the dynamic of men who are employed in craft and trades, women living in poverty (the lowest consumption quintile) represented 28.5% of all female workers in services and sales. 33.9% of women living in the second lowest quintile were employed in services and sales. More women than men were employed as managers, professionals or technicians and associate professionals, at 36.9% (compared to 28.4% for men) (Kairi Consultants Limited, 2007/2009). Despite the seemingly more advanced skills requirements for these professions, and the noted higher participation of women in an area which is commonly known to have greater male representation, the economic gains were not immediately recognised for the women working in these related areas, as 30.1% of all women in the lowest two consumption quintiles were employed in these categories.
92. With the rapid decline in hotel expansion and tourist arrivals, women were likely to be greatly impacted by the economic decline, due to their predominance in the services and sales sector. Where women were more likely to hold supplementary forms of employment, this labour is further likely to be within the sales and services sector, both within the formal and informal economies, amounting for a decline in income earning opportunities.

T4: TOURIST ARRIVALS (TOTAL VISITORS) AND VISITOR EXPENDITURES, 2006 - 2013

	2006	2007	2008	2009	2010	2011	2012	2013
Total Visitors	167,245	164,067	127,862	112,115	118,716	123,558	129,391	151,303
Total Expenditure (EC\$M)	289.30	310.40	294.36	253.15	268.38	301.70	304.52	331.56

SOURCE: ANGUILLA STATISTICS DEPARTMENT VIA ECCB, 2014

93. Females are far greater represented as non-participants of the labour force in Anguilla, at 34.2% compared to men at 18.8%. Women’s experiences in the labour markets of the Caribbean region have been characterised by higher levels of unemployment, occupational segregation, concentration in the informal

sector, gender wage gaps, and a greater burden of unpaid care work for children and the elderly (Huggins & Hesse, 2014). Therefore, as female unemployment has historically been driven by family care commitments and responsibilities, including cyclical periods of care for children and the elderly, further declines in labour opportunities would present significant and adverse effects on the well-being of women and their families.

94. The CPA reveals that women in the richest quintile were the most likely to have more than one job at 20.4%, and thus would be increasingly vulnerable to falling into lower consumption quintiles in periods of economic decline, with the loss of one or both occupations.
95. International remittances represented a small but important contributor to GDP, as high as 6.46% of GDP in 2007, falling to 4.78% in 2008, and further declining to 4.62% in 2009 (United Nations Conference on Trade and Development, 2014). With their high non-participation in the formal/paid labour force, and declining support from international remittances, women are much more likely to be dependent on in-country community support networks, as well as social assistance and welfare programmes, to ensure their subsistence needs are met.
96. Although the CPA initially placed the indigence level at zero and the percentage of the population vulnerable to poverty at 5.8%, estimates were revised with the onset of the financial crisis, suggesting that 17.7% of the population was likely to be vulnerable to poverty.
97. Anguilla's economic challenges allude to larger economic and social issues for working men and women, and the likely economic, socio-cultural, human and political impacts on workers challenged by declined employment opportunities. Strategies to restructure the economy and mitigate the challenges of economic decline thus necessitate acknowledgement of and engagement with these realities.

5.1.3 TOURISM, FINANCE AND THE POST-2008 RESTRUCTURING AGENDA

98. As a result of the declining national income and significant national debt, Anguilla was obliged to put in place a fiscal framework predicated on debt restructuring and economic growth, and subject to the approval of the UK (Ministry of Finance, 2014). As the Ministry of Finance reports, both the 2010 and 2011 Budgets failed to gain UK approval on their initial submission, and former technicians of the International Monetary Fund (IMF) were sent to the territory to work with

5.1.3 RECOMMENDATIONS

- ✓ Recognising the long-term and irreversible impacts of ongoing wage freezes, analyse and revisit the decision to maintain reduced wages in the public sector, and undertake strategic planning to reduce government expenditure in other areas in order to achieve fiscal balance. While both women and men are adversely impacted by wages remaining stagnant amidst rising rates of inflation and higher costs of living, the predominance of women in the public sector means that women and their families are greater impacted by this economic policy.
- ✓ Conduct a cost of living survey to better determine the impact of the Communications Tax, Stabilisation Levy, and future planned value-added taxes (VAT) on the most vulnerable of the population. Utilise the results of the survey to reform taxation policy to ensure lower income earners pay less proportional taxes to higher income earners, and/or receive taxation refunds.
- ✓ Develop specific capacity building initiatives aimed and women's employment in male-dominated sectors targeted for growth. As Anguilla maintains a narrow sectoral focus on tourism, ensure that women are adequately trained to assume the positions that are better paid, as the economy recovers and labour opportunities rebound.

5.1.3 RECOMMENDATIONS

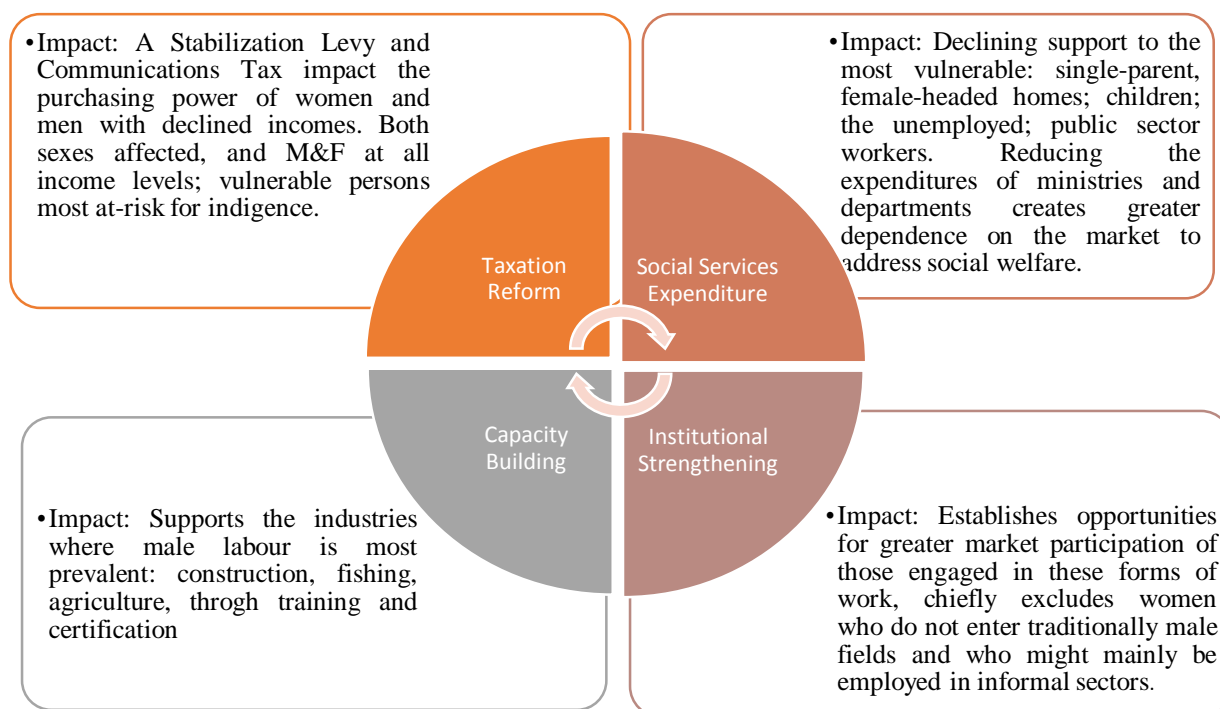
the Ministry to find the “most appropriate” path to achieve fiscal balance (Ministry of Finance, 2014). As the Ministry of Finance shared, projects that were in the pipeline or already in operation were halted, and the full implementation of the 10-year Tourism Master Plan further limited. Moreover, as the need to service the debt was deemed paramount, short-term debt instruments were instituted to meet cash-flow requirements.

99. A series of National Development Goals (NDGs) were established for the period of 2010-2014, which included:
 - i. Restoring Macroeconomic Stability;
 - ii. Promoting Sustainable Economic Growth;
 - iii. Providing Supporting Social Development and Social Protection;
 - iv. Reducing Economic Vulnerability.
100. Target growth sectors were re-assessed, and the GoA devised a growth strategy to promote economic sustainability, while enhancing social and environmental protection (Government of Anguilla, 2010: 5). As a result, the following goals were outlined to promote economic recovery and growth over the medium term of 2010-2014 (Government of Anguilla, 2010).
101. The NDGs identify key issues and challenges requiring immediate attention to meet targeted objectives (improve public financial management and performance; improve debt management; enhance capacity for fiscal planning and management; enhance growth potential and competitiveness; facilitate economic diversification; provide supporting physical infrastructure; develop human resources and the labour market; strengthen the social protection system; improve resilience to hazard; and promote environmental sustainability). There is however, no specific mention of the differential impact of these critical economic decisions on the lives of women and men. The implementation of the restructuring strategy proposed through the development plan presents however, a number of important gender-based implications.
102. As the Ministry of Finance reports, instituted changes have produced dividends, with a steady 5% growth achieved over 2013 and 2014 (Ministry of Finance, 2014). Key actions and activities proposed address institutional capacity issues, such as: the absence of key legislation and regulation; the need to source developing funding; the need to train government staff and build technical skills; and the need for more accountability measures for government entities. Women and men experience and are impacted by these broad-based economic development decisions differently, and the overall national development and debt management plan calls for an engagement with the differential ways in which women and men experience poverty,

- ✓ Revisit investment approaches which provide taxation relief for foreign direct investment, in order to ensure that national development strategies advance gender-equitable outcomes. The CGA finds that in periods of booming economic growth and significant FDI, social welfare spending was not prioritized, and employment opportunities were highly concentrated in male-dominated employment sectors. Where opportunities are available to capitalize on revenues from external investment, strategies should ensure that all citizens and residents will derive benefit through both labour opportunities and subsequent government expenditures which account for the needs of women and men. While directing revenue generation mechanisms to the individual and household level ensures continuous revenue streams, it also creates challenges for women and men earning low to no incomes in recessionary periods.
- ✓ Specifically extend capacity building and institutional strengthening initiatives to employment categories which are female dominated. Recognizing that capacity development activities are on-going in the construction, fisheries, and agriculture sectors, there is a gender bias towards sectors where male labour is most prevalent, and strategies should be instituted to ensure women's full participation in the formal labour market.

address their needs and issues, and establish priorities for themselves and their families. While a high concentration on the regulatory, legislative and strategic planning framework is found in the GoA's restructuring strategy, these actions are partnered with other targeted interventions. **Diagram 5** below outlines the interventions that would likely result in the most immediate and direct impacts on individuals and households, from a gender perspective.

D5: NDG ACTIVITY AND ACTION, GENDER MATRIX



103. The aggressive adoption of structural reform policies has historically challenged Caribbean states in achieving intended development outcomes, and further impacted upon the lives of women, in particular, due to their subject position in the market. Caribbean countries which adopted IMF-prescribed policies in the 1970s-1990s in particular, acutely experienced the key concerns expressed over stringent and rapidly-imposed economic reform policies through declined living standards, reduction in social services, increased levels of violence, and a rapid decline in the welfare of children (Elson, 1991).
104. Anguilla's fiscal restructuring plan similarly adopts some of the key prescriptions recognised as causing some the most negative long-term effects on households and nation building: cuts to public sector salaries, reduced funding towards infrastructural development and social welfare programmes, and the introduction of new taxation structures through the Stabilisation Levy and Communications Tax.
105. In 1987, a United Nations Children's Fund (UNICEF) regional study noted that six years of "decline or stagnation in the capacity of individuals, households, and governments to resist economic crises" caused "permanent damage" to the physical and mental capacity of the labour force, nutritional health of citizens, access to health care, and access to educational opportunities (Barriteau, 1996). The description of these

5.1.4 RECOMMENDATIONS

policies as “economistic”, exhibiting little attention to the social and human dimensions of adjustment was common. Further, it was acknowledged that they caused declining living standards for the poor, while altering the distribution incomes of the non-poor (Melville, 2002). The growth resulting from these programmes arguably gave rise to increasing inequality, and as Melville (2002) acutely noted, “the simplification of the tax system often affects benefits to the poor such as the elimination of basic food subsidies; changes in the level and composition of government expenditure tend to preclude spending on infrastructure projects that provide short term relief to the poor, and the move to indirect taxation is regressive.”

106. In 2014, 1,199 established positions were authorised by GoA across all sectors of the public service. In the absence of the 2011 sex-disaggregated Census figures on public sector employment, interpreted data from 2001 reveals that approximately 11.37% of the total male employed population and approximately 19.54% of the total female employed population would be adversely impacted by wage cuts in the public sector.² These estimates reveal that more women than men in the government service are likely to be adversely impacted by wage cuts and freezes. The impact on average household income for families with multiple children exponentially increases the longer wage cuts and subsequent wage freezes are implemented. It is estimated that income losses may range from 2% to over 5.5% each year, on top of the percentage already reduced, due to rising rates of inflation and overall increases in the cost of living (Callan, Nolan, & Walsh, 2010).
107. It is critical that the Government’s on-going strategy to address national debt and economic restructuring takes account of these significant human implications. While the desire to restore fiscal balance is laudable, albeit important to meeting medium-term development objectives, the long-term impact of these interventions on the ability of households to recover to pre-structural adjustment incomes and purchasing power is significant.

- ✓ Government should better articulate and implement support mechanisms designed for the private sector. This may include strengthening partnerships with financial institutions to provide stabilization loans and micro-credit lending, to keep MSMEs afloat in challenged economic times. Reviewing the registration and certification processes for MSMEs may provide opportunities to extend temporary taxation relief strategies to ensure the vibrancy and sustainability of the private sector.
- ✓ Initiate interventions to register, regularise and monitor informally operating MSMEs. Not only do underground businesses undermine the operating success of formally registered MSMEs, but in addition, standards of business operations, food handling safety, product quality control and other critical areas go unmonitored, leaving consumers – local and visiting – at risk, and business owners susceptible to a number of operating challenges.
- ✓ Extend training and support mechanisms, in collaboration with the private sector, to help increase the success potential for entrepreneurs. Implement core elements of the Tourism Master Plan and Medium Term Development Plan to invigorate the development of new and emerging business areas, rooted in broader national development objectives.

5.1.4 GENDER AND MICRO, SMALL AND MEDIUM ENTERPRISES

² The percentage totals of employed persons in Public Administration and Education were combined to provide an estimate of employed persons in the Public Service. In combining these figures, it is acknowledged that persons employed in other industrial groupings may also work in the Public Service, and that all persons in Education may not work in the Public Service. The absence of specific sex-disaggregated data on the composition of the Public Service for the inclusion in the CGA accounts for this composite estimate.

5.1.4 RECOMMENDATIONS

108. An overall roster of Micro, Small and Medium Enterprises (MSMEs) or sex-disaggregated data on ownership of MSMEs are not collected by Anguilla's Commercial Online Registration Network (ACORN) or the Chamber of Commerce, and thus were not available for analysis in this CGA. Country reports, however, reveal a similarly negative impact of the 2008 global financial crisis on the financial performance of businesses, resulting in higher unemployment and declining personal incomes due to closures and/or curtailed operations of MSMEs (Harris, 2014). As a result, declining purchasing power not only impacts on consumption levels, but MSMEs also depend on a thriving economy for a sustained customer and client base, and their own household sustainability. Further, MSMEs have encountered rising operating costs in the post-2008 context. Water and electricity costs maintain their pre-2007 levels, despite declining outputs. Rising food prices due to importation duties have impacted on the operations of hotels and restaurants (Various M. O., 2014).
 109. Residual effects on registered and incorporated businesses include the emergence of informal businesses and work, traditionally understood to be female-led. On the one hand, informal businesses challenge the overall success of registered MSMEs which have invested in the incorporation and registration process, and paid related corporate taxes; on the other hand, informality offers little to no intrinsic protections afforded to registered-MSMEs.
 110. Businesses operating in the underground economy are limited in the receipt of support from Government programmes and initiatives targeted at MSMEs, and do not receive established concessions and training to help strengthen their sustainability. The traditional favouring of large scale, male-led businesses could result in stereotyping in the valuation of entrepreneurial undertaking, and discredit traditionally female-led businesses (Huggins and Hesse, 2014). Moreover, as the businesses are informal in nature, they would tend to have limited or no business plans, collateral, capital, production and market records, and annual audited financial statements. The absence of these elements commonly limits the approval and issuance of small business loans that could further serve to build and strengthen businesses. Female entrepreneurs may be less likely to invest in growing their businesses, as competing demands on their savings for family responsibilities may render women less likely than their male counterparts to have capital to risk. This underscores the business implications of women's and men's differential understandings of and responses to their familial and social obligations, which gender scholars have long identified as a central feature of the unequal, gendered nature of social and economic life (Jackson, 2013).
- ✓ Strengthen social assistance mechanisms for owners of MSMEs. Conduct consultations with the private sector to identify key resource and development challenges, and involve MSMEs in the design and development of Government programmes aimed at providing temporary relief and/or long term support.
 - ✓ Provide gender sensitisation for financial/lending institutions to explore the loan and support structures which may maintain ingrained gender biases. Seek data from commercial banks and credit unions to outline 5-year sex-disaggregated lending and borrowing profile of customers. Along with this, immediately initiate processes to disaggregate land title data by sex. Utilize this information to advance the understanding of women's and men's ownership of productive resources, and the development of initiatives which serve to strengthen equitable participation in Anguilla's economy.
 - ✓ Provide gender sensitisation for financial/lending institutions to explore the loan and support structures which may maintain ingrained gender biases. Seek data from commercial banks and credit unions to outline 5-year sex-disaggregated lending and borrowing profile of customers. Along with this, immediately initiate processes to disaggregate land title data by sex. Utilise this information to advance the understanding of women's and men's ownership of productive resources, and the development of initiatives which serve to strengthen equitable participation in Anguilla's economy.

5.1.4 RECOMMENDATIONS

111. MSME owners and operators reported, however, that Government support for their companies in challenged economic times has been minimal or absent (Various M. O., 2014). They wished to see economic restructuring strategies specifically focused on the private sector and on MSMEs facing business closure due to declining tourism outputs. The absence of a social assistance framework which provides unemployment benefits or insurance exacerbates the challenges faced by individuals owning the means of their production. They therefore have to depend on their own safety nets, and where this support is absent, there is limited capacity for the GoA to protect businesses that are tourism-dependent.
 112. Domestic work and other activities that are premised on and reinforce female domesticity, such as barbeque stands and small pastry production, are common forms of work pursued in the informal economy (Various M. O., 2014). The focus group on MSMEs noted particularly the rise in such operations since 2008, as women, in particular, devised strategies to generate or supplement their income. These businesses create a number of insecurities and challenges, including precarious employment conditions, unregulated or unmonitored operating environments, and the reinforcement of traditional gender roles and responsibilities which further entrenches women's inequitable participation and success in the labour market.
 113. Both male and female participants in the MSME focus group discussion initially saw no intrinsic, systemic gender issues to the ownership and operation of MSMEs in Anguilla (Various M. O., 2014). Despite this initial response, participants outlined some of the key gender dynamics affecting MSMEs in Anguilla, particularly within the tourism sector. Large-scale hoteliers and restaurant owners were largely identified as male, while smaller scale owners and operators were female. Women tended to establish businesses principally centred on food production that required minimal start-up costs and limited capital investment. This alludes to what has been recognised in the regional context as the presence of a "double market": one characterised by larger-scale production, predominantly owned and operated by males, and the other characterised by MSMEs, including those operating within an informal sector, where women entrepreneurs predominate. While women are not absent from larger-scale production, they are more likely to be found in low-paying jobs and in the informal economy (Insanally, 2011). Meanwhile, recognizing class-based and capacity-based distinctions among the male population, Anguillan men have in some instances turned to elementary occupations, due to the challenges in the operation of their MSMEs. As a result, men have pursued agricultural and fishing business opportunities despite the absence of training in the
- ✓ Strengthen the capacity of women and men to own and manage larger-scale, export-ready businesses. Provide support for the translation of successful small-scale operations, including pastry, jams, jellies and other food production-focused enterprises, into export-ready products accessible to a broader market base. While the legislative and regulatory framework is being developed to support investment opportunities, the GoA should work to strengthen opportunities for Anguilla to diversify product and sector offerings through investment in its indigenous and exportable businesses.

sector, and limited sectoral absorption capacity (Various M. O., 2014).³

5.2 GENDER, AGRICULTURE AND FISHING

114. Anguilla's economy is evidently dependent upon the tourism sector, through which its related economic activities (construction, hotels and restaurants, and real estate) serve as the greatest, by far, contributors to GDP. The volatility of the tourist economy and its susceptibility to external shocks, as demonstrated by the 2008 global crisis, as well as natural disasters like hurricanes and tropical storms, which Anguilla endured in the past few decades, dictates that other economic sectors must be significantly strengthened in order to increase the country's growth and sustainable development potential. The Agriculture and Fishing sectors have been minimal economic contributors, accounting for 1.99% of GDP. Agriculture, however has maintained steady Gross Value Added (GVA) from 2003 to 2009 (Kairi Consultants Limited, 2007/2009), with figures continuing steadily to 2014, while Fishing has experienced some fluctuations.
115. At the 2001 Census, skilled persons in agriculture accounted for only 4.4% of the total labouring population, and those engaged in fishing only 1.8% (Kairi Consultants Limited, 2007/2009).

T5: CONTRIBUTION OF GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY IN CURRENT PRICES BY PERCENT (%), 2014

ECONOMIC ACTIVITY	%	ECONOMIC ACTIVITY	%
Agriculture, Livestock and Forestry	0.42	Financial Intermediation	12.13
- Crops	0.12	- Banks	9.73
- Livestock	0.30	- Insurance	2.09
- Forestry	-	- Activities Auxiliary to Financial Intermediation	0.31
Fishing	1.57	Real Estate, Renting and Business Activities	14.36
Mining & Quarrying	0.35	- Owner Occupied Dwellings	5.81
Manufacturing	2.22	- Real Estate Activities	3.97
Electricity & Water	4.35	- Renting of Machinery and Equipment	0.86
- Electricity	3.61	- Computer and Related Activities	0.11
- Water	0.73	- Business Services	3.61
Construction	8.03	Public Administration, Defense, Compulsory SS	10.06
Wholesale & Retail Trade	8.64	Education	4.21
Hotels & Restaurants	22.87	- Public	3.18
- Hotels	20.41	- Private	1.03
- Restaurants	2.47	Health and Social Work	2.86
Transport, Storage and Communications	9.28	- Public	2.55
- Transport and Storage	6.51	- Private	0.31

³ The CGA recognizes the absence of sex-disaggregated empirical data to substantiate these perceptions shared by the MSME focus group participants.

ECONOMIC ACTIVITY	%	ECONOMIC ACTIVITY	%
- Road Transport	3.00	Other Community, Social & Personal Services	3.03
- Sea Transport	1.65	Activities of Private Households as Employers	0.66
- Air Transport	0.20	Less: FISIM - financial intermediation services indirectly measured	-5.04
Supporting and Auxiliary Transport Activities	1.66	TOTAL	100%
Communications	2.77		

SOURCE: EASTERN CARIBBEAN CENTRAL BANK, 2014

T6: GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY (AGRICULTURE) IN CURRENT PRICES - EC\$M

	200	2004	200	200	200	200	200	201	201	201	201	201
Agriculture, Livestock and Forestry (Total)	2.33	2.37	2.12	2.00	2.10	2.20	2.35	2.59	2.75	2.49	2.68	2.92
Crops	0.58	0.61	0.51	0.38	0.45	0.52	0.63	0.83	0.96	0.62	0.73	0.85
Livestock	1.75	1.76	1.61	1.62	1.65	1.68	1.72	1.75	1.79	1.86	1.95	2.07

SOURCE: EASTERN CARIBBEAN CENTRAL BANK, 2014

T7: GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY (FISHING) IN CURRENT PRICES – EC\$M

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Fishing	6.99	8.60	12.32	12.70	13.81	15.73	11.92	10.56	13.99	14.69	11.42	11.01

SOURCE: EASTERN CARIBBEAN CENTRAL BANK, 2014

116. Despite their limited national contributions, Agriculture and Fishing are considered important sectors to the overall welfare of Anguillans. The 2014 Budget Address indicated a “drastic increase” in the demand for agricultural imports and services, as well as investment in new and improved methods for livestock and crop production (Government of Anguilla, 2014), this despite acknowledgement of limited land use for agricultural purposes, due to Anguilla’s dry climate and relatively constrained land size (Kairi Consultants Limited, 2007/2009). The Budget Address further identified fisheries as a sector that can make an important contribution to GDP, and bring “some semblance of diversification” (Government of Anguilla, 2014). A fisheries management and development plan has been proposed, along with a comprehensive fish stock assessment programme that includes the construction of a processing and storage facility, and public awareness strategies. Thus, the GoA has placed emphasis on strengthening the scope, overall growth potential, and increased labour force participation of these sectors. Investments in 2014, of EC\$1.58 M and EC\$0.871 M, were planned for the agriculture and fishery sectors, respectively.

5.2 RECOMMENDATIONS

117. The growth potential for Fisheries is noted in the over 200 nautical miles of ocean north of the island exclusive to Anguilla, the resource potential of which is currently untapped. Monitoring and preservation of these nautical boundaries are noted in the arrest of foreigners found fishing within Anguillan waters (Department of Environment, 2014). As a result, the GoA is currently working with the European Union (EU) and the Food and Agriculture Organisation of the United Nations (FAO) to improve licencing to enable fishers to go beyond the 35 nautical mile line within which workers have traditionally been limited, due to restricted harnessing capacities (Ministry of Finance, 2014).
 118. Men have historically maintained the most extensive participation in the Agriculture and Fisheries sectors in Anguilla, and are likely to be the chief beneficiaries of efforts to increase employment/entrepreneurship opportunities. In 2007-2009, 1.0% of the total employed male population were engaged in skilled agricultural, (forestry) and fishery work, with the majority of those employed found in the third consumption quintile (Kairi Consultants Limited, 2007/2009). The number of women in Agriculture and Fisheries was too small to be registered in the CPA, with the assessment recording no female participation in the sectors at all. At the time of the 2001 Census however, the two combined sectors accounted for 4.58% of all male labour, and 0.68% of all female labour (Government of Anguilla, 2001). With the total labour force participation in agriculture and fisheries in 2007-2009 revealing a decline from 2001 figures, these statistics could indicate a further decline in participation of both males and females in recent years. However, this would benefit from analysis of the 2011 Census data. The continued decline in participation in the sector may be attributed to increased participation in other more productive sectors, or to Anguilla's historical tradition of migration to other neighbouring countries in the pursuit of economic opportunities. This could also be a reflection of aging workers in the sector, who have left the labour force completely, with little to no introduction of youth workers in the sector. The 2011 Census data will enable a cross-analysis of age in these sectors, with sex-disaggregated migration statistics providing further insight to declining participation.
 119. Despite the relatively low participation of both men and women in these sectors, small-scale agricultural production and fishing are noted as key informal sources for meeting household subsistence needs. Meeting subsistence needs and maintaining food security have been highly challenged by the country's economic downturn. As a result, citizens have returned to traditional sources of food for household
- ✓ Immediately advance strategies to improve the economic performance of the agriculture and fisheries sectors through capital and human development investments. The desire to see these sectors assume greater contributions to GDP calls for an analysis of current budgetary allocations, and the devotion of government-owned resources (such as land) to improve opportunities within the sector. Incentives and capital should be offered or extended to existing farmers and fishers to broaden their performance capacities. Education and training opportunities should be put in place or enhanced to strengthen the capacities at all performance levels of the sector, including: physical labourers, technicians, owners and operators; manufacturers of related products and materials; and science and technological innovation specialists involved in agricultural and fishing production.
 - ✓ Increasingly give preference to local produce in the market, through the imposition of higher import duties on goods that are available locally and meet established standards. Farmers must be ensured adequate access to the market, to strengthen their participation and provide incentives for more persons to enter the sector. This preferential treatment not only supports local producers, but also decreases dependence on goods and services sold at high cost, due to transportation, duty and other added expenses, which are in turn passed on to the consumer.

consumption; fishing and small scale gardening have consequently contributed to a reduced dependence in imported goods, particularly in historical fishing communities (Various M. O., 2014).

120. The physically demanding nature of these forms of labour, unconventional hours of work, relative risk, and exposure to outside elements have all contributed to notions of these sectors being male-specific. However, these stereotypes delegitimise the role and participation of women in agriculture and fishing, both as physical labourers, contributors to management, and in other unseen capacities. For example, analysis from across the Caribbean explains the systemic, limited recognition of women's land ownership (and subsequent agricultural participation), as title deeds and other productive resources have often been recorded in the names of their male spouses, in keeping with patriarchal social norms (Huggins and Hesse, 2014). While men are the most visible participants, women have engaged successfully in these sectors in the country. Two female fishers are particularly recognised, and one owns her fishing boat (Ministry of Finance, 2014). Their success in the Fishing sector is viewed as an example of the potential for transformation of women's roles in traditionally male-dominated sectors, which can positively influence the participation of other women if actively promoted and shared.

5.3 GENDER, DISASTER MANAGEMENT AND THE ENVIRONMENT

121. Hurricanes and other natural disasters have affected Anguilla's development throughout its history. The most recent, significant occurrence – Hurricane Earl, which hit the island in 2010, caused damage to homes and private institutions, and underscored the key challenges faced by vulnerable persons to natural disasters including health issues and infrastructure deficiencies. Climate change, pollution, coastal management, and biodiversity conservation are further environmental concerns which impact upon Anguilla's sustainable development and are the subject of concerted attention (Department of Environment, 2014). The desire to protect and preserve Anguilla's environment, while mitigating the challenges of natural disasters, is outlined through the National Environmental Management Strategy, which includes the Climate Change Policy, Energy Policy, Invasive Species and Pollution policies; and the Disaster Management Strategy, which includes a Shelter Policy.⁴
122. As a tourism-based economy, issues of the environment are of critical importance to the country's sustainable development. As the Medium Term Economic Strategy (2010-2014) noted, Anguilla showed astounding performance as a small island state once tourism was pursued as the principle economic activity, having “barely anything to offer other than its natural features” (Government of Anguilla, 2010). Mitigating the impact of hurricanes and other natural disasters is therefore of critical importance to the country, which could be plunged into poverty in the event of natural disaster (Government of Anguilla, 2010).
123. The Department of the Environment sees the necessity to advance a holistic environmental management strategy, focused on prevention, surveys and research, exploring renewable energy, and vulnerability capacity assessments, among other areas. Despite the development of a comprehensive framework to meet and address environmental issues, particularly in relation to community development and tourism development, these policies and initiatives do not specifically with issues of ‘gender and environment’. Women have, however, participated in more public forums on environmental issues than men, and have successfully shared their experiences of coastal erosion, hurricanes, flooding and other environmental issues, which have been effectively been integrated into strategic planning (Department of Environment, 2014). The Disaster Management Department similarly has not integrated gender equality language into

⁴ At the time of writing, a comprehensive draft Disaster Management Strategy awaits Government approval. While the Director of Disaster Management noted the absence of a defined process for the approval of the document, the department has been using the Strategy to guide its activities.

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its policies; however, it has operationalised gender considerations in planning and support approaches. The resources prepared for use and distribution in shelters integrate gender considerations, and take account of the differential use of facilities by women, men and children. The office has worked to ensure that both single parent females and single parent males are adequately supported in the care of their children in times of natural disaster, and have trained staff members in psychosocial support for communities (Disaster Management, 2014).

124. Women's entrenched vulnerability to poverty in Anguilla is exacerbated during incidents of natural disaster, and with the onset of increasing environmental concerns. As the Disaster Management office indicates, resources distributed to families were often given to men as heads of the household. However, given the prevalence of visiting partners' relationships in the country, in some cases, men collected resources for multiple homes where they have children, but the resources were either not evenly distributed to women and children in all the homes, or even kept by the men for themselves. This issue highlights the concern of reinforcing the male head of household bias, and the disempowerment of women in the protection and safeguard of their families. Moreover, in the assessment process to determine needs and distribution of resources, women who were employed were in some instances deemed ineligible to receive water supply, and thus devised creative strategies to meet these needs by having other community members, including the babysitters of their children, secure water on their behalf (Disaster Management, 2014). A programme of sensitisation to gender issues and differing gender impacts across all levels of the public service would assist in raising awareness of how women and men mitigate disasters, and evoke more equitable outcomes in the relief process. As all members of the public service are bound to provide assistance during times of disaster, gender-sensitive training in disaster management is appropriate for the entire public service, and would serve to address longstanding gender stereotypes that disempower women and families in the event of these challenging situations.
125. Applying gender considerations to environmental issues also affects development decisions in the tourism sector. As the Department of the Environment explained, vegetation depletion and coral reef erosion are consequences of building large scale hotels on costal shores (Department of Environment, 2014). This tourism development impacts upon the usability of land and water resources for agriculture and fisheries production, which benefit men and increasingly women as a subsistence resource, and further as a productive asset for economic opportunity. Further, the massive use of

- ✓ Ensure that gender is mainstreamed into Anguilla's Environment policy and strategic framework. Revise existing policies to incorporate analysis of the differential impacts of gender, and ensure that the lived experiences of women and men are explicitly articulated in policy and programmatic interventions.
- ✓ Establish measures to ensure that development planning, particularly within the tourism sector, is cross-cutting to environmental protection and preservation. Promoting development in the tourism economy to the detriment of other areas of production and community sustainability may impact upon intended national, sustainable development outcomes, and serve to create new challenges in the lives of men and women. Immediate examples made evident through the CGA include:
 - Resources have been dedicated to support hoteliers in ensuring consistent water supply, where these resources could be similarly directed towards communities with noted water shortage challenges often managed and mitigated by women.
 - Allowing large-scale foreign investors to build hotels on costal shores may impact upon marine livestock, further limiting the opportunities for men, principally engaged in the fisheries sector, to maintain access to these resources, while further impacting on environmental sustainability.

clean water supplies by large-scale hotels impacts upon the availability of water for communities. While the GoA is willing to build costly tanks to support hotel water use, impact assessments are not conducted to assess the benefits of these initiatives for communities across the island.

6.0 GENDER, EDUCATION, TRAINING AND LABOUR

126. The relationship between education and income/earning potential, improved life changes, poverty reduction, and sustainable national development has been well-theorised and explored within the Caribbean context and beyond. The correlation between women's and girl's educational attainment and holistic social and economic development is further examined within development frameworks, connecting the promotion of educational opportunities for females to broad societal benefits. It is universally accepted therefore, that females' educational empowerment leads to both positive individual and social outcomes: increased economic productivity, higher family incomes, delayed marriages, reduced fertility rates, and the improved health and welfare of children (USAID, 2008). On the other hand, declining educational participation and achievement among male youth, exemplified by increasing drop-out rates at the primary and secondary levels, and lower enrolment at the tertiary level, causes detrimental social impacts including increased participation in gang culture and lifestyles, increased criminal activity, and less opportunities for participation in the labour force beyond elementary occupations.
127. Education has been recognised as a catalyst to Anguilla's sustainable national development, serving as both a preventative and progressive measure for the improvement of society (Government of Anguilla, 2010). As a result, the country has made significant investments in the overall education institutional framework. Anguilla is second only to St. Lucia in the OECS for the highest percentage expended on Education to GDP at 14.7% (CDB, 2013). The country has reportedly achieved both universal primary and secondary education, with a significant number of students completing the regular cycle of schooling, thus meeting an important regionally adopted Millennium Development Goal (MDG) indicator on education and gender equality (CDB, 2013).
128. There are however, persisting challenges to the success of students and to the sector, in improving life chances for boys and girls, men and women. While the GoA (via the Ministry of Education) is engaged in developing a 2015-2020 education policy, exploring the gender dimensions of the current priorities, and boys' and girls' current educational performance may serve to inform intended targets for the ministry's new policy, and by extension, the human resource planning of the Department of Labour.
129. The following areas have been specifically identified as priorities to advancing the country's development vision through educational opportunities in the EDP, as well as the key challenges accounting for their prioritisation:
- i. **Literacy Development:** Data from the past five years revealed that less than 50% of primary school students assessed read at or above their chronological ages;
 - ii. **Mathematics, science and technology:** Low literacy levels are contributing to poor performance in mathematics and science. On average, only 32% of secondary school students undertook mathematics examinations at the CSEC-level and passed, and less than 40% of all secondary school graduates undertook studies in at least one Science discipline;
 - iii. **Culture, values and morals:** "Traditional morals and values" are not evidently passed down from one generation to the next;
 - iv. **Establishing the technical and vocational education and training (TVET) framework:** TVET has not been given the level of importance in Anguilla as it should, and the low level of work performed by locals has resulted in the need to outsource qualified technicians; and
 - v. **Improving comprehensive secondary-level education:** Prioritizing teacher quality and professional development, parental involvement, behaviour management and pastoral care,

curriculum development, finance and partnerships, and strategic planning (2010-2015 Education Development Policy).

130. Reform and development strategies have made reference to the importance of quality education to employment opportunities. The participation and success of males and females at all levels of education is therefore understood as a precursor to sustainable working life potential, and further to mitigating the broader development challenges which make employment opportunities precarious and insecure. The national targets identified to address the aforementioned priorities of the Education Development Policy (EDP) do not mention the differential impact of these interventions on boys and girls, and the early stages of the development of the 2015-2020 policy makes no specific mention of gender issues in education (Education, 2014).
131. At most levels of education in Anguilla, the enrolment of females exceeds the enrolment of males, particularly in post-secondary education. In some instances, however, a higher percentage of males are enrolled in relation to the eligible male population of that age group, than the percentage of females in relation to the eligible female population in the respective age group. This percentage is revealed in the Gross Enrolment Rate. As the CPA reveals, 31.8% of females between the ages of 15-49 reported having had their first child when they were between the ages of 15-19 (Kairi Consultants Limited, 2007/2009), almost equivalent to the percentage of females age 15-24 who are not enrolled in post-secondary education today. Moreover, 36.3% of females who had their first birth in their teenage years were found in the lowest consumption quintile, significantly correlating early pregnancies to poverty vulnerability. In contrast, young males notably repeat grades more prevalently than females; therefore, where their enrolment may be higher within particular age groups, this is often attributed to a failure to meet the requirements to successfully complete related courses each year. The continuing repetition of years may further contribute to male students' desire to leave the education system to pursue entry to the workforce.

T8: GROSS ENROLMENT RATE BY SEX IN EDUCATION (2010-2011)

INDICATOR (%)	MALE	FEMALE	TOTAL
GROSS ENROLMENT RATE: PRIMARY	96.3	93.5	94.9
GROSS ENROLMENT RATE: SECONDARY	85.4	79.2	82.2

SOURCE: OECS STATISTICAL DIGEST, 2010-2011, OCTOBER 2014

T9: SUMMARY (TOTAL) ENROLMENT BY EDUCATION LEVEL (2010-2011)

LEVEL	MALE	FEMALE	TOTAL
Day Care	N/A	N/A	N/A
Special Education	1	6	7
Pre-School	212	233	445
Primary	835	787	1,622
Secondary	527	513	1,040

SOURCE: OECS STATISTICAL DIGEST, 2010-2011, OCTOBER 2014

T10: SUMMARY (TOTAL) ENROLMENT IN POST-SECONDARY EDUCATION (2013-2014)

POST-SECONDARY PROGRAM	MALE	FEMALE	TOTAL
Associate Degrees (2013-2014)	19	39	58
Post Graduated Diplomas in Education	5	10	15
Skills Certificates	14	3	17
CXC/CSEC	6	50	56
Graphic Design	3	5	8
Basic Computing	1	7	8
Electrical Installation	5	1	6
Leadership	6	18	24
Geriatric Care	1	5	6
TOTAL ENROLLMENT BY SEX	60	138	198

SOURCE: ANGUILLA COMMUNITY COLLEGE, 2014

132. The number of both females and males enrolled in tertiary-level and TVET skills training in-country is significantly lower than the eligible population. However, the above table reveals that among those who are enrolled, females outnumber males at a ratio of more than 2:1.
133. When the 2011 Census data on the youth population aged 10-14, 15-19 and 20-24 is juxtaposed to enrolment in secondary and tertiary education, it is evident that a significant percentage of youth are not enrolled in these two levels of education. Moreover, the ratio of students enrolled in secondary education to those in post-secondary education is very high, indicating that few students are continuing to acquire the skills to enter technical, management, professional and other higher-skilled employment categories. When male/female participation in post-secondary education is compared, for every 9 males enrolled in secondary education, one is enrolled at the post-secondary level. Notably, females have a higher ratio of enrolment in post-secondary education of 3.7 to 1.
134. While females are advancing to higher levels of education, at approximately 70% of those enrolled in post-secondary programmes, there is no evidence that their educational success is translating into increased labour market opportunities. As discussed earlier, economic data reveal that women are required to hold more than one job in order to enjoy economic success, at a greater rate than men. Further, women continue to occupy positions which leave them in the lowest consumption quintile compared to men, and experience a slightly higher rate of poverty than men. Despite their educational achievements, economic sector data point to male workers benefiting most directly in times of economic boom, revealing a disconnect between women's educational success, their capacity to compete in Anguilla's labour market, and their contribution to meeting the development needs of Anguillan society.
135. There is a high likelihood that young males are modelling historical patterns of earlier school completion in the pursuit of economic gain. Manual labour, is male dominated, has been profitable particularly in the 1990s to mid-2000s, and requires lower levels of education-based preparation. Where education and training are currently pursued in these areas and related sectors, there is no evidence that traditional gender norms have been broken to favour increased female participation in male-dominated sectors.
136. In the 2012 examinations, 1% of girls participated in the combined five subjects of industrial arts, and 5% of boys participated in the three combined home economics subjects. As CDB articulates through statistical findings from the past five years, this reveals a pattern of gender disparities in low participation (CDB, 2013).

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137. More critical is the disconnect between securing higher educational attainment, and improved life changes among females. Presently, women are disproportionately represented in the lower paid and less protected segments of the labour market (CDB, 2013). Although females who complete secondary education perform better than males with regard to entering tertiary education, graduating from college, or acquiring other forms of higher-level education, this has not resulted in a major shift in women's access to work, access to higher income, or access to leadership and decision-making positions. Moreover, it has not translated into women penetrating economic sectors that are more productive and targeted for development.
138. The economic downturn revealed the necessity for training and skills development that particularly meet the needs of other economic sectors. Anguilla has historically filled a significant portion of its labour market with expatriate labour, due to Anguillan workers not being suitably qualified (CDB, 2013). From 2007-2011, however, the number of work permit holders decreased dramatically, mainly due to the ongoing economic crisis (Government of Anguilla, 2014). This decline in demand for external labour has not translated into the development of training and education approaches or the availability of the requisite skills among Anguilla's population to meet the country's labour market needs. Between 2008 and 2012, over 500 work permits were issued annually for positions at the professional, supervisory and managerial levels (CDB, 2013).
139. A singular economic focus on tourism has influenced emerging training opportunities, with 78 out of 82 students enrolled in Associate of Science degrees concentrated in the two fields of Hospitality and Tourism Management and Business Studies. An appraisal report undertaken by Anguilla Community College (ACC) underscored that the areas in which persons were being sponsored for overseas studies were not necessarily critical to national development (CDB, 2013). There is therefore a gap between the education agenda and the development needs of the country, which requires critical consideration in the preparation of the imminent EDP.
140. This being said, some labour force training opportunities have been directed towards addressing gender inequities, and reducing poverty among the most vulnerable members of society, as the socio-cultural issues impacting on female and male participation differ considerably. The Ministry of Health and Social Development (MHSD), through DYC, launched a Job Link-Up programme in 2009 to address the needs of young persons, initially males, who were considered to be at-risk of engagement in criminal activity. This project has however,
- ✓ Strengthen the overall institutional framework to support parents in the pursuit of continuing education, at all age levels. (As noted in Recommendation 4), Government day-care and early childhood education centres must form part of the overall education system. Meeting the needs of children in their formative years not only increases their potential, but also enables parents to receive the necessary support for their children while engaged in the productive labour force.
 - ✓ Institute Labour Market Surveys and Labour Market Information Systems which provide data and trend analysis to inform sector planning across all government ministries, particularly in education. It is important to gain an evidence-based understanding of how economic challenges impact on the labour market, so as to provide support for the full participation of women and men in the economy, and design strategies to effectively reintegrate citizens into new and emerging areas of opportunity. This planning will further help to guide immigration and work permit extension processes, as GoA will be better equipped to extend entry to fill established needs.

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maintained a clear mandate for increasing gender balance, as reported by the ACC. To date there have been 103 participants (Romney, 2014).

141. The Job Link-Up programme provides apprenticeship training, life skills and counselling to facilitate youth participation in productive activity (CDB, 2013). As Anguilla Community College reports, the most recent cohort of the Link-Up programme were chiefly comprised of teenage mothers, with an aim of giving them skills to be more marketable (Hill, 2014). The skills prioritised for the cohort included literacy, numeracy, digital literacy and soft skills, in line with the current EDP target areas. However, the programme aspires to extend areas of focus to TVET. In this manner, the project aims to address gender stereotypes in the entry of females into technical and vocational skill-based labour. A technology camp was initiated, which trained 20 girls in technical design; while a TVET component of the initiative aimed at increasing its programme offerings to females. The programme also provides support to young fathers, some as young as 15 years old, aiming at increasing their labour market opportunities, as well as offering them parenting skills since parenting programmes have traditionally been female-focused (Romney, 2014). A key objective is to develop a gender-responsive scholarship component, ensuring the weighting instrument and marketing of the programme intentionally seek to demystify the assumption that technical and vocational skills are male-only fields (Hill, 2014).
 142. The DYC has mainstreamed gender and integrated a gender analysis into efforts to improve the life changes of boys and girls, particularly with regard to education and training opportunities and labour. The entrepreneurship-focused programme, “GET SET” focuses on training youth aged 16-35 for employment in productive sectors, and particularly encourages female participation in the construction sector. Programme components include heavy equipment training, mentorship, technical and funding support, and business plan development (Romney, 2014). Moreover, the training has taken into account social concerns facing young men, e.g., disability. Rising gun violence has left many young men paraplegic or suffering from other disabilities which have impacted on their lives significantly. The “TOUCH” programme targets youth with physical disabilities, aimed at reducing tension in communities, and channelling young men into productive employment (Romney, 2014).
 143. The significance the Ministry of Education has placed on culture, values and morals requires critical analysis in the context of gender. While the emphasis on tradition is important, it is equally important to fully articulate the
- ✓ Effectively engage with and account for gender-differential educational opportunities in the imminent, revised Education Development Plan (EDP). The new EDP should use regularly collected data and statistics on the participation and performance of boys and girls in the education system as a basis for designing teacher training programme selection, psychosocial support, counselling, and training services and opportunities for students in Anguilla. The failure of boys to participate effectively above the secondary level must be addressed with specific targets and indicators, which underscore the intrinsic value of education to one’s holistic development potentials. The EDP should also concertedly address gender stereotypes in courses and materials, to encourage the equal and equitable participation of boys and girls at all levels.
 - ✓ Connect education development goals to the broader national development framework through strategically guiding course offerings to meet labour market needs. The strategy of the Education Department, including TVET, should work to improve the life chances of females and males, to enable better access to employment opportunities that are sustainable, and to create opportunities to prevent poverty and vulnerability to poverty.
 - ✓ Extend support to girl/women who pursue training and employment in male-dominated sectors, and to boys/men who pursue training and employment in female-dominated sectors. Disrupting gender stereotypes in education and labour will serve to transform gender relations at the household, institutional and national levels, and contribute to more equitable social outcomes.

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traditions expected to be passed on, particularly in the context where gender stereotypes or gender-based vulnerabilities may be reinforced. The EDP established a series of performance indicators in this area, centred on the development of a Culture, Morals and Values document and associated programme. The process of preparing this document should include youth and their parents, and various youth-based organisations including the DYC and Youth Ambassador Corps, in conjunction with other non-governmental organisations addressing various socio-cultural issues, including the Soroptimists and Anguilla Community Action Network (ACAN), to ensure that a highly consultative process informs the document and protects female and male youth from gender discrimination. Emphasis has also been placed on influencing private sector attitudes and approaches to early school leavers. Areas requiring public sensitisation and effective strategies include cultural attitudes to teenage pregnancy and early or one-time criminal offences.

144. The promotion of economic opportunities, including entrepreneurship, skills development, job creation and investment all form part of the international agenda on decent work. The International Labour Organisation (of which the United Kingdom is a member, and has delegated ILO engagement for British Overseas Territories to the Department of Works and Labour), describes work as a source of “personal dignity, family stability, peace in community, democracies that deliver for people, and economic growth that expands possibilities for productive jobs and employment” (International Labour Organization, 2014). With gender equality as a cross-cutting objective, the decent work agenda aims to further guarantee rights at work, extend social protection for workers, and promote social dialogue around building cohesive strategies. In joining the consensus to promote decent work, Anguilla agrees to an international framework which sees decent work as a key element in reducing poverty and achieving equitable, inclusive and sustainable development (International Labour Organization, 2014). A key component to defining work that is “decent” is the establishment of a statutory minimum wage. A minimum wage is critical to protect low-paid workers against unduly low wages, while considering the needs of workers and their families, taking into account general wages in the country, the cost of living, social security benefits and relative living standards, as well as the requirements for economic development of the country, levels of productivity, and the desirability of attaining and maintaining a high level of employment (ILO, 2012).
145. Anguilla does not record a minimum wage, or a legislative instrument to establish and protect a wage floor for workers. The absence of this legal framework leaves the most

- ✓ Create new and innovative strategies to promote the participation of male youth in education, training and employment. Providing exciting and challenging opportunities for boys who are at-risk, boys involved in crime and violence, and boys whose lives have been changed through gun violence and disability will serve to empower them in their individual lives, while building their understandings of citizenship and positive contribution to development of the country. Young/teenage mothers should receive support in areas such as continuing education/training, childcare and psychosocial counselling, to enable them to participate in the labour market, and reduce their dependence on social assistance programmes. Supporting young mothers can highlight the necessity for gender-responsive workplaces, which offer childcare facilities, flexible working hours, and opportunities for at-home, technology-based employment. Targeted gender approaches must, however, be specifically designed and critically assessed as to not reinforce gender norms and stereotypes.

vulnerable workers unprotected, who have been largely identified as women engaged in the tourism services sector. The absence of a minimum wage further creates precarious working conditions for workers with little to no job protection or other social protections, further found to be both women and men engaged in the seasonal and externally-driven nature of the tourism sector. With such a significant proportion of female and male workers engaged in lower-skilled labour, in different working capacities, and many younger workers entering the labour force with elementary skills and training, particularly young men who have not attained higher education, it is critical for the GoA to establish a framework which ensures that workers are adequately protected, and they acquire the means to their subsistence as a precursor to participation in the country's economic restructuring and growth.

6.1 SOCIAL ASSISTANCE AND WELFARE PROGRAMMES

146. The Social Development Department administers a range of safety net and public assistance initiatives that respond temporarily to specific vulnerabilities of the poor and other at-risk groups in Anguilla (Government of Anguilla, 2010), which are highlighted throughout the CGA.
147. The 2008 economic crisis forced an increased demand for these services, particularly by single-parent women (Social Development, 2014). However, as the GoA notes, this demand has not been matched by increases in the agencies' financial or skilled human resources. The Government further recognises that expanding services would result in more sustainable gains. However, in 2010, it noted the financial restrictions to expanding these services and interventions, which are increasing in the current economic climate (Government of Anguilla, 2010), yet have not been supported significantly by additional resources as of 2015.

7.0 GENDER, VIOLENCE, CRIME AND SECURITY

148. Anguilla has largely enjoyed low rates of crime, and has traditionally been considered to be free of violence (CDB/GoA, 2010). For a country dependent on high-value tourism, the safety of its communities informs its continued attractiveness to tourists and visitors, and thus there is a principal investment in seeing this maintained. Increases in the country's crime rate, in some cases referred to as a "surge", have been attributed to economic declines and limited sources of labour and income, impacting up citizen security (Finance, 2014; Proctor, 2014; Romney, 2014). Other forms of crime have longstanding roots, well known but yet significantly less addressed, including domestic violence and child abuse. The gender dimensions of crime in Anguilla are distinctive, and have important implications for how issues of crime and violence are addressed, and the strategies to support and assist victims and perpetrators.
149. The recognition that the causes of rising crime rates are economically-driven stems from the nature of crimes committed in recent years. The Royal Anguilla Police Force (RAPF) identifies burglary and theft, robbery, sexual violence and firearm-related offences as the top four crimes in the country (Proctor, 2014). Perpetrators of burglaries, thefts and robberies have been found stealing basic subsistence items, such as food and clothing, from both private homes and supermarkets chiefly owned by non-Anguillans (Proctor, 2014). The profile of perpetrators is: predominantly male, 15-30 years of age, limited educational background, likely to be early school leavers (Proctor, 2014). The growth of a consumerist culture among the youth, driven by both external influences and national economic growth from 2003-2007, has influenced young males to pursue material gains beyond their immediate means, leading to higher incidents of crime and gun-related violence (Corps, 2014; Romney, 2014).
150. While the vast majority of perpetrators are male, females have also committed acts of burglary, which has been attributed to situational need. An increase in male youth gang violence has also been noted; however, these gangs are noted to be disorganised or unsophisticated, lacking significant drug connections or networking capacities (Proctor, 2014). While sex-disaggregated data on incidents of arrest and prosecution were requested for inclusion in the CGA, this information was not made available. However, such data would serve to provide statistical evidence in support of anecdotes provided by senior officials.
151. Currently, only 1 female is incarcerated in the nation's prison (for breach of probation in a theft-related matter), compared to 58 males. The prison is considered to be over-crowded with current numbers (Proctor, 2014).
152. The RAPF reports having limited resources to address emerging forms and rates of crime, operating with a force of 121 officers (Proctor, 2014). Support and assistance from the United States has been sought and secured to deal with gang activity, despite the recognised variation in complexity and scope. Government support has further been sought to increase the agency's human resources and training opportunities to keep pace with the growth of the country, which was cited as a missed opportunity during Anguilla's booming years (Proctor, 2014). There are inadequate resources for processing evidence, and thus reported crimes are often left unsolved where forensic findings could have assisted in leading to arrests and prosecution. Inter-agency collaboration is identified as an area for institutional strengthening, particularly to develop a care, treatment and support framework around addressing crimes with youth and female victims.

7.1 GENDER-BASED AND SEXUAL VIOLENCE

153. Crimes of gender-based and sexual violence (GBSV), including domestic violence and child abuse, are known to occur in Anguilla, despite the absence of empirical data. The Commissioner of Police indicated, however, that domestic violence (DV) in particular, is largely under-reported in relation to estimated occurrences, due to various inter-personal challenges and household dynamics (Proctor, 2014). Incidents where a teenager becomes pregnant are often brought to the attention of Police. However, families have reportedly prevented victims from reporting, and other forms of negotiation (pay-offs) involving parents and perpetrators have taken place, limiting police intervention (Proctor, 2014). It is largely understood within the Police Force that women who depend on male partners/breadwinners are fearful of reporting crimes of DV, particularly due to the risk of losing economic support. It is widely understood that a myriad of factors impact upon victim reporting, and seeking police and other assistance, which could inform training approaches directed at the ranks and file of the Police Force. Although RAPF does not have a DV-specific unit, the entire Force has undergone training in GBSV and four officers have been trained as GBSV facilitators; but resource gaps have prevented further training. However, the absence of a Domestic Violence Act has hindered efforts to make police responses more specific to the crimes committed (Proctor, 2014).
154. Community-based organisations report historically-limited police intervention to address DV in Anguilla that has improved over the course of time. What used to be a “hands off” approach to DV is changing, with incidents addressed with more awareness and sensitivity. However, extensive and continued efforts are required to address these crimes (Sorooptimist, 2014). Advocacy and community-based awareness on DV issues have been the catalysts for institutional change, which reportedly served to propel the passing of the *Domestic Violence Act 2015*.
155. Another key challenge to addressing GBSV and meeting the needs of survivors is the absence of a coordinating agency responsible for overseeing care, treatment and support services. It is not currently a function of the GAU or other departments to manage or track incidents of GBSV. Further, apart from police statistics, there is no established reporting or case management structures in place, aside from incidents relating to children. Non-government organisations and groups have provided support and counselling over the years, but there are no mechanisms in place to provide information that may lead

- ✓ Establish the supportive institutional framework in the judicial/legal, policing, and social services sectors to address the needs of survivors of DV and their families, in keeping with the advancements of the *Domestic Violence Act 2015*.
- ✓ Commence development of an overarching body to provide, monitor and evaluate support to survivors of GBSV located in the public sector and facilitated/supported by the GAU. The body should be informed by a national strategic plan that meets the needs of survivors, promotes restorative justice for perpetrators, and strengthens the supportive mechanisms in health, education, public awareness, community advocacy, and policing to ensure a holistic response.
- ✓ Seek technical support from regional and other agencies to build capacity within the RAPF to respond to new and emerging forms of crime, such as youth gang violence and offences involving gun use. This process should include support for the institutionalization of Community Policing practices, balancing both “hard” and “soft” forms of policing which build greater trust and partnership among community members, while maintaining the safety that Anguilla has been accustomed to enjoying.
- ✓ Utilise police data and qualitative research findings as a basis for improving social assistance programmes. Since it is evident that the majority of crimes reported currently are related to theft of basic subsistence items, the broader labour and social welfare systems must account for the failure to meet the subsistence needs of the most vulnerable groups in the population, and increase intervention and support programmes.

to the arrest and prosecution of perpetrators, submit case records, or monitor and evaluate the services provided (Foy-Connor, 2014). Awareness-raising on child sexual abuse is evidently growing across the country, particularly through school-based interventions which have led to increased reporting, and HE the Governor's initiative to introduce a child safety protocol to ensure the reporting of crime and violence against children (Foy-Connor, 2014; Soroptimist, 2014).

8.0 GENDER, CULTURE AND SOCIALISATION

156. There is a broad-based acceptance of the need to promote and advance gender equality as a development objective in Anguillan society. For women and men, girls and boys to be recognised as equally valuable and contributing members of society, is an expressed political aim. The national gender machinery indicates having seen significant strides made over the country's brief history in meeting this aim.
157. Transforming gender relations calls for a full engagement with: the values, attitudes and behaviours of citizens and residents; household dynamics and the roles and responsibilities of each member; community and cultural organisations that uphold traditions and influence individuals and families; state and private sector institutions that play a significant role in informing the day-to-day lives and experiences of Anguillans; and broader political, economic and socio-cultural institutions that set the ideological and institutional agendas and framework through which gender mainstreaming is to be implemented and realised. There are questions of Anguilla's openness to transforming longstanding gender norms, despite the apparent recognition of the implications and benefits of making the necessary systemic changes.
158. Established gender roles and responsibilities in Anguilla are largely attributed to values and beliefs rooted in patriarchy, religious norms, traditions and colonial legacies, which continue to influence the society. The majority of Anguillans belong to and associate with various Christian denominations, and largely subscribe to and are influenced by a social model which promotes different roles for women and men, with varying notions or understandings of gender equality. While women and men are not seen to be explicitly unequal, there is a preconception that women and men hold different roles. Men are more commonly viewed as leaders and providers, while women are viewed as nurturers and maintainers of the household, children and elderly. These male/female roles are expected to complement each another.
159. As a result, the male breadwinner/ provider/ protector/ head of household model is widely accepted, and men continue to be measured by their ability to provide for their families' well-being. Where men do not live up to these expectations, there are indications of frustration, desperation and disappointment, on the part of both men and women. It was repeatedly articulated in CGA focus group discussions that men are expected to "step up" to these responsibilities.
160. Women, conversely, are charged with the responsibilities related to household duties, children, and other activities that reinforce their domestic role. It was expressed repeatedly during the CGA research that women function as "default leaders" until male leadership is resumed, as they are fatigued by the management of both their roles and men's roles. Individuals engaged in the challenges of supporting themselves and their families have a limited understanding of or engagement with the broader social realities creating the male-female role binaries. However, Anguilla's current economic realities are forcing the country to examine deeply-embedded gender stereotypes, systems and structures which support male-centred leadership and economic dominance, and impact on the lives of all community members in harmful ways.
161. The absence of Government pre-school facilities underscores an embedded assumption that women are at home to take care of young children, and thus the education system does not provide for this. The limited residency of the elderly in care facilities – currently 36 in total, 22 females and 14 males – despite the noted vulnerability of the elderly to poverty and medical need (Social Development, 2014), highlights a continued dependence on families to provide care for the elderly at home. The existence of social safety net programmes for income support, food and water, medical care, education, and other basic needs, and the growing number of applicants for these programmes (Social Development, 2014), point to a failure of the market to meet the needs of Anguillan citizens. Public assistance disbursements ranging from

8.0 RECOMMENDATIONS

EC\$400-\$1000 per month fail to keep its recipients above the poverty line, if these payments are the sole source of income. There is therefore a deep-seated dependence on women's reproductive work that is not economically recognised, to address the needs of the Anguillan population.

162. The roles women have assumed to fulfil household economic needs through engaging in the labour market, underscores the reality that the sole income of a male worker is not enough to sustain most families in Anguilla today. Moreover, as family structures vary across the country, and economic opportunities change significantly, women have in many instances become the principal and/or sole breadwinners. In this instance, the ideology which supports differing roles for women and men disenfranchises both males and females.
163. Men experience feelings of incompetence as providers, resentment towards women who earn more than they do, and are ill-equipped to manage changing gender roles and responsibilities. Men and boys are not encouraged to participate in caregiving and domestic work responsibilities, which are overwhelmingly prescribed to women, and also largely exclude themselves from economic opportunities in female-dominated fields, such as nursing and teaching.
164. Women's care-giving duties and responsibilities form part of the process of social reproduction, which is integrated with economic production. However, this work is effectively unvalued or undervalued. In this unequal gender system, the work of social reproduction is largely unpaid or uncompensated. Moreover, it is not factored in GDP as work that drives and supports the economy. The activities required to (re)generate workers and non-workers (children, the sick, elderly and disabled), and reproduce fresh workers, intrinsically benefit the broader, formal economy, yet are unrecognised, binding women's value to work carried out in the home. Thus, women are subject to both a 'sticky floor', concentrated in lower-paid, lower-valued work, and ideologically confined to the maintenance of all caregiving roles and responsibilities, as well as a 'glass ceiling that limits their ability to access promotions to the highest economic levels.
165. A process of critically assessing gender roles is important to advancing an inclusive, harmonious society, which sees each member participating in its growth and success.

- ✓ Undertake public awareness programmes on gender equality and gender mainstreaming across the public and private spheres. Encourage public/private partnerships for targeted gender equality campaigns on an annual basis. Showing support to advancing gender equality in politics, the economy and cultural life will enable citizens to realize the importance of gender issues to their daily lives.
- ✓ Community-based and faith-based organisations should adopt gender equality policies and mainstreaming activities within their institutions. As the gatekeepers of culture in Anguilla, it is critical for the Church and community groups to promote gender equality, and the equal participation of women and men in all facets of community life, for efforts to be transformational and socially sustainable.

9.0 GENDER AND DECISION-MAKING

166. Women are particularly noted to hold high positions within Anguilla’s public service. Of the seven Permanent Secretaries, four (or 57%) are women. In the Judiciary and its administrative branch, three of the four officials (or 75%) are female, including one female Head of Department.

T11: LIST OF PERMANENT SECRETARIES BY SEX (OCTOBER 2014)

NAME	MINISTRY	SEX
Merwyn Foster Rogers	Economic Development	M
Larry Franklin	Infrastructure, Communications, Utilities and Housing	M
Dr. Aidan Harrigan	Finance	M
Chanelle Petty-Barrett	Education	F
Dr. Bonnie Richardson-Lake	Social Development	F
Kathleen Rogers	Public Administration	F
Aurjul Wilson	Home Affairs	F

T12: MEMBERS OF THE JUDICIARY AND ITS ADMINISTRATION BY SEX (NOVEMBER 2014)

NAME	POSITION	SEX
Cheryl Mathurin	Judge, High Court	F
Vernette Richardson	Registrar, High Court	F
Ivenia Benjamin	Senior Magistrate (Head of Department)	F
Keithly Benjamin	Second Magistrate	M

167. As long-serving positions within the public service, Permanent Secretaries (PSs) play a significant role in the overall management and decision-making of their respective Ministries, particularly in relation to budgetary and human resource decisions. The appointment of Permanent Secretaries is thus critical to the implementation of key programmatic decisions established at the ministerial level, and the development of departmental policies and plans.
168. Heads of Department, who are expected to be the technical experts in their respective fields, are responsible for strategic policy and programmatic interventions, and overseeing the implementation of work plans. Of the 31 Heads of Department, 14 (or 45%) are female (which includes the Head of Department of the Judiciary), indicating a gender balance at this important institutional level. Anguilla’s representation of women in these high-levels of the public administration signifies a strong potential for ensuring that women form an integral part of national decision-making processes.

9.0 RECOMMENDATIONS

169. The representation of women in leadership is of critical importance to ensuring balanced viewpoints in the allocation of resources; design of programmatic interventions, and on building national development strategies across all productive sectors.
170. While Heads of Departments near gender parity, there is no clear indication that a gender balance at decision-making levels is the manifestation of a clear, gender-responsive decision-making process. As a result, there are persisting gender-based considerations to the representation of women and men at these levels. The current distribution of PSs across the Government service echoes the historical participation of women in traditionally female-dominated areas (women lead in the Ministries of Education, Social Development and Home Affairs), and where males assume responsibility for the so-called ‘hard’ sectors, namely Finance, Economic Development, and Infrastructural Development. Comparing the budgets of the Ministries reveals a further dependence on male leaders to manage portfolios with higher budgets. For example, in 2014, the total approved budgets for the Ministry of Health, Education, Community Development, Youth, Culture and Sports was EC\$16,508,903; and the Ministry of Home Affairs, Lands, Physical Planning, Environment, Agriculture and Fisheries was EC\$700,000. In comparison, the budget for the Ministry of Infrastructure, Communications, Utilities and Housing was EC\$35,829,325. However, it needs to be noted that the previous Permanent Secretary in the Ministry of Finance was female, revealing some semblance of gender-neutral (not necessarily gender-responsive) approaches to the assignment of these civil servants to respective Ministries. Given that the Heads of Department are relatively gender balanced, as well as the results of the recent 2015 Elections (see discussion below), Anguilla presents strong indicators of potential advancement of both men and women at the highest levels of decision-making in politics and the public service.
171. While the powers and responsibilities of PSs and Heads of Departments are noted, Ministers are held accountable for decision-making by the people of Anguilla. The election of three women as Ministers to the House of Assembly, out of seven possible electable seats in Anguilla in the 2015 elections, is of great significance; the participation of women in political decision-making level is recognised as a clear indicator of progress towards advancing gender equality. This is echoed in CEDAW and the Beijing Platform for Action. The UN General Assembly Resolution 66/130, “Women and Political Participation”, further recognises the “essential contributions that women around the world make to the full realisation of all human rights, the promotion of sustainable development and economic growth, and the eradication of poverty”.
- ✓ Provide support to strengthen the capacity of women to participate in leadership and decision-making at all levels.
 - ✓ Political parties should implement structures and systems which promotes increased numbers of women candidates in general elections.
 - ✓ Promote gender sensitisation at the highest levels of decision-making in politics and Government in Anguilla. It is not enough to achieve balance in the numbers of male and female leaders. A gender equality agenda must be articulated at the highest levels, which fully integrates all departments and divisions, for the realization of transformative change. Thus, successive budget statements and national plans and strategies should mainstream gender in all areas, and each Ministry should identify opportunities to apply frameworks which improve the life changes and livelihoods of men, women and children.

172. The 2015 elections in Anguilla provided a critical opportunity to transform the gender composition of political decision-makers in Anguilla, and increase women's effective participation. It is dependent upon the people of Anguilla to not only assess the suitability of candidates to advance the country's overall development aims, but also to ensure that both women and men play integral roles in the development process and that this equitable participation is sustained. Beyond the numbers, it is crucial for national development decisions to be rooted in the lived realities of men and women, and boys and girls. This process requires a critical understanding of how men and women are affected by decision-making processes, and in essence, calls for the mainstreaming of gender in these processes.

PART II

10.0 NATIONAL FRAMEWORK FOR ADVANCING GENDER EQUALITY

10.1 INTERNATIONAL AND REGIONAL COMMITMENTS

173. Although Anguilla has its own Constitution, as a British Overseas Territory (BOT), it forms part of a “single, undivided realm” under Her Majesty the Queen. As a result, Anguilla is represented by the United Kingdom in international fora, and seeks extension and participation in key conventions and rights instruments through the UK State. Commitment to key international conventions and instruments on gender equality and women’s rights has been sought through the UK, as in 2014, when Anguilla, through Her Excellency the Governor Christina Scott, officially requested that the British Government extend CEDAW to Anguilla. The ratification of CEDAW would bring Anguilla into the company of other British Overseas Territories, such as the British Virgin Islands, Cayman Islands, and Turks and Caicos, which already have CEDAW extended to them.
174. Anguilla has independently made declaration to a number of International Labour Organisation conventions, including:
- C029 – Forced Labour Convention, 1930 (No. 29);
 - C087 – Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87);
 - C098 – Right to Organise and Collective Bargaining Convention, 1949 (No. 98);
 - C105 – Abolition of Forced Labour Convention, 1957 (No. 105);
 - C005 – Minimum Age (Industry) Convention, 1919 (No. 5);
 - C140 – Paid Educational Leave Convention, 1974 (No. 140).
175. A total of 32 ILO fundamental and technical Conventions have been ratified and are in force in Anguilla. However, with regard to ILO Convention C100 – Equal remuneration for men and women workers for work of equal value, the decision was reserved for Anguilla in 1977, with no further action noted to date.
176. The UK has expressed the view that the International Covenant on Economic, Social and Cultural Rights (ICESCR) is subservient to the UN Charter, and therefore has made reservations on its adoption for the overseas territories. Specifically, upon signature and ratification, the Government of the United Kingdom declared reservation on the right to postpone the application of sub-paragraph (a) (i) of article 7 of the Covenant in so far as it concerns the provision of equal pay to men and women for equal work. Commentary from the UK Government on the failure to extend to its territories said: “the problems of implementation are such that complete application cannot be guaranteed at present” (United Nations, 2015). In 2014 however, the UK Government declared it would seek the extension of this commitment for Anguilla, along with the International Covenant on Civil and Political Rights (ICCPR).⁵
177. Human rights legislation for Anguilla is further secured under:
- i. The European Convention on Human Rights (ECHR);
 - ii. The UN Convention on the Rights of the Child (CRC);

⁵ Corporate Report: Human Rights and Democracy Report, 2014. Published 12 March 2015. Accessed at: <https://www.gov.uk/government/publications/human-rights-and-democracy-report-2014/human-rights-and-democracy-report-2014#section-xi-promoting-human-rights-in-the-overseas-territories>

- iii. International Covenant on Civil and Political Rights (ICCPR);
- iv. Convention on the Elimination of all forms of Racial Discrimination (CERD); and
- v. Convention against Torture (CAT).

10.2 NATIONAL LEGAL FRAMEWORK AND THE ENFORCEMENT OF RIGHTS

178. Anguilla Constitution (Amendment) Order 1990 entitles every person in Anguilla the fundamental rights and freedoms of the individual, irrespective of race, place of origin, political opinions, colour, creed or sex.
179. As an internally self-governing overseas territory, it has an established domestic legislative framework. While efforts are made to update and advance legislation to meet the current socio-economic and political climate, a number of out-dated instruments serve to reinforce ingrained gender biases, which may lead to discriminatory practices in their implementation.
180. The *Domestic Violence Act 2015* was passed in October 2015. This Bill importantly accords a series of protections for survivors of domestic violence. The instrument is highly progressive, in making provisions for same sex partners, and for persons who are not legally married under the definition of “cohabitant”. “Domestic Violence” is further defined to ensure no discrimination based on a person’s gender or sexuality, and covers a number of forms of abuse, including economic abuse, harassment, and stalking. The language of the Bill is also gender-sensitive, applying both “him” and “her” to each reference to applicants for protection orders and other provisions. There is extensive social pressure to see the Bill affirmed, and the GoA has expressed continued commitment to the realisation of this aim in 2015, however the House of Assembly has yet to give the bill assent. The Act further institutes the establishment of safe houses(s), police training/sensitisation, data gathering, and a monitoring and evaluation framework for related services.

T13: GENDER CONSIDERATIONS IN LEGISLATION

LEGISLATION	GENDER ISSUES AND CONSIDERATIONS
<p>Employment of Women, Young Persons and Children Act, Revised Statutes of Anguilla, Chapter E55 (2000)</p>	<p>9. (1) Except as hereinafter provided, no woman shall be employed or work during the night in any public or private industrial undertaking, or in any branch thereof, other than an undertaking in which only members of the same family are employed, and any person who employs any woman or permits her to work in contravention of the provisions of this section is guilty of an offence.</p> <p>(2) The provisions of this section shall not apply:</p> <p>(a) to women holding responsible positions of management who are not ordinarily engaged in manual work;</p> <p>(b) in cases of force majeure, when in any undertaking there occurs an interruption of work which it was impossible to foresee, and which is not of a recurring character; or</p> <p>(c) in cases where the work has to do with raw materials or materials in the course of treatment of which are subject to rapid deterioration, when such night work is necessary to preserve such materials from certain loss.</p>

LEGISLATION	GENDER ISSUES AND CONSIDERATIONS
Social Protection Act 2015 (Bill)	<p>Provides for rights to qualified persons, belongers of Anguilla, and their spouses. Common-law partners are not covered under this legislation.</p> <p>Remains in Bill form, as of 2015.</p>
Anguilla Labour Code (2003)	<p>73. (1) On the production of a certificate from a medical practitioner stating the presumed date of confinement, a female employee who has completed twelve months continuous employment shall be granted a period of maternity leave by her employer.</p> <p>(2) The period of maternity leave shall not be less than thirteen weeks of which not less than six weeks shall be taken after the date of confinement.</p> <p>(5) Where a female employee is granted maternity leave under this section, the husband of the employee shall, upon application, be granted leave without pay for such period as requested in the application, but in any case not exceeding two weeks, to be taken during the period his wife is on confinement.</p>
Anguilla Criminal Code RSA C140	<p>The crime of rape is a felony and the convicted person is liable to be punishable by imprisonment for a maximum term of life.</p> <p>It is an offence for a man to have sexual intercourse with a woman whom he knows to be his granddaughter, daughter, sister or mother.</p>

10.3 THE NATIONAL GENDER MACHINERY

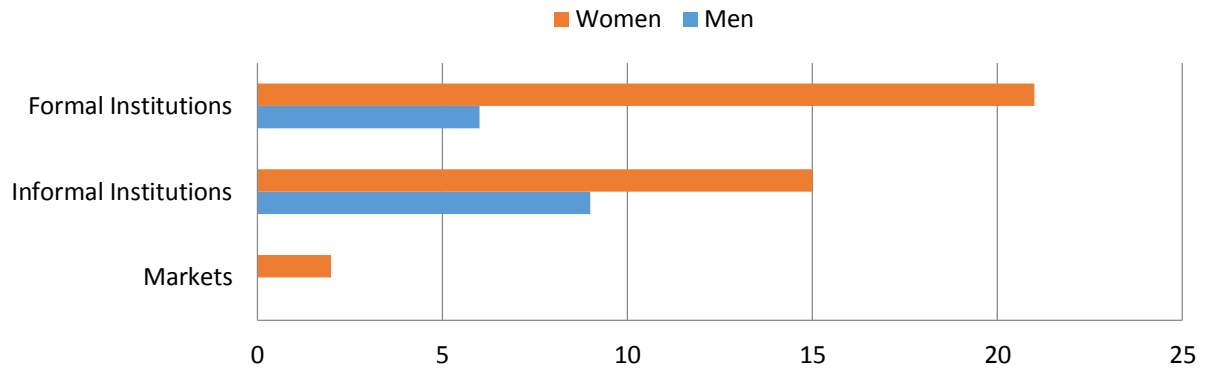
181. The Gender Affairs Unit (GAU) is the National Gender Machinery, and chief agency responsible for addressing gender issues in Anguilla. The GAU is located within the office of the Minister of Home Affairs.
182. The GAU presently comprises one person, Gender Development Coordinator (GDC), Dr. Ronya Foy Connor, who leads all initiatives of the Unit. She is supported by a voluntary Gender Working Group, comprised of members from the Government service and general public, who assisted in advancing gender equality prior to the creation of the GDC position.
183. Formed in 2014, with the hiring of the Gender Development Coordinator, the GAU is an institution in its infancy. However, Gender Focal Points have been established in Government departments by the GAU to advance gender and women’s rights issues in Anguilla despite bare resources. Prior to the GDC’s appointment, advancements in gender and women’s rights issues in Anguilla, as well as the start of gender sensitisation within the public service, were coordinated largely by Principal Assistant Secretary, Mr. Kenneth Hodge.
184. Prior to this, a National Council of Women was formed in 1982, led by Dr. Lana Connor-Hoyoung, which effectively championed women’s rights issues throughout the 1980s to 2000s. The National Council of Women drew strength through its connections with the Caribbean Women’s Association (CARIWA), to

address a number of gender inequalities including: family law, women's economic empowerment, children's legal entitlements, land and property rights, age of consent and marriage, and sexual violence/domestic violence. The National Council of Women did not receive a budget from the Government, however was able to successfully establish partnerships nationally and regionally to support its mandate, including from Dominica, Jamaica and other Caribbean countries at the Third World Conference on Women held in Nairobi in 1985, and in presentations at the CARICOM level. Following the Fourth World Conference held in Beijing, at which the Beijing Declaration and Platform for Action were agreed, the Council shifted focus from women's to gender issues, and was further engaged in representation and training at international fora. The leadership and membership of the Council have diminished over the past decade, and calls have been made for the re-invigoration of the body through the support of the GAU.

185. The mission of the GAU is to: promote knowledge and awareness of gender issues and the capacity to effect change through national outreach, advocacy, training and implementation of gender-mainstreamed policies. Its mandate is to: plan, develop, and coordinate national policies, programmes and activities focused on effecting gender equality in the workplace and wider community. A number of goals were established with the formation of the GAU, which provide for a broad outline of its intended work:
- i. Ensure that gender equality and equity is central to all development models;
 - ii. Integrate women's and men's concerns and experiences into the design, implementation, monitoring and evaluation of all political, economic and social policies and programmes;
 - iii. Establish a system of gender mainstreaming which incorporates all sectors;
 - iv. Facilitate legislative change and public awareness of relevant legislation and their implications;
 - v. Empower both men and women by ensuring new and equitable relations between the sexes;
 - vi. Build and empower a strong and vibrant civil society.
186. There is evidence of a prevailing social view of the role of the GAU, and the targeted areas for programming and activities within which other Government agencies, private sector organisations and general citizens wish to see the Unit place its focus. All participants in the CGA process were asked their perceptions of the Gender Affairs Unit's areas of focus in order to advance Anguilla's development.⁶ Of the 47 respondents, females favoured an emphasis on addressing the legislative and regulatory framework, and the delivery of Government services, in keeping with strengthening formal institutions involved in development processes. Male respondents predominantly saw the role of the GAU as critical to addressing gender roles and norms, working with civil society and communities, and advocacy and awareness on gender issues. Recognizing that females comprised the majority of respondents, the gender-differing responses are noted here. There was a focus on informal institutions by male respondents, although formal institutions were also strongly mentioned. Women also noted gender issues in the market as a preferred focus area, while no male respondents indicated this preference.

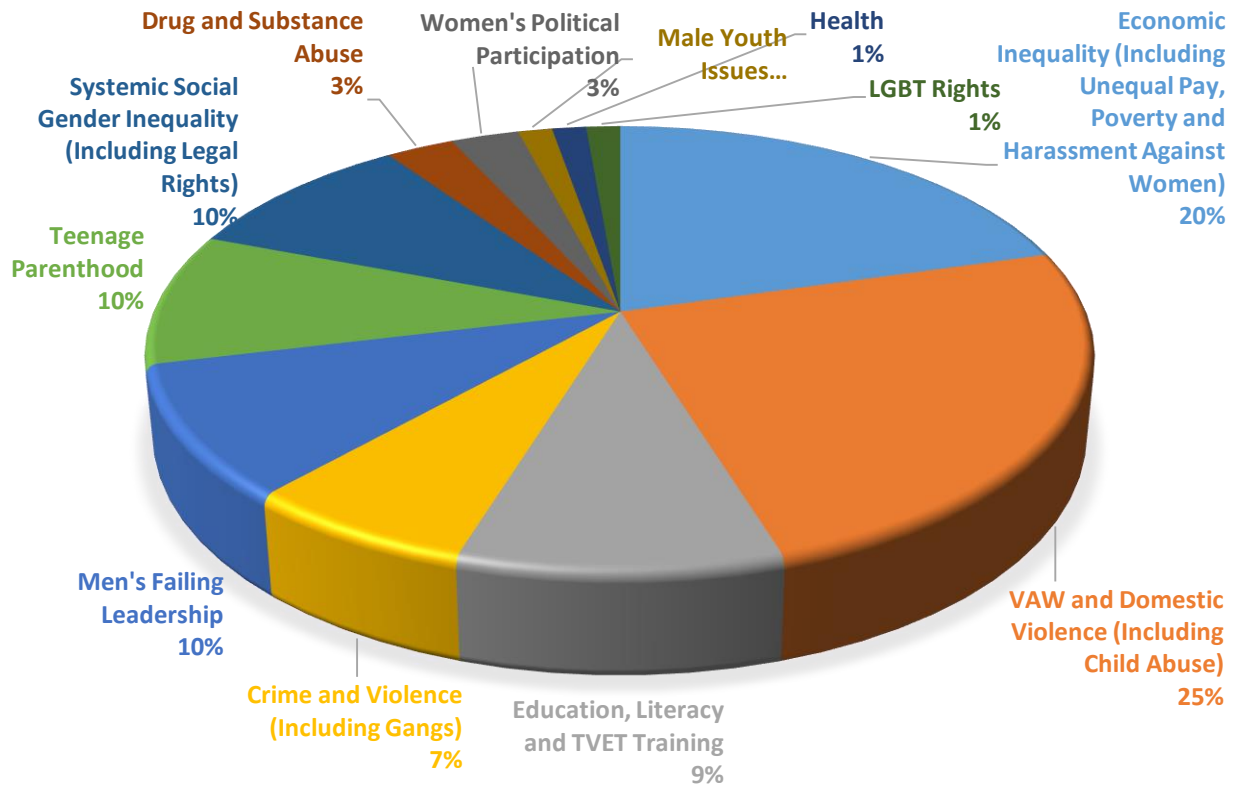
⁶ Specifically, participants were asked via a survey: What issues, programmes or activities would you like to see the Gender Affairs Unit engaged in? The responses have been divided along the categories of growth in an Economic Systems Framework that advances greater gender equality: Formal Institutions (laws, regulations, delivery of Government services), Informal Institutions (gender roles, norms and social networks), and Markets.

D6: RESPONDENT PERCEPTION ON ISSUES, PROGRAMMES OR ACTIVITIES OF FOCUS FOR GENDER AFFAIRS UNIT



The CGA participant responses also revealed a clear indication of persisting and prevailing gender issues in Anguilla, principally related to VAW and inequality in economic opportunity.

D7: PERCEPTION OF GENDER ISSUES FACING ANGUILLA



187. The following concerns were identified: educational achievement, literacy, and technical and vocational skills training opportunities, and the need to advance this area as a precursor to success in the labour market. Crime and violence in general, mainly perpetrated by male youth, was also identified as a critical gender issue to the country. This public assessment is consistent with the findings of Anguilla's CSP 2010-2014.
188. The GAU has been strongly supported to date by Her Majesty's Governor's Office, who assisted in the launch of the Gender Equality Mainstreaming Sensitivity Training (GEMS) programme for 200 members of the public service, which aims to build the capacity of public servants in four central areas of gender and development: Introduction to Gender, Human Rights and Violence; Gender Mainstreaming for Government Departments; Conducting a Departmental Gender Analysis; and Gender-Responsive Budgeting. The HM Governor's Office has further supported the review of Anguilla's consolidated law index and Constitution in preparation for CEDAW extension, Men's and Women's Week receptions, and a special initiative targeted at girls/young women.

10.3.1 CAPACITY OF THE GENDER MACHINERY

189. As indicated above, the GAU notably comprises one staff member, charged with the responsibility of advancing the mission, mandate and goals of the Unit. Irrespective of the country's size, this is a significant undertaking for one person, and albeit impossible without the supporting mechanisms across the broader public service.
190. The Gender Development Coordinator appears fairly supported in terms of wages and personal emoluments. However, the CDC is currently the lowest paid senior technical staff member within the Ministry of Home Affairs, graded in the same salary range as the Press Information Officer (a position currently unfilled). The 2014 Estimates of Recurrent Revenue, Expenditure and Capital does not distinguish the operating budget of GAU from that of the rest of the Ministry, therefore it is challenging for the Coordinator to determine the resources dedicated to office space, office supplies and other forms of administrative support, programming budget and training, and capacity building efforts. It is therefore recommended that specific budgetary line allocations to the Unit should be specified, to ensure that its budget is stand-alone to other intended activities of the Ministry.
191. The GAU has already demonstrated its capacity to launch initiatives aimed at empowering both men and women in the community, through its Men's Week and Women's Week interventions. Through these activities, prominent members of society from various fields and at various levels were applauded for their contributions to social development.
192. The Gender Development Coordinator has successfully initiated processes to engage the general public on gender issues. A regular column published in the *Anguillan Newspaper* entitled, "The Gender Corner", highlights various gender issues from a local perspective including child maintenance and labour and work. She has also maintained a media presence through radio and television interviews, focused on discussing the programmes and activities of the GAU. This regular public awareness approach supports the Unit's intended mission of knowledge and awareness-raising, national outreach and advocacy. Here again, however, there is an issue of the GDC's capacity to deliver on the lofty goals and ambitions of the GAU, which calls for further support to be extended to the Unit, through additional technical staff with the relevant knowledge and experience to manage communications and other grassroots initiatives, amidst the wider technical and organisational strengthening interventions carried out by the Unit.

10.3.2 RECOMMENDATIONS

10.3.2 CAPACITY FOR GENDER MAINSTREAMING

193. Gender mainstreaming⁷ is defined by the UN Social and Economic Council as:

The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.⁷

194. Gender-mainstreaming is an explicitly stated mission and goal of the Gender Affairs Unit. The launch of the GEMS Training programme and the appointment of 200 Gender Focal Points and Alternates provide the potential for gender sensitisation across Government departments, and the advancement of the mandate of the GAU, through effective collaboration. The GEMS training is largely facilitated by community members with knowledge of and/or expertise in gender issues and the specific thematic areas. While the initiative is in its infancy, the expected results include the advancement of gender-responsive policies across the public service.
195. Key issues to consider in determining the success of the initiative include:
- i. The application of clearly defined concepts of gender equality and gender equity, with a focus on correcting systemic issues of women's rights and status in Anguillan society;
 - ii. The capacity to translate identified gender equality issues into macro-level decision-making processes at the highest political level, and effective policy and programmatic responses;
 - iii. The seniority and decision-making status of Gender Focal Points within their respective departments/ministries, and their capacity to make decisions and affect change therein;
 - iv. The provision of gender training across all sectors;
 - v. The knowledge of gender issues acquired through the training (and prior to the training), and the ability to apply core concepts and methods to their respective departments/ministries;

- ✓ Effectively strengthen the capacity of the Gender Affairs Unit to fulfil its newly formed mandate as the coordinating body for gender equality and gender mainstreaming in Anguilla. The following interventions are proposed to advance this process:
- Provide additional competent, gender-sensitive technical staff, who can support the Gender Development Coordinator with research, public awareness, training and sensitisation, resource mobilisation, and policy and programme development for core sectors and agencies.
 - Utilise the CGA as a situational analysis to engage sectors and their respective groups on targets and indicators to mainstream gender, towards the development of a National Gender Policy or Strategy, which will serve as the overarching gender framework for the country.
 - Engage effectively with priority areas identified at the community level, including: gender based and sexual violence, gender inequality in economic opportunities, education and TVET for at-risk groups and the wider population, and crime and violence, in order to help determine the strategic focus of the GAU over the next few years.
 - Undertake the collection, analysis and dissemination of information on the representation of women and men in Ministries, Departments and Agencies (MDAs), to advance processes for reporting on international commitments to gender equality.

⁷ Report of the UN Economic and Social Council, A/52/3, 18 September 1997.

10.3.2 RECOMMENDATIONS

- i. The establishment of benchmarks, targets and indicators to measure the effectiveness of gender-mainstreaming initiatives across all sectors, and the nomination of responsible persons for reviewing and evaluating outcomes;
 - ii. The monitoring, evaluation and follow-up mechanisms instituted, along with accountability and reporting structures of Gender Focal Points to the Gender Affairs Unit.
 196. The work to advance gender mainstreaming across the public sector is critical, as the Youth Policy and Culture Policy are the only existing national instruments that speak specifically to gender issues to date. Anguilla does not have an active or draft National Gender Policy. Although technical staff within the Disaster Management and Environment departments, and in addition, the Red Cross, demonstrate a clear understanding of and engagement with gender issues, and the Social Development department demonstrates gender-responsiveness in its programmes aimed at assisting (female) single parents, gender is not explicitly mainstreamed in their respective policies and plans of action.
 197. The Statistics Department indicated relatively low requests for sex-disaggregated data across all productive sectors, to be utilised in support of their development programming. While sex-disaggregated data are collected through the Census, immigration records, land registration, business registration and other areas, it is rarely requested. Thus, sex-disaggregated data are seldom utilised to analyse and draw conclusions on the status of men and women in various socio-economic development areas (Alleyne-Franklin, 2014). Consequently, 'gender' is notably absent from GoA Medium Term Development Plan, Tourism Master Strategy, Budget Statements (except in specific reference to the GAU), and other significant national development agendas where a gender analysis would enhance the conclusions, and policy and programme directions.
 198. Beyond the Government service, gender-mainstreaming sensitisation is required for the private sector, where labour market decisions are made independently each day. Addressing workplace inequalities requires a concerted effort to engage with the private sector, to determine policy frameworks and programme interventions which would produce gender-responsive outcomes for all women and men. Anguilla's prepares for the extension of CEDAW provides a strategic opportunity to use sex-disaggregated statistical data, and improve qualitative data gathering, in order to present tangible evidence of gender equality progress in the imminent country report.
- Provide additional support to the GEMS Training framework, to institute the appropriate monitoring, evaluation and subsequent training approaches that will ensure the initiative is sustainable.
 - Establish targets and indicators on gender equality that Gender Focal Points will address and report back on, while creating an accountability framework that will ensure that gender is fully mainstreamed across Government.
 - ✓ Strengthen the timely dissemination of sex-disaggregated data collected by various agencies, to ensure that evidence-based development planning is informed by gender analysis.
 - ✓ Build civil society's capacity to advocate for the advancement of gender equality. Through this process, enable the development of community-based 'checks and balances' on the Government to fulfil its commitments to gender issues. This will further work to ensure that the experiences of citizens and residents are integrated into development policies, plans and programmes.

199. The GAU's capacity to provide gender expertise in all needed sectors was advanced through the GEMS Training initiative. To effectively mainstream gender across all sectors, the GAU serves as the coordinating agency. However, extensive political will, action and monitoring are required, for gender to be effectively integrated into all sectors across the island. Ownership and accountability must be established sector-wide, ensuring collective responsibility to integrate gender in all development processes. Since gender is both a stand-alone goal and a cross-cutting theme of the Sustainable Development Goals which have replaced the MDGs, Anguilla is strategically poised with the opportunity to commence substantive data gathering processes, and direct GAU focus on the issues supported by such evidence.

PART III

11.0 CONCLUSION

200. This Country Gender Assessment for Anguilla provides a gender analysis of key areas of economic and social development, as well as of the legislative framework and institutional capacity to promote gender equality and mainstreaming. While the institutional framework to address gender issues is in its infancy, there are notable persistent and prevailing areas of gender inequality, which are particularly exacerbated in times of economic hardship. For Anguilla to advance a development framework where equal opportunities for men/boys and women/girls are ensured, the capacity of citizens and residents must be strengthened to enable them to contribute equitably to national development.
201. Recognizing the differential opportunities for men and women to participate in economic processes is critical to Anguilla's development framework. As the tourism sector continues to drive the country's economic development, the principal roles men play in capital and infrastructure development, juxtaposed to women's prevalence in the services, are important to consider in the formation of strategies to promote growth. As alternative and diverse sectors are supported to grow, equality and equity of opportunities for women and men must be considered. For example, support to the fisheries and agriculture sector will create positive impacts for male fishers; however, for women to experience similar opportunities, targeted strategies are needed to increase their interest in and capacity to work in the field, and strengthen female-led agro- and fishery industries. It is necessary to address the challenges to vulnerable youth, both male and female, to ensure that future national development aims can be met.
202. It is necessary to create spaces for the effective participation of citizens and residents in development processes, and integrate their perspectives and experiences into development frameworks to ensure that they are responsive to the needs of and provide protection for those who are most vulnerable. Through these processes, it is critical to ensure that longstanding gender stereotypes, and traditional gender roles and responsibilities are not reinforced, where they fail to meet the needs of both males and females. Successful adoption of policies and procedures which enable Anguillans to utilise their skills and experiences, while acquiring the training and education necessary for personal, family and community growth is both a project of the Government of Anguilla, and civil society institutions. The CGA presents data and information which underscore the necessity for the allocation and distribution of Government resources in a manner that serves to alleviate poverty and address development priorities for the benefit of all men/boys and women/girls.
203. The National Gender Machinery requires support and capacity to enable it to guide the development process in a gender-responsive way. Gender mainstreaming in Anguilla will not be accomplished through the efforts of a stand-alone unit or individual, but through a concerted effort to build awareness of gender issues across all decision-making levels, establish monitoring and evaluation processes, and put in place effective accountability mechanisms to ensure that gender equality becomes an integral component of social and economic development planning. Outstanding gender-responsive legislation must be passed; expressed commitments to gender equality instruments must be implemented; and targets and indicators need to be set across sectors to enable Anguillans to chart the achievement of gender equality and equity through the development cycle.
204. Civil society organisations with an existing mandate for gender equality must be strengthened or reinvigorated, to alleviate the pressure on Government resources for grassroots mobilisation and support.

Strengthening civil society further provides a system of ‘checks and balances’ to Government, while supporting efforts to ensure the sustainability of gender-responsive national programmes.

205. It is critical to devote resources towards gathering, synthesizing and analyzing sex-disaggregated data across all sectors. This data provides the basis for setting informed development objectives, and ensuring that policy decisions meet the most vulnerable and at-risk groups. The slow turnover, or complete absence of information in some instances, has resulted in critical voids in development strategies which should be rooted in evidence. The role of all sectors to request and utilise sex-disaggregated data is important.
206. Anguilla, in charting its development agenda, with the support of the UK, is backed by technical resources both within the Caribbean and the larger framework of support to overseas territories. Instruments to advance gender equality are provided through partnering institutions and organisations, and they should be further sought as to avoid a reinvention of existing, successful interventions.
207. Anguilla, as a growing and recovering economy, is poised to adopt the vision of its Gender Affairs Unit across all sectors and areas: actively committing to foster equal and humane treatment in the lives of every man, woman, boy and girl. The correlation of social, economic and cultural policies to achieving this aim is reinforced through the analysis of the CGA. As this document is intended to highlight key areas of opportunity for mainstreaming gender and advancing gender equality, it may also be used as a tool to review and assess the direction and pace of development strategies, pausing to ensure that the intended outcomes will be realised through the proposed strategies.

12.0 SUMMARY OF RECOMMENDATIONS

1. The Government of Anguilla prioritised four (4) recommendations tabled in the CGA for immediate action, at the Regional Validation Workshop held on 5th December 2015, convened by the Caribbean Development Bank. The prioritised recommendations are highlighted in the summary and table below:
2. Increase gender-responsive social assistance and safety net support for the lowest income earners adversely affected by the economic crisis, recognizing its significant impact on male construction workers and female service workers. Put in place budgetary allocations to improving the monthly incomes of these unemployed persons, to ensure they have access to the basic subsistence needs. An opportunity for temporary contract employment within the public sector may assist in alleviating the strain of large-scale unemployment.
3. Undertake training and capacity-building initiatives in core economic sectors, towards workers unemployed or underemployed as a result of the economic crisis. Strengthening the support mechanisms for workers should include programmes which may assist them to successfully progress to higher employment positions, or acquire more diverse skills which are transferrable to other economic sectors, e.g., financial services; transportation, storage and communications; and agriculture, livestock and forestry. Although these sectors do not amount for as high a share of GDP as construction, retail and real estate, they have either maintained steady figures throughout challenging economic periods, or have achieved steady increases since the 2008 financial decline. Capacity-building initiatives should further recognise the differing impact of male and female unemployment on the individual and on the household, and include the necessary psycho-social support to assist workers in mitigating the challenges of their new roles and responsibilities.
4. Recognizing the long-term and irreversible impacts of ongoing wage freezes, analyse and revisit the decision to maintain reduced wages in the public sector, and undertake strategic planning to reduce government expenditure in other areas in order to achieve fiscal balance. While both women and men are adversely impacted by wages remaining stagnant amidst rising rates of inflation and higher costs of living, the predominance of women in the public sector means that women and their families are greater impacted by this economic policy.
5. Conduct a cost of living survey to better determine the impact of the Communications Tax, Stabilisation Levy, and future planned value-added taxes (VAT) on the most vulnerable of the population. Utilise the results of the survey to reform taxation policy to ensure lower income earners pay less proportional taxes to higher income earners, and/or receive taxation refunds.
6. Revisit investment approaches which provide taxation relief for foreign direct investment, in order to ensure that national development strategies advance gender-equitable outcomes. The CGA finds that in periods of booming economic growth and significant FDI, social welfare spending was not prioritised, and employment opportunities were highly concentrated in male-dominated employment sectors. Where opportunities are available to capitalise on revenues from external investment, strategies should ensure that all citizens and residents will derive benefit through both labour opportunities and subsequent government expenditures which account for the needs of women and men. While directing revenue generation mechanisms to the individual and household level ensures continuous revenue streams, it also creates challenges for women and men earning low to no incomes in recessionary periods.

7. Specifically extend capacity building and institutional strengthening initiatives to employment categories which are female dominated. Recognizing that capacity development activities are on-going in the construction, fisheries, and agriculture sectors, there is a gender bias towards sectors where male labour is most prevalent, and strategies should be instituted to ensure women's full participation in the formal labour market.
8. Develop specific capacity building initiatives aimed and women's employment in male-dominated sectors targeted for growth. As Anguilla maintains a narrow sectoral focus on tourism, ensure that women are adequately trained to assume the positions that are better paid, as the economy recovers and labour opportunities rebound.
9. Government should better articulate and implement support mechanisms designed for the private sector. This may include strengthening partnerships with financial institutions to provide stabilisation loans and micro-credit lending, to keep MSMEs afloat in challenged economic times. Reviewing the registration and certification processes for MSMEs may provide opportunities to extend temporary taxation relief strategies to ensure the vibrancy and sustainability of the private sector.
10. Initiate interventions to register, regularise and monitor informally operating MSMEs. Not only do underground businesses undermine the operating success of formally registered MSMEs, but in addition, standards of business operations, food handling safety, product quality control and other critical areas go unmonitored, leaving consumers – local and visiting – at risk, and business owners susceptible to a number of operating challenges.
11. Extend training and support mechanisms, in collaboration with the private sector, to help increase the success potential for entrepreneurs. Implement core elements of the Tourism Master Plan and Medium Term Development Plan to invigorate the development of new and emerging business areas, rooted in broader national development objectives.
12. Strengthen social assistance mechanisms for owners of MSMEs. Conduct consultations with the private sector to identify key resource and development challenges, and involve MSMEs in the design and development of Government programmes aimed at providing temporary relief and/or long term support.
13. Provide gender sensitisation for financial/lending institutions to explore the loan and support structures which may maintain ingrained gender biases. Seek data from commercial banks and credit unions to outline five-year sex-disaggregated lending and borrowing profile of customers. Along with this, immediately initiate processes to disaggregate land title data by sex. Utilise this information to advance the understanding of women's and men's ownership of productive resources, and the development of initiatives which serve to strengthen equitable participation in Anguilla's economy.
14. Strengthen the capacity of women and men to own and manage larger-scale, export-ready businesses. Provide support for the translation of successful small-scale operations, including pastry, jams, jellies and other food production-focused enterprises, into export-ready products accessible to a broader market base. While the legislative and regulatory framework is being developed to support investment opportunities, the GoA should work to strengthen opportunities for Anguilla to diversify product and sector offerings through investment in its indigenous and exportable businesses.
15. Immediately advance strategies to improve the economic performance of the agriculture and fisheries sectors through capital and human development investments. The desire to see these sectors assume greater contributions to GDP calls for an analysis of current budgetary allocations, and the devotion of government-owned resources (such as land) to improve opportunities within the sector. Incentives and capital should be offered or extended to existing farmers and fishers to broaden their performance

capacities. Education and training opportunities should be put in place or enhanced to strengthen the capacities at all performance levels of the sector, including: physical labourers, technicians, owners and operators; manufacturers of related products and materials; and science and technological innovation specialists involved in agricultural and fishing production.

16. Increasingly give preference to local produce in the market, through the imposition of higher import duties on goods that are available locally and meet established standards. Farmers must be ensured adequate access to the market, to strengthen their participation and provide incentives for more persons to enter the sector. This preferential treatment not only supports local producers, but also decreases dependence on goods and services sold at high cost, due to transportation, duty and other added expenses, which are in turn passed on to the consumer.
17. Develop a national Agriculture Master Plan and Fishing Master Plan, similar in scope to the Tourism Master Plan. This could involve dedication of revenue to building both sectors over the next five to ten years, including a supportive education and training strategy which targets youth in secondary and post-secondary education to agricultural science and related subjects. These plans should effectively articulate the challenges faced by both men and women to performance in the sector, and fully mainstream gender considerations.
18. Develop a national communications plan and promotion strategy to promote the participation of women and girls in agriculture and fishing. With the majority of agricultural producers located in the third consumption quintile, and varying yet stable GDP outputs for fishing maintained pre- and post-2008, these sectors present viable opportunities for sustainable income and employment. Anguilla must effectively launch strategies to dispel stereotypical notions of these sectors as male-only spaces, and encourage women and youth, both male and female, to gravitate towards these sectors. Scholarship opportunities for youth, no or low-cost training, and public service employment (temporary) should be offered to jump start the participation of citizens in these sectors.
19. Broaden the scope of the Social Development agriculture programme, providing more plots and seedlings for families to farm, either for their household consumption, or as transitional businesses to engage in revenue generating activities. This new initiative has successfully supported 6 families in producing goods for household consumption, and maintains significant potential for enabling more families to better meet their subsistence needs.
- 20. Ensure that gender is mainstreamed into Anguilla's Environment policy and strategic framework. Revise existing policies to incorporate analysis of the differential impacts of gender, and ensure that the lived experiences of women and men are explicitly articulated in policy and programmatic interventions.**
21. Establish measures to ensure that development planning, particularly within the tourism sector, is cross-cutting to environmental protection and preservation. Promoting development in the tourism economy to the detriment of other areas of production and community sustainability may impact upon intended national, sustainable development outcomes, and serve to create new challenges in the lives of men and women. Immediate examples made evident through the CGA include:
 - i. Resources have been dedicated to support hoteliers in ensuring consistent water supply, where these resources could be similarly directed towards communities with noted water shortage challenges often managed and mitigated by women.
 - ii. Allowing large-scale foreign investors to build hotels on costal shores may impact upon marine livestock, further limiting the opportunities for men, principally engaged in the fisheries sector, to maintain access to these resources, while further impacting on environmental sustainability.

22. Effectively engage with and account for gender-differential educational opportunities in the imminent, revised Education Development Plan (EDP). The new EDP should use regularly collected data and statistics on the participation and performance of boys and girls in the education system as a basis for designing teacher training programme selection, psychosocial support, counselling, and training services and opportunities for students in Anguilla. The failure of boys to participate effectively above the secondary level must be addressed with specific targets and indicators, which underscore the intrinsic value of education to one's holistic development potentials. The EDP should also concertedly address gender stereotypes in courses and materials, to encourage the equal and equitable participation of boys and girls at all levels.
23. Connect education development goals to the broader national development framework through strategically guiding course offerings to meet labour market needs. The strategy of the Education Department, including TVET, should work to improve the life chances of females and males, to enable better access to employment opportunities that are sustainable, and to create opportunities to prevent poverty and vulnerability to poverty.
24. Extend support to girl/women who pursue training and employment in male-dominated sectors, and to boys/men who pursue training and employment in female-dominated sectors. Disrupting gender stereotypes in education and labour will serve to transform gender relations at the household, institutional and national levels, and contribute to more equitable social outcomes.
25. Create new and innovative strategies to promote the participation of male youth in education, training and employment. Providing exciting and challenging opportunities for boys who are at-risk, boys involved in crime and violence, and boys whose lives have been changed through gun violence and disability will serve to empower them in their individual lives, while building their understandings of citizenship and positive contribution to development of the country. Young/teenage mothers should receive support in areas such as continuing education/training, childcare and psychosocial counselling, to enable them to participate in the labour market, and reduce their dependence on social assistance programmes. Supporting young mothers can highlight the necessity for gender-responsive workplaces, which offer childcare facilities, flexible working hours, and opportunities for at-home, technology-based employment. Targeted gender approaches must, however, be specifically designed and critically assessed as to not reinforce gender norms and stereotypes.
26. Strengthen the overall institutional framework to support parents in the pursuit of continuing education, at all age levels. (As noted in Recommendation 4), Government day-care and early childhood education centres must form part of the overall education system. Meeting the needs of children in their formative years not only increases their potential, but also enables parents to receive the necessary support for their children while engaged in the productive labour force.
27. Institute Labour Market Surveys and Labour Market Information Systems which provide data and trend analysis to inform sector planning across all government ministries, particularly in education. It is important to gain an evidence-based understanding of how economic challenges impact on the labour market, so as to provide support for the full participation of women and men in the economy, and design strategies to effectively reintegrate citizens into new and emerging areas of opportunity. This planning will further help to guide immigration and work permit extension processes, as GoA will be better equipped to extend entry to fill established needs.
- 28. Establish the supportive institutional framework in the judicial/legal, policing, and social services sectors to address the needs of survivors of DV and their families, in keeping with the advancements of the Domestic Violence Act 2015.**

29. Commence development of an overarching body to provide, monitor and evaluate support to survivors of GBSV located in the public sector and facilitated/supported by the GAU. The body should be informed by a national strategic plan that meets the needs of survivors, promotes restorative justice for perpetrators, and strengthens the supportive mechanisms in health, education, public awareness, community advocacy, and policing to ensure a holistic response.
30. Seek technical support from regional and other agencies to build capacity within the RAPF to respond to new and emerging forms of crime, such as youth gang violence and offences involving gun use. This process should include support for the institutionalisation of Community Policing practices, balancing both “hard” and “soft” forms of policing which build greater trust and partnership among community members, while maintaining the safety that Anguilla has been accustomed to enjoying.
31. Utilise police data and qualitative research findings as a basis for improving social assistance programmes. Since it is evident that the majority of crimes reported currently are related to theft of basic subsistence items, the broader labour and social welfare systems must account for the failure to meet the subsistence needs of the most vulnerable groups in the population, and increase intervention and support programmes.
32. Undertake public awareness programmes on gender equality and gender mainstreaming across the public and private spheres. Encourage public/private partnerships for targeted gender equality campaigns on an annual basis. Showing support to advancing gender equality in politics, the economy and cultural life will enable citizens to realise the importance of gender issues to their daily lives.
33. Community-based and faith-based organisations should adopt gender equality policies and mainstreaming activities within their institutions. As the gatekeepers of culture in Anguilla, it is critical for the Church and community groups to promote gender equality, and the equal participation of women and men in all facets of community life, for efforts to be transformational and socially sustainable.
34. Provide support to strengthen the capacity of women to participate in leadership and decision-making at all levels.
35. Political parties should implement structures and systems which promotes increased numbers of women candidates in general elections.
36. Promote gender sensitisation at the highest levels of decision-making in politics and Government in Anguilla. It is not enough to achieve balance in the numbers of male and female leaders. A gender equality agenda must be articulated at the highest levels, which fully integrates all departments and divisions, for the realisation of transformative change. Thus, successive budget statements and national plans and strategies should mainstream gender in all areas, and each Ministry should identify opportunities to apply frameworks which improve the life changes and livelihoods of men, women and children.
37. Effectively strengthen the capacity of the Gender Affairs Unit to fulfil its newly formed mandate as the coordinating body for gender equality and gender mainstreaming in Anguilla. The following interventions are proposed to advance this process:
 - i. **Provide additional competent, gender-sensitive technical staff, who can support the Gender Development Coordinator with research, public awareness, training and sensitisation, resource mobilisation, and policy and programme development for core sectors and agencies.**
 - ii. Utilise the CGA as a situational analysis to engage sectors and their respective groups on targets and indicators to mainstream gender, towards the development of a National Gender Policy or Strategy, which will serve as the overarching gender framework for the country.

- iii. Engage effectively with priority areas identified at the community level, including: gender based and sexual violence, gender inequality in economic opportunities, education and TVET for at-risk groups and the wider population, and crime and violence, in order to help determine the strategic focus of the GAU over the next few years.
 - iv. Undertake the collection, analysis and dissemination of information on the representation of women and men in Ministries, Departments and Agencies (MDAs), to advance processes for reporting on international commitments to gender equality.
 - v. **Provide additional support to the GEMS Training framework, to institute the appropriate monitoring, evaluation and subsequent training approaches that will ensure the initiative is sustainable.**
 - vi. Establish targets and indicators on gender equality that Gender Focal Points will address and report back on, while creating an accountability framework that will ensure that gender is fully mainstreamed across Government.
38. Strengthen the timely dissemination of sex-disaggregated data collected by various agencies, to ensure that evidence-based development planning is informed by gender analysis.
39. Build civil society's capacity to advocate for the advancement of gender equality. Through this process, enable the development of community-based 'checks and balances' on the Government to fulfil its commitments to gender issues. This will further work to ensure that the experiences of citizens and residents are integrated into development policies, plans and programmes.

T14: RECOMMENDATIONS MATRIX

RECOMM. No.	ACCOUNTABILITY	FEASIBILITY	CDB-LEVEL ACTION	OTHER PARTNERS	CGA SECTION
1	MOF MOSD	<p>MEDIUM – Existing social development framework supports country’s most vulnerable population:</p> <ul style="list-style-type: none"> Strengthen collaboration with other sectors and departments to identify other persons/workers likely to be in need of social assistance; Develop appropriate application forms and processes. 	Technical Assistance; Training		5
2	DOL ADF	<p>HIGH – DOL capacity present to extend training approaches to the sector:</p> <ul style="list-style-type: none"> Collaborate with private sector which is critical to identifying opportunities for growth in labour. 	Technical Assistance; Training		5
3	MOF	<p>LOW to MEDIUM – Able to utilise evidence-based frameworks to further understand impact of on-going wage freezes. It is challenging to make adjustment to this decision while the national economy remains in recovery phase.</p>	Technical Assistance; Optimisation of Resources; Governance and Accountability Support		5
4	MOF	<p>MEDIUM – Political will and technical capacity required to explore macro-finance decisions as to advance potentially different outcomes:</p> <ul style="list-style-type: none"> Survey requires appropriate technical staff and capacity. 	Technical Assistance; Mobilise Resources; Governance and Accountability Support		5
5	MOF	<p>MEDIUM to HIGH – Expressed recognition of need to plan for challenged economic periods:</p> <ul style="list-style-type: none"> Existing activities to target taxation revenue for social development. 	Technical Assistance		5
6	MOL GAU	<p>MEDIUM – Creation of training opportunities; securing female interest and participation;</p>	Promote Optimisation of Resources; Promote		5

	MOE	engaging in a continuous learning model with resources dedicated to immediate, medium and long-term development	Private Investment; Support to Stimulate Capital Development		
7	DOL MOE PS	MEDIUM to HIGH – Advance strategies to encourage women to participate in new approaches with low to no cost for enrolment.; Effectively monitor economic growth, and establish long-term growth targets and projections; Investment in new and emerging industries	Promote Optimisation of Resources; Promote Private Investment; Support to Stimulate Capital Development		5
8	MOF ACC PS	MEDIUM – Strengthening collaborative approaches with private sector. Government unable to dictate lending patterns of banks and financial institutions: <ul style="list-style-type: none"> • Government to make greater commitment to taxation measures which impact indigenous businesses. 	Promote Private Investment; Support Local Financial Institutions		5
9	FSC ACORN ACC	LOW to MEDIUM – Start-ups of un-registered/un-regulated MSMEs frequent, taking many forms and levels of operation. Business models for MSMEs not established; Extensive technical support required by Government with no present human resource dedicated to the exercise.	Technical Assistance; Training; Promote Optimisation of Resources; Support to Stimulate Capital Development	ILO	5
10	PS MOL	MEDIUM to HIGH – Focus on Tourism Master Plan and MTDP to advance development objectives; strengthen collaborative frameworks with private sector in mainstay economic sectors	Promote Private Investment; Training		5
11	MOF MOSD PS	MEDIUM – Consultative process low-costing, with likelihood for high participation among the MSME sector: Revisit social assistance programme to target persons in the MSME sector, who are not commonly deemed vulnerable.	Promote Private Investment; Technical Assistance		5
12	GAU MOHA	HIGH - Strengthen partnerships with banking and financial institutions to share non-	-		5

	PS	confidential data so as to advance national development planning. Formal requests can be made via the MOF.			
13	MOF DOL	MEDIUM - Greater collaboration with private sector cooperatives required; Explore full export strategy, with related taxation and other Government-driven interventions.	Promote Private Investment; Extend Credit to Private Sector Operations; Support to Stimulate Capital Development		5
14	ADF MOF DOL	MEDIUM - Increase political will to develop the sector; Adopt strategies to empower workers in the sector; Increase budgetary allocations to undertake proposed activities.	Technical Assistance; Governance and Accountability Support; Policy Based Loan; Support to Stimulate Capital Development		5
15	MOF ADF	MEDIUM - Evaluate current trade policies and relationship, with possibility for negotiation; Promote future development opportunities, although incentive-based initiatives may be costly to Government.	Technical Assistance; Governance and Accountability Support; Support to Stimulate Capital Development		5
16	ADF MOF MOE	MEDIUM to HIGH - Mobilise technical capacity required to develop comprehensive plan; Ensure that the plan is connected to market realities; Undertake study on increasing share of sector to GDP	Technical Assistance; Policy Based Loan; Governance and Accountability Support	FAO	5
17	MOHA Y&C MOE ADF MOI	HIGH – Opportunity for cost-sharing to meet shared targets and goals; various regionally-based efforts, tools and materials to support interventions; Build/strengthen collaboration among various divisions to launch a national programme.	Governance and Accountability Support	FAO	5
18	MOSD ADF	HIGH - Build upon the successful outcomes of the current project; Government’s political will required to dedicate additional plots and spaces.	-		5

19	DOE GAU	HIGH – Collaborative relationship existing; two divisions fall under shared ministry; preliminary understandings of gender issues present in DOE; Undertake gender sensitisation and training to bridge any gaps in capacity.	-	UN Women	
20	DOE ADF MOT MOHA	HIGH – Extensive technical capacity in DOE; Undertake consultation and seek input from division towards tourism strategy; DOE to propose strategies for effective integration of issues and for holistically beneficial solutions.	Technical Assistance	UNICEF	6
21	MOE MOF GAU	MEDIUM - Engage effectively with gender issues; Seek technical advice and support from gender and education experts locally and regionally; Political will required to explore gender indicators in imminent EDP.	Technical Assistance; Governance and Accountability	UNICEF	6
22	MOE MOF DOL	MEDIUM - Strengthen collaboration between MOE and DOL to advance core course offerings; Continued political will necessary to revise/align education strategy with economic opportunities.	Technical Assistance; Governance and Accountability Support		6
23	MOF MOHA MOE Y&C	LOW to MEDIUM - Promote systems which document and share labour market opportunities; Support efforts to sensitise the general public, and encourage new and emerging labour opportunities; Make concerted efforts to integrate gender-responsive considerations in new education sector plan as well broader economic decision-making.	Governance and Accountability Support; Promote Optimisation of Resources		6
24	MOE MOSD Y&C	MEDIUM - Develop and enhance the existing gender-responsive programme in the Y&C department, into a full collaborative project with	Governance and Accountability Support; Technical Assistance	UNICEF	6

		MOE; Amidst the present process to review the education sector strategy, it is necessary to sensitise stakeholders in education and other sectors to the challenges impacting on the participation of vulnerable populations; Dedicate support to long-term education sector revisions and advancements.			
25	MOE MOSD Y&C MOF PS	MEDIUM – Country amidst process to review education sector strategy: New public day-care spaces required. Collaboration with and cooperation from the private sector would enable the development of day-care centres in or near businesses.	Governance and Accountability Support; Technical Assistance; Policy Based Loan		6
26	DOL MOHA	LOW to MEDIUM – independent LMS yet to be completed in country; labour data based on Census records remain to be analysed in full.	Technical Assistance; Policy Based Loan	ILO	6
27	MOHA	HIGH – 2015 revisions completed to Domestic Violence Bill; full civil society review process completed: Appropriate legislative processes required to enact Bill and ensure full implementation	-	UN Women	7
28	MOHA GAU RAPF	HIGH - Provide technical support/human resources to the GAU to enable a researcher to collect information from CSOs engaged in support to survivors; Establish the appropriate policy framework through technical assistance from region	-	UN Women	7
29	GAU RAPF	HIGH – Various regional and extra-regional policing networks currently provide support for new and innovative policing practices, including GBV response.	Technical Assistance	REDTRAC, Jamaica	7

30	MOSD GAU DOL	MEDIUM - Social assistance programmes respond to the existing economic climate; Policing and justice strategies must take into account the nature and root causes of emerging crimes.	Technical Assistance		7
31	GAU PS CSOs	HIGH - Build upon existing outreach approaches coordinated by GAU; Promote discussions to include the economy and other macro-indicators.	-		7
32	CSOs GAU	MEDIUM – Acknowledgement of the slower pace of change in norms, values and stereotypes related to male and female roles and responsibilities; GAU offers gender sensitisation approaches to faith-based community, building on existing relationships.	-		8
33	GAU CSOs PS	HIGH - Explore regional networks promoting WPP; Seek donor support towards effective programmes and policies to train, empower and sensitise women and men.	Governance and Accountability Support	UN Women	8
34	GAU CSOs PS	LOW – This action requires both a concerted effort in the movement of women to higher positions and to shifting cultural notions of male leadership; Leaders should support the advancement of women; and The political electorate must articulate an agenda for gender equality at this level.	Governance and Accountability Support	UN Women	8
35	MOF MOSD MOHA MOI	MEDIUM to HIGH – The GEMS training provides an introductory framework to advancing GE; Technical assistance can advance GE and gender responsiveness in economic and social decision-making.	Technical Support; Governance and Accountability Support; Promote Public Investment	UN Women	8

		LOW to MEDIUM - Fully integrate the commitment to GE into the sustainable development framework across all sectors and at all levels.			
36	MOF MOHA GAU	HIGH – Government needs to allocate resources for hiring support staff, and to commence the development of programmes and interventions. HIGH – Disseminate the CGA and share information with stakeholders for discussion and input. MEDIUM – Engage competent staff to develop and implement programmes and interventions.	-		8
37	SD	MEDIUM - Strengthen the capacity of the SD through technical support, to collect, compile and disseminate sex-disaggregated data in a timely manner, to enable gender analysis that can inform development planning.	Technical Assistance; Governance and Accountability Support	CARICOM	8
38	GAU CSOs	HIGH – The GAU has a strong, established relationship with community groups in Anguilla. GEMS training should be extended to civil society when the public service training has been completed.	-		8

ACRONYMS FOR RECOMMENDATIONS MATRIX

ADF	Agriculture Department and Fisheries & Maritime Resources
ACC	Anguilla Chamber of Commerce
ACORN	Anguilla's Commercial Online Registration Network
CSOs	Civil Society Organisations
DOE	Department of the Environment
DOL	Department of Labour
MOE	Education Department
FSC	Financial Services Commission
GAU	Gender Affairs Unit
GEMS	Gender Equality Mainstreaming Sensitivity
MOF	Ministry of Finance, Economic Development and Investments (Tourism-specific recommendations are identified separately)
MOHA	Ministry of Home Affairs, Natural Resources, Lands and Physical Planning
MOI	Ministry of Infrastructure, Communications, Utilities and Housing
MOSD	Ministry of Social Development
MOT	Ministry of Tourism
PS	Private Sector
RAPF	Royal Anguilla Police Force
SD	Statistics Division
Y&C	Youth & Culture

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