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CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
BARBADOS**

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TABLE OF CONTENTS

ACKNOWLEDGMENTS	I
LIST OF TABLES	IV
LIST OF FIGURES	V
ACRONYMS AND ABBREVIATIONS	VI
PART I.....	1
1.0 EXECUTIVE SUMMARY.....	1
2.0 INTRODUCTION.....	9
3.0 OBJECTIVES	11
4.0 METHODOLOGY	12
PART II	14
5.0 STATISTICAL PROFILE SUMMARY	14
6.0 COUNTRY GENDER PROFILE	18
6.1 GENDER DIFFERENCES IN ECONOMIC AND SOCIAL INDICATORS.....	18
6.1.1 HUMAN DEVELOPMENT AND GENDER INEQUALITY	18
6.1.2 ECONOMIC CHARACTERISTICS OF BARBADOS.....	19
6.1.3 GDP AND EMPLOYMENT BY SECTOR OF THE ECONOMY.....	20
6.1.4 OCCUPATIONAL ROLES WITHIN THE EMPLOYED LABOUR FORCE.....	24
6.1.5 EMPLOYMENT, UNEMPLOYMENT AND INACTIVITY	27
6.1.6 INEQUALITY IN EARNINGS.....	29
6.1.7 POVERTY AND DEMOGRAPHICS.....	30
6.1.8 MIGRATION.....	32
6.1.9 EMPLOYERS, THE SELF-EMPLOYED AND EMPLOYEES.....	34
6.1.10 ACCESS TO AND OWNERSHIP OF PRODUCTIVE RESOURCES AND ENTREPRENEURSHIP	35
6.2 EDUCATION AND TRAINING.....	39
6.2.1 EDUCATIONAL PROFILE OF THE EMPLOYED LABOUR FORCE.....	39
6.2.2 PRIMARY EDUCATION	41
6.2.3 SECONDARY EDUCATION.....	42
6.2.4 TERTIARY EDUCATION	46
6.3 CULTURE AND SOCIALISATION.....	48
6.3.1 BINARY GENDER NORMS AND ECONOMIC ROLES	48
6.3.2 SECURITY AND VIOLENCE.....	50
6.3.3 ‘GENDER NEUTRALITY’	51
PART III.....	54
7.0 INSTITUTIONAL CONTEXT OF GENDER EQUALITY	54
7.1 LEGAL FRAMEWORK	55
7.1.1 EMPLOYMENT.....	55
7.1.2 GENDER-BASED VIOLENCE AND HEALTH.....	57
7.2 FLEXIBLE EMPLOYMENT, CARE OF DEPENDANTS AND EMPLOYMENT RIGHTS	59
7.3 SOCIAL SAFETY NETS, SOCIAL INSURANCE AND CHILD MAINTENANCE.....	62
7.4 EDUCATION POLICY AND REFORM.....	66
7.5 LABOUR MARKET AND ENTREPRENEURSHIP INITIATIVES	68
7.6 ENVIRONMENTAL INITIATIVES	72
8.0 NATIONAL CAPACITY FOR GENDER MAINSTREAMING.....	75

8.1	THE BUREAU OF GENDER AFFAIRS.....	75
8.1.1	STRENGTHENING NATIONAL INSTITUTIONAL CAPACITY TO MAINSTREAM GENDER	76
8.1.2	ADDRESSING VIOLENCE AGAINST WOMEN.....	77
8.1.3	MAINSTREAMING GENDER IN HEALTH	78
8.1.4	ALLEVIATING POVERTY AMONG WOMEN	78
8.1.5	INCREASING THE PRESENCE OF WOMEN IN DECISION-MAKING POSITIONS ...	78
8.1.6	DEVELOPMENT OF A GENDER POLICY.....	78
8.1.7	GENDER BUDGETING.....	79
8.2	ASSESSMENT OF THE NATIONAL MACHINERY	80
8.2.1	FINANCIAL AND HUMAN RESOURCE CAPACITY AND THE PRIORITY STATUS OF GENDER.....	80
8.2.2	GENDER MAINSTREAMING IN THE PUBLIC SECTOR.....	80
8.2.3	LINKAGES TO CIVIL SOCIETY ORGANISATION	81
PART IV	84
9.0	IDENTIFICATION OF STRATEGIC ENTRY POINTS.....	84
9.1	CHALLENGES/ REDUCING CHALLENGES	86
9.2	OPPORTUNITIES/ AMPLIFYING OPPORTUNITIES	93
9.3	WEAKNESSES/MINIMISING WEAKNESSES	94
9.4	STRENGTHS/ MAXIMISATION OF STRENGTHS	97
9.5	STRATEGIC ENTRY POINTS FOR THE CDB	99
9.5.1	ECONOMIC OPPORTUNITIES.....	99
9.5.2	ENDOWMENTS	101
9.5.3	AGENCY.....	101
9.5.4	EVIDENCE-BASED POLICY AND PRACTICE.....	102
REFERENCES	105

LIST OF TABLES

T1: KEY STATISTICAL INDICATORS.....	14
T2: GDP AND MALE AND FEMALE EMPLOYMENT BY SECTOR, 2012.....	21
T3: NUMBERS OF MALE AND FEMALES IN THE EMPLOYED LABOUR FORCE AND MALE/FEMALE RATIO BY OCCUPATION, 2012.....	25
T4: POPULATION BY SEX AND AGE GROUPS, BARBADOS 2010.....	32
T5: OWNERSHIP AND LAND ACREAGE OF FARMS BY SEX, 2013.....	36
T6: EMPLOYED LABOUR FORCE BY HIGHEST LEVEL OF EDUCATION AND SEX, 2009	40
T7: ENROLMENT IN PRIMARY SCHOOLS BY SEX, 2007/08 –2010/11	41
T8: PRIMARY SCHOOL STAFF BY SEX, 2006–07 TO 2010–11.....	41
T9: AVERAGE MARKS IN THE BARBADOS SECONDARY SCHOOLS ENTRANCE EXAMINATION BY SEX: 2007–2011	42
T10: PARTICIPATION AT PUBLIC SECONDARY SCHOOLS BY SEX, 2007/08 TO 2013/14	42
T11: SECONDARY SCHOOL TEACHERS BY SEX, 2006–07 TO 2010–11	43
T12: ENTRIES IN CXC GENERAL PROFICIENCY BY SUBJECT AND SEX, JUNE 2013.....	45
T13: NUMBER OF STUDENTS AT TERTIARY INSTITUTIONS BY SEX, 2008–2013.....	46
T14: NUMBER OF STUDENTS AT THE UNIVERSITY OF THE WEST INDIES CAVE HILL CAMPUS BY FACULTY AND SEX, 2012–2013.....	46
T15: RISK FACTORS FOR CHRONIC, NON-COMMUNICABLE DISEASES BY SEX	50
T16: STAFF OF THE MINISTRY OF SOCIAL CARE, COMMUNITY DEVELOPMENT AND CONSTITUENCY EMPOWERMENT BY SEX, 2013.....	62
T17: BARBADOS YOUTH BUSINESS TRUST GRANTS AND LOANS BY SEX OF BUSINESS OWNER, 2012	70
T18: MALE AND FEMALE PARTICIPATION IN ACTIVITIES OF THE CARIBBEAN EXPORT DEVELOPMENT AGENCY.....	70

LIST OF FIGURES

F1: ECONOMIC SYSTEMS FRAMEWORK	13
F2: GENDER GAPS IN BARBADOS, 2006–2013.....	19
F3: GROSS DOMESTIC PRODUCT AT MARKET PRICES, 2000–2012	20
F4: TRENDS IN GROSS DOMESTIC PRODUCT BY SECTOR, 2000–2012	21
F5: MALE AND FEMALE EMPLOYMENT BY SECTOR, 2012.....	23
F6: TRENDS IN OCCUPATION BY SEX, 1996–2012.....	26
F7: EMPLOYMENT, UNEMPLOYMENT AND ‘ECONOMIC INACTIVITY’ BY SEX, 2012	27
F8: TRENDS IN EMPLOYMENT, UNEMPLOYMENT AND ‘ECONOMIC INACTIVITY’ AMONG MALE AND FEMALE ADULTS, 2003–2012.....	28
F9: EARNINGS OVER THE PAST WEEK BY SEX, 2012	29
F10: SIZE OF HOUSEHOLD BY SEX OF HOUSEHOLD HEAD, 2012.....	30
F11: FOREIGN-BORN POPULATION BY AGE GROUP AND SEX, 2010	33
F12: EMPLOYMENT CATEGORY BY SEX, 2012	34
F13: PERCENTAGES OF MEN AND WOMEN INVOLVED IN EARLY STAGE ENTREPRENEURSHIP IN BARBADOS, COLOMBIA AND TRINIDAD AND TOBAGO, 2011	38
F14: PERCENTAGE OF MEN AND WOMEN WHO ARE OWNERS/ MANAGERS OF BUSINESSES IN BARBADOS, COLOMBIA AND TRINIDAD AND TOBAGO, 2011.....	39
F15: MALE/FEMALE RATIO IN HIGHEST LEVEL OF EDUCATION OF THE EMPLOYED LABOUR FORCE, 1991–2006.....	40
F16: CARIBBEAN SECONDARY EXAMINATION CERTIFICATE GRADES BY SEX, 2012.....	43
F17: MALE/ FEMALE RATIO OF CSEC EXAMINATION GRADES, 2008–2012	44
F18: DISTRIBUTION OF CAPE SCORES BY SEX, 2012.....	44
F19: THE CHALLENGES, OPPORTUNITIES, WEAKNESSES AND STRENGTHS (COWS) FRAMEWORK.....	84

ACRONYMS AND ABBREVIATIONS

AWIA	ASSOCIATION OF WOMEN IN AGRICULTURE
BGA	BUREAU OF GENDER AFFAIRS
BYBT	BARBADOS YOUTH BUSINESS TRUST
CARICOM	CARIBBEAN COMMUNITY
CBET	COMPETENCY-BASED EDUCATION AND TRAINING
CDB	CARIBBEAN DEVELOPMENT BANK
CEDAW	CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN
CGA	COUNTRY GENDER ASSESSMENT
CNCD	CHRONIC, NON-COMMUNICABLE DISEASES
CODASE	COMMUNITY DEVELOPMENT AND SOCIAL EMPOWERMENT PROGRAMME
CVQ	CARIBBEAN VOCATIONAL QUALIFICATIONS
CXC	CARIBBEAN EXAMINATIONS COUNCIL
ECLAC	ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN
EU	EUROPEAN UNION
GDP	GROSS DOMESTIC PRODUCT
GEPOS	GENDER EQUALITY POLICY AND OPERATIONAL STRATEGY
HFLE	HEALTH AND FAMILY LIFE EDUCATION
ILO	INTERNATIONAL LABOUR ORGANISATION
IMF	INTERNATIONAL MONETARY FUND
ITUC	INTERNATIONAL TRADE UNION CONFEDERATION
MoSC	MINISTRY OF SOCIAL CARE, COMMUNITY DEVELOPMENT AND CONSTITUENCY EMPOWERMENT
MDG	MILLENNIUM DEVELOPMENT GOAL
MSI	MAURITIUS STRATEGY FOR THE FURTHER IMPLEMENTATION OF THE PROGRAMME OF ACTION FOR THE SUSTAINABLE DEVELOPMENT OF SMALL ISLAND DEVELOPING STATES
NGO	NON-GOVERNMENTAL ORGANISATION
NIS	NATIONAL INSURANCE SCHEME
NVQ	NATIONAL VOCATIONAL QUALIFICATION
OAS	ORGANISATION OF AMERICAN STATES
SIDS	SMALL ISLAND DEVELOPING STATE
TVET	TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING
UN WOMEN	UNITED NATIONS ENTITY FOR GENDER AND THE EMPOWERMENT OF WOMEN
UWI	UNIVERSITY OF THE WEST INDIES
WEB	WOMEN ENTREPRENEURS OF BARBADOS

PART I

1.0 EXECUTIVE SUMMARY

1. ‘Gender’ refers to characteristics differentiating femininity and masculinity, which are social constructs even if they refer in part to differing biological characteristics. Differences between women/girls and men/boys observed in economic, social and political life are the result of social relations that ascribe different roles, rights, responsibilities and obligations to females and males. Importantly, the real and/or perceived differences between females and males are subject to processes of social valuing, resulting in different economic and other rewards. For example, gender affects the enjoyment by girls/women and boys/men of endowments such as education and health and of economic opportunities such as ownership of capital and employment.
2. As part of the mission of the Caribbean Development Bank (CDB) to promote economic growth and systematic reduction of poverty through social and economic development, a Gender Equality Policy and Operational Strategy (GEPOS) was developed in 2008. Through a technical assistance programme of support to its Borrowing Member Countries (BMCs), this Barbados Country Gender Assessment (CGA) was developed in order to inform the implementation of gender equality strategies of the CDB and its partners in the country. It was conducted through research and analysis of social and economic data as well as consultations and interviews with 109 stakeholders in 59 organisations in Barbados.
3. Barbados has achieved a ‘very high’ level of human development, according to the Human Development Index,¹ reflecting long life expectancy, excellent school enrolment and length of education and high income per capita. However, while the average gender inequality index (GII) for countries at the ‘very high human development’ level in 2012 was 0.193 in 2012, the figure for Barbados was 0.343. The GII is based on the percentage of female seats in parliament (19.6%), the percentage of females and males with at least secondary education (89.5% and 87.6%, respectively), the labour force participation rates for females and males (64.8% and 76.2%, respectively), the maternal mortality ratio (51, compared to an average of 15 among countries in the very high HDI category) and the adolescent fertility rate (40.8, compared to an average of 18.7 among countries in this category).² Achievements of girls with regard to secondary education exist alongside low female representation in parliament, relatively low labour force participation and relatively poor sexual and reproductive health indicators. Overall, high human development in Barbados has not been accompanied by high gender equality.
4. Labour force participation is lower among women than men, but similar percentages are classified as unemployed. The difference in labour force participation is accounted for by the consistently higher participation of men in formal employment and of women in the so-called ‘economically inactive’ population. There is little evidence of reduction over time in the differences in the percentages of women and men who are employed and ‘economically inactive’. The ‘economically inactive’ population includes not only homemakers and others who do unpaid work but also informal sector workers.
5. Female and male employees are concentrated in different sectors of the economy. The largest numbers of male employees are in construction, mining and quarrying; wholesale and retail; transportation and storage; and public administration and defence. The largest numbers of female employees are in wholesale and retail; accommodation and food services (tourism); health and social work; education; and public administration and defence. Changes in the categorisation of employment by sector were made in 2010, making it difficult to compare data up until 2009 with data from 2010 onwards and thus to assess the

¹ United Nations Development Programme (2013), *2013 Human Development Report: The rise of the south – Human progress in a diverse world, Barbados*, <http://hdr.undp.org/sites/default/files/Country-Profiles/BRB.pdf> (accessed 10 January 2014).

² United Nations Development Programme, *Ibid.*

impact of the global economic recession that started around 2008 on female and male employment by sector. However, all the sectors listed in this paragraph have declined in terms of their absolute contribution to GDP since the recession – except government sectors, which are now facing cuts in response to major fiscal imbalances. It is likely therefore that both female and male employment have been negatively affected.

6. Occupations are highly differentiated by sex. There are 4.5 or more times as many men as women employed as craft and related workers, plant and machine operators, and skilled agricultural workers. The margin between men and women employed in these occupations has also widened since 1996. There are slightly more men than women in unskilled or elementary occupations in the formal sector. Women have gained more of the jobs than previously in technical professions: the male–female ratio halved from 2.1 to 1.08 between 1996 and 2012. There has also been a fall in the male–female ratio among legislators/managers, from 1.49 in 1996 to 1.08 in 2012. The predominance of females in the lower grade service professions persists, with a fall in the proportion of men among professionals and service/shop workers since 1996. Thus, in the general workforce, there is evidence of increasing gender segregation of roles, except in technical professions and among legislators/managers, where there are still marginally more men than women.
7. Women represent the majority of persons who earn less than \$500³ per week while men comprise the majority in all income brackets of \$500 a week upwards. There has been some improvement in female earnings; prior to 2009, the majority of persons in the second lowest income bracket (\$200 – \$499) were men.
8. Poverty is concentrated among households headed by women, which account for 47.5% of all households. The rate of poverty in female-headed households is 19.4%, compared with 11.5% in male-headed households and 15% in all households. Poor female-headed households also have the highest dependency ratio, with 74.8% non-earners per household compared with 68.6% in poor male-headed households and 49.9% in the total population.
9. Men are more likely to live alone than women, increasing their vulnerability to social isolation in old age. On the other hand, while women have stronger social support networks, they generally contribute less to social insurance schemes than men because fewer of them are formally employed, rendering them more vulnerable to poverty as they age.
10. Early motherhood (adolescent fertility) contributes to school dropout and decreases the likelihood of being gainfully employed. The rate of adolescent pregnancy for 2012 was 40.8, which compares unfavourably with the average of 18.7 among countries in the category of very high human development.
11. Most migrants to Barbados in every age group from 15–19 upwards are female. There are more women than men among migrants from Caribbean Community (CARICOM) countries and other main countries of origin (United Kingdom and United States). Documented immigrants can access the National Insurance Scheme (NIS) but not social safety nets. There is very low access to services among undocumented immigrants.
12. Slightly more people emigrate from Barbados than immigrate. Sex-disaggregated data are lacking on emigration patterns and the contribution of Barbadians living in the diaspora to remittances and other forms of economic support to Barbados.

³ The currency symbol \$ is used throughout to refer to Barbadian dollars unless otherwise indicated.

13. The majority of self-employed persons, employers and owners/managers of businesses are men. Research from the University of the West Indies (UWI), confirmed by interviews conducted for this CGA, reveals the following difficulties for women’s entrepreneurship and ownership:
 - i. Lack of access to credit, especially because of lack of collateral to secure loans;
 - ii. Weaker professional networks than men;
 - iii. Lack of knowledge about procedures for incorporation, registration and the taxation system;
 - iv. Need to balance caring responsibilities with income-earning possibilities.
14. More men than women have primary level or technical/vocational education as their highest educational level. Starting in 1993, there have consistently been more women than men with university education. Slightly more males than females end formal education at the secondary level. Thus, on average, women and girls are attaining higher levels in the educational system than boys and men, but the latter predominate among those with technical/vocational subjects as their highest educational level.
15. Grades in the Barbados Secondary Schools Entrance Examination, Caribbean Secondary Education Certificate and Caribbean Advanced Proficiency Examinations (CAPE) indicate better performance among girls than boys. Girls also take more CAPE subjects and account for the majority of students at UWI Cave Hill Campus and Barbados Community College, showing their greater use of formal educational opportunities. However, boys represent the majority of students at the Samuel Jackman Prescod Polytechnic, which offers training in technical/vocational skills.
16. There are more women than men among teachers at primary and secondary schools, but fewer women than men among the academic staff at UWI. Most secondary school principals and senior academic staff at UWI are men. The percentage of men among teaching and academic staff increases with the transition from primary to secondary to tertiary education and with the level of seniority of staff position.
17. Gender stereotypes cast women and femininity as essentially different from and inferior to men and masculinity. These treat the supposed traits of women and men as in opposition to each other. Gender ‘binaries’ affect the economic options and behaviour of men and women: outside/inside, public/private and professional/domestic. ‘Productive’ and ‘reproductive’ roles are associated with men and women respectively. These are common findings from international research that have been confirmed in Caribbean studies.⁴
18. Studies in Barbados have also shown that women, in part because many are single parents, participate in income-generating activities in both the formal and informal economies as well as carrying out the majority of unpaid care activities.⁵ Their need to respond simultaneously to the demands of paid and domestic/family work creates ‘time poverty’ and may contribute to lack of exercise and obesity, which are higher among Barbadian women than men and contribute to chronic non-communicable diseases.⁶
19. A 2009 study on domestic violence⁷ conducted by the Bureau of Gender Affairs/ Caribbean Development Research Services found a prevalence of 27% among adult women over the previous year. It noted that patriarchal gender norms are often used to justify violence against women who do not ‘know their place’ with regard to remaining within the private, domestic sphere. These norms also support male control over

⁴ Barriteau, E. (ed.) (2012), *Love and Power: Caribbean discourses on gender*, University of the West Indies Press, Mona, Jamaica.

⁵ Lashley, J. (2012), “Economics, Entrepreneurship and Gender: Integrating ‘the others’ into enterprise development strategies”, in Barriteau, *Op. Cit.*, pp. 258–85; Barriteau, E. (2002), “Women Entrepreneurs and Economic Marginality: Rethinking Caribbean women’s economic relations”, in P. Mohammed (ed.), *Gendered Realities: Essays in Caribbean feminist thought*, University of the West Indies Press, Mona, Jamaica, pp. 221–48; Ellis, E. (2001), “Jobs, Gender and Small Enterprises: Country paper on Barbados”, in C. Ferdinand (ed.), *Jobs, Gender and Small Enterprises in the Caribbean: Lessons from Barbados, Suriname and Trinidad and Tobago*, International Labour Office, Geneva.

⁶ Pan American Health Organization (2007), “Barbados STEPS Survey Fact Sheet”, http://www.who.int/chp/steps/Barbados_2007_STEPS_FactSheet.pdf (accessed 27 April 2014).

⁷ Bureau of Gender Affairs (2009), *Report on a National Study to Determine the Prevalence and Characteristics of Domestic Violence in Barbados*, Caribbean Development Research Services, Bridgetown.

the bodies of women and girls and entitlement to sexual pleasure, justifying sexual violence. Figures from the Child Care Board for 2012 show 164 reported cases of child sexual abuse against girls compared to 25 against boys.

20. Gender stereotypes regarding the economic roles of women and men are also associated with transactional sex, which increases the risk of sexually transmitted infections including HIV. A 2012 survey found that 29.0% of 15–19-year-old sexually active girls/young women had had intergenerational sex in the previous year, meaning that they had sex with someone 10 or more years older. Girls/young women who had received money or gifts from their partner were 2.9 times more likely to have had intergenerational sex than those who had not.⁸
21. A number of interviewees stated that law and policy in Barbados facilitate equal opportunities and that institutions are ‘gender neutral’ in their treatment of women and men. They saw differences in economic and social outcomes for men and women (if acknowledged to exist) as resulting from individual choice and tradition rather than systematic impediments. A few interviewees were actively opposed to developing actions based on gender considerations. Others acknowledged gender-related constraints, but most said that gender was not something they generally took into account while working.
22. Barbados has ratified key international and regional human rights instruments related to gender equality, namely the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women. It has also ratified the eight core International Labour Organisation (ILO) Conventions.
23. Under the leadership of the Bureau of Gender Affairs (BGA), a National Task Force for the Prevention of Trafficking in Persons is operational and Sexual Harassment and Domestic Violence Bills have been prepared. Extensive consultations informed the Domestic Violence Bill, which suggests important reforms such as specifying the duties and powers of the police in responding to reported cases and extending the range of persons who can apply for a protection order.
24. The International Trade Union Confederation (ITUC) has commented that Barbados’ efforts to address gender discrimination in employment and remuneration need to be strengthened.⁹ The National Employment Policy also recommends these actions in respect of gender discrimination, but they have not been implemented.
25. There are no legal provisions for paternity leave, flexi-time, flex-place or temporary part-time options that would promote gender equality with regard to work and family responsibilities. Individual employers may grant such arrangements or trade unions negotiate terms with individual employers. There is a shortage of childcare facilities for persons on lower incomes, with 3.2 times as many persons on waiting lists for government day-care facilities as there are places. Opening hours of day-care facilities do not meet the needs of parents with professional careers or who have to work outside the standard working hours.
26. A Social Safety Net Assessment in 2010 noted the need for rationalisation and centralisation, as multiple schemes and programmes exist in multiple ministries and departments, resulting in unnecessary costs and difficulties for clients, most of whom are women, in navigating the system. Only 25% of self-employed persons comply with the National Insurance Scheme, and compliance is also low among seasonal, domestic and informal sector workers. Most self-employed workers are men, most domestic workers are

⁸ Drakes, N., C. Perks, et al. (2013), “Prevalence and Risk Factors for Inter-Generational Sex: A cross-sectional cluster survey of Barbadian females aged 15–19”, *BMC Women's Health*, 13(1): 53.

⁹ Sealy-Burke, J. (2013), *Assessment of Gender Relevant Legislation and the Impact on Gender and Development in Barbados*, Bureau of Gender Affairs, Warrens, Barbados.

women, and seasonal and informal sector work is more common among poor men and women than those in higher income categories.¹⁰

27. National and Caribbean Vocational Qualifications are being piloted in secondary schools and implemented in some workplaces. These increase the educational inclusion of persons from socially disadvantaged backgrounds, especially boys/men. Monitoring and evaluation are needed to assess whether they encourage the movement of girls and boys into skills areas traditionally associated with the other sex. At Erdiston Teachers' Training College, trainees are being taught about different teaching styles in response to different learning styles among children. Monitoring and evaluation are necessary to assess whether and what differences this has made to learning among girls and boys.
28. There are many entrepreneurship promotion schemes in the public and private sectors and among regional/international organisations. However, sex-disaggregated data on clientele, output and impact are lacking for most of these schemes. Two non-governmental organisations (NGOs), the Barbados Youth Business Trust and the Pinelands Creative Workshop, provide examples of good practice with regard to offering gender-responsive entrepreneurship development schemes to persons who are unemployed, under-employed or of limited means. There are also examples of collective organisation among women to overcome their usually lower involvement in business networking and to pool skills and resources. These include Women Entrepreneurs of Barbados, the Specialty Food Alliance of Barbados and the Association of Women in Agriculture.
29. The Government of Barbados has articulated aims to reduce vulnerability to environmental threats and develop a green economy in a number of documents, including (among others) the *2004 Sustainable Development Policy* and the *Medium-Term Growth and Development Strategy 2013–2020*. While these documents refer to gender issues in relation to the environment, data on environmental impact are not systematically disaggregated by sex, and they do not articulate strategies to integrate gender equity into environmental action beyond stating that vulnerable groups – variously listed to include women and young men – should be targeted and participate in action to address environmental threats and damage. The BGA has not been systematically involved in environmental bodies such as the National Climate Change Committee.
30. The BGA is the entity responsible for gender mainstreaming and the achievement of gender equality in Barbados and has a staff of seven. Budgets for gender mainstreaming are not available in any ministry except for the host ministry. Areas of work have been shaped by the Beijing Platform for Action and Commonwealth Plan of Action for Gender Equality 2005–2015 and include poverty alleviation but not broader engagement in economic development. Achievements include the development of legislation and support mechanisms relating to gender-based violence and delivery of gender training. Links to some NGOs and the Institute for Gender and Development Studies at the UWI Cave Hill Campus are strong. There are few links with the business community and agencies concerned with economic development.
31. The development of evidence-based approaches to gender and development is hampered by a lack of sex-disaggregated data in key areas such as ownership of property, access to credit and environmental vulnerability.
32. This Barbados Country Gender Assessment includes an overall analysis of challenges, opportunities, weaknesses and strengths (COWS analysis) with regard to the work of the Government, the BGA and other agencies that may be able to partner in the achievement of gender equality. Against the background of the COWS analysis, specific entry points for the work of the Caribbean Development Bank in collaboration with development partners, are proposed (summarised in paragraphs 33–41).

¹⁰ Caddle, M. (2010), *Barbados Social Safety Net Assessment*, Government of Barbados, United Nations Development Fund for Women and United Nations Children's Fund, Bridgetown.

33. *Support gender-responsive budgeting:* Provide technical and financial support for research to identify gender inequalities in the allocation of government resources or the outcomes of budgetary decisions and the design of budgets to reduce the inequalities identified. Key partners would be the Ministry of Finance and Economic Affairs and the BGA.
34. *Promote and develop a flexible employment framework:* Support the Ministry of Labour in rolling out the strategies of the National Employment Policy that aim to promote gender equality and its Gender Action Plan, which was developed following the Ministry's Gender Audit conducted in collaboration with the ILO and Organisation of American States (OAS). Technical and financial support should be provided to establish policy frameworks and strategies for emergency care of dependents, options for part-time contracts, job-sharing and flexibility in working hours and places of work.
35. *Increase childcare and care for other dependents:* The CDB and development partners should consider implementing an infrastructure project to construct and equip childcare nurseries and residential and part-time/day-care facilities to support working people with dependents. These facilities should offer care at times that suit the work schedules of employment settings near to which they are located. They should be complemented by the provision of safe transport options for dependents between parents/guardians and care locations. The CDB and its development partners should also consider working with the Government to establish a system of subsidies or tax breaks for employers to establish care facilities and to increase access to public and private care facilities by low-income families. The private sector should also be supported in developing flexible employment frameworks and care for dependents by means of guidelines, tools and best practices.
36. *Increase access to capital among women:* The CDB and its development partners should work with lending institutions in Barbados to develop gender-responsive access to credit facilities based on project review, experience and motivation of applicants, rather than largely on ownership of collateral. Innovative gender-focused entrepreneurship programmes should be supported, such as those by the Barbados Youth Business Trust and Pinelands Creative Workshop.
37. *Reform and support poverty alleviation programmes:* CDB, in collaboration with development partners should consider providing technical assistance to the Government to roll out recommendations from the Social Safety Net Assessment (Caddle, 2010), particularly in the centralisation and rationalisation of social security benefits. The Identification, Stabilisation, Enablement and Empowerment (ISEE) Bridge social protection project should be supported if the results of the evaluation of this project are positive. These reforms will be particularly beneficial for single female heads of households, who are disproportionately represented among the poor.
38. *Support entrepreneurship and business education in schools:* This study has identified lack of business expertise as a barrier to the economic advancement of poorer children and girls and women in particular. Business and entrepreneurship education may be seen as an important poverty alleviation measure that empowers females especially and reduces occupational segregation by sex. CDB, in collaboration with development partners should support the Ministry of Education, Science, Technology and Innovation in developing curricula and training to deliver basic business and entrepreneurial skills to all children. These should include financial literacy, project design, project management, accounting, incorporation of businesses, taxation and social security.
39. *Support gender equality training and education:* CDB, in collaboration with development partners should support the Ministry of Education, Science, Technology and Innovation to include discussions of joint female and male responsibilities for productive and reproductive roles in the school curriculum from nursery age upwards. Communication campaigns to encourage sharing the care between women and men should be supported. These should form part of broader education to challenge gender stereotypes from nursery level upwards, especially regarding the domination of men and boys over women and girls and

the acceptability of violence against women and girls. The CDB should also support gender training among a wider range of stakeholders, especially business support organisations and the private sector.

40. *Assist the Bureau of Gender Affairs in developing economic strategies for gender equality:* CDB, in collaboration with development partners should liaise between the BGA and agencies concerned with economic development to establish linkages, working relationships and joint projects aimed at increasing gender equality. Suggested agencies include the Ministry of Finance and Economic Affairs, the Private Sector Association, Caribbean Export and other business support agencies and trade unions. NGOs concerned with gender equality should also be encouraged to join such alliances.
41. *Increase capacity for political leadership among women:* The CDB, in collaboration with development partners should support research on women in politics in Barbados to explore the challenges and opportunities they have faced in their careers and their recommended reforms for the promotion of greater political participation by women. It should support the monitoring and evaluation of women's political participation, especially those who have participated in training workshops to increase women's capacity in political leadership. CDB, in collaboration with development partners should also develop and implement recommendations to increase political leadership among women.
42. Overall, the CDB should play a strategic role in supporting the strengthening of systems to improve gender data, thus improving the evidence base for action to reduce gender inequality (specific activities are outlined in paragraphs 43–47). Key partners in this endeavour could include the Barbados Statistical Service, the University of the West Indies, the Ministry of Labour via its Gender Action Plan developed with ILO and OAS, and the BGA. The strengthening of monitoring and evaluation is critical to the development of a Gender Management System that should be established as part of the implementation of the National Gender Policy.
43. *Promote the ongoing analysis and use of existing sex-disaggregated data:* In developing its own strategies and plans and in analysing the impacts and outcomes of its interventions, the CDB should examine existing statistical data to identify gender differentials and orient actions to achieve gender equality. The CDB should also support technical assistance, such as training workshops and ongoing statistical support, for agencies to analyse and utilise existing sex-disaggregated data (see the following point).
44. *Increase the production and dissemination of sex-disaggregated data:* The CDB should support partner agencies, especially business support agencies, in the analysis, utilisation and (if acceptable) publication of data from institutional records to show the numbers of female and male members, clients, customers and beneficiaries and develop a gender profile of their work and its impact on women, men, girls and boys. It should also support the strengthening of quantitative research skills at key agencies such as the BGA and NGOs working on gender issues and poverty reduction, in partnership with UWI and the Barbados Statistical Service. The CDB, in collaboration with development partners should work with the BGA to develop a national strategy for the dissemination and use of sex-disaggregated data.
45. *Develop and use gender-disaggregated data on the environment:* The CDB should support the production of sex-disaggregated data on vulnerability to and impact of environmental disasters. This should include data on housing, residence in disaster-prone areas, health hazards and impact, education and social support mechanisms and structures (such as family and community support) and facilities such as shelter accommodation. The Economic Commission for Latin America and the Caribbean's (ECLAC) recommendation to craft a gender vulnerability index, based on the sex disaggregation of macroeconomic and social indicators, should be supported by the CDB, "to give a clear sense of vulnerabilities among the sexes so that appropriate gendered policy responses may be identified".¹¹

¹¹ Economic Commission for Latin America and the Caribbean (2011), *Study on the Vulnerability and Resilience of Caribbean Small Island Developing States (SIDS)*, ECLAC Subregional Headquarters for the Caribbean, Port of Spain, <http://www.cepal.org/publicaciones/xml/4/45364/LCARTL.354.pdf> (accessed 27 August 2014).

46. *Support Gender Impact Assessments* of development projects by the CDB and partner agencies. With reference to the CDB lending programme to Barbados, each of the projects and programmes should be analysed with regard to: the involvement of women and men in the development and implementation of the initiative; the development and utilisation of gender-sensitive monitoring and evaluation criteria and indicators; and the impact of each initiative on key outcomes including economic opportunities, health, education and effective decision-making among women, men, girls and boys, especially those in poor households.
47. *Support research on time use by women and men:* The CDB and development partners should provide support for research to be conducted on representative samples of women and men, showing the allocation of time by each to formal employment, informal income-earning activities, housework and childcare. Such research may be used to make policy recommendations regarding redressing any imbalances found.

2.0 INTRODUCTION

48. Gender and development have long been recognised as interdependent in the Caribbean. For example, the Women in the Caribbean action research project in the 1980s brought together civil society and academics to study women's roles in production and reproduction with analysis of particular sectors and policy recommendations with regard to the monitoring of development outcomes for women.¹² This was also the time of the establishment of women's desks that later evolved to become gender bureaus as the damaging effects of gender discrimination for both women and men became more widely recognised. In the English-speaking Caribbean, partnerships between government gender bureaus, non-governmental organisations (NGOs), researchers and international agencies concerned with gender have been consolidated over the years. However, other agencies concerned with development, such as business support organisations, government ministries concerned with economics, finance and trade, and the private sector have generally not collaborated with these agencies to address gender issues.
49. The CDB notes that gender inequality contributes to losses in economic efficiency and effectiveness and affects both women and men adversely. In 2008, it launched its Gender Equality Policy and Operational Strategy (GEPOS),¹³ which is regarded as consistent with its overall mission to promote economic growth and systematic reduction of poverty through social and economic development. The goal of GEPOS is for the CDB:
- To be a leading catalyst promoting gender equality in the Region by working with borrowing members and other development partners in a responsive and collaborative manner to analyse the economic and social causes of gender inequality in order to reduce poverty and vulnerability and to assist all women and men to achieve their full potential.*¹⁴
50. At the global level, agencies such as the World Bank and International Monetary Fund (IMF) have promoted the idea of “gender equality as smart economics”.¹⁵ For instance, a recent IMF Staff Note states that many countries face increased costs as a result of population aging and that drawing more women into paid employment will assist in raising revenue to meet these costs.¹⁶
51. In Barbados, relatively high national income per capita exists alongside a large informal sector and welfare benefits that are less extensive than in some developed countries. Increasing gender equality from an economic standpoint must start from understanding local conditions, not just of production in formal employment settings but of production in the informal economy and of social reproduction and the sexual division of labour with regard to each. This division of labour is undergirded by gender ideologies that allocate responsibility for social reproduction to women and for production – especially in the formal sector – to men and that limit the scope for equality. Intersections of gender and class, the evolution of the position of Barbados in the global economy and associated shifts towards a service economy should also be considered in examining the differing life chances of females and males and offering recommendations for development. This study conducts gender analysis of economic and social data and policy initiatives and actions in Barbados, with particular focus on how economic and human development can be reconciled and promoted by considering the interplay between ‘productive’ and ‘reproductive’ roles and

¹² Massiah, J. (1986), Women in the Caribbean Project: An overview, *Social and Economic Studies*, 35(2).

¹³ Caribbean Development Bank (2008), *Gender Equality Policy and Operational Strategy*, Caribbean Development Bank, Wildey, Barbados.

¹⁴ Caribbean Development Bank, *Ibid.*

¹⁵ World Bank (2006), *Gender Equality as Smart Economics: A World Bank Group Gender Action Plan (fiscal years 2007–10)*, International Bank for Reconstruction and Development, Washington, DC.

¹⁶ Elborgh-Woytek, E. et al. (2013), “Women, Work, and the Economy: Macroeconomic gains from gender equity”, IMF Staff Discussion Note SDN/13/10, International Monetary Fund, Washington, DC.

between the 'formal' and 'informal' economies traditionally associated with the country's men and women.

3.0 OBJECTIVES

52. This Country Gender Assessment of Barbados aims to:
 - i. Uncover the links between gender equality and the different socio-economic life chances of women and men;
 - ii. Critically analyse the national capacity for gender mainstreaming;
 - iii. Identify constraints, opportunities and risks for promotion of gender equality and implications for development effectiveness.

53. The three main sections of this report – Parts II, III and IV – accord broadly with the three aims. After the Executive Summary and introductory information in Part I, Part II presents gender analysis of social and economic indicators and educational participation and achievement. It also examines how culture and socialisation affect the life chances of women, men, girls and boys. Part III analyses economic and social policy and other initiatives that can be expected to affect the life chances of women and men. This includes analysis of social security and social safety nets, education and training, business support, and legislation relating to gender and the economy. The national capacity for gender mainstreaming is analysed by looking at the national machinery relating to gender and the participation of governmental, non-governmental and private sector agencies within it. Part IV considers the constraints, opportunities and risks for promotion of gender equality and implications for development effectiveness with special attention to the potential role of the Caribbean Development Bank.

54. Numerous studies since the 1970s have examined gender in Barbados and other Caribbean countries, and some of these are referenced in the current assessment. In selecting material for inclusion, emphasis has been placed on the interplay between gender and life chances based on economic factors for women and men. This study seeks to promote evidence-based action among people concerned with economic development as well as agents customarily concerned with gender.

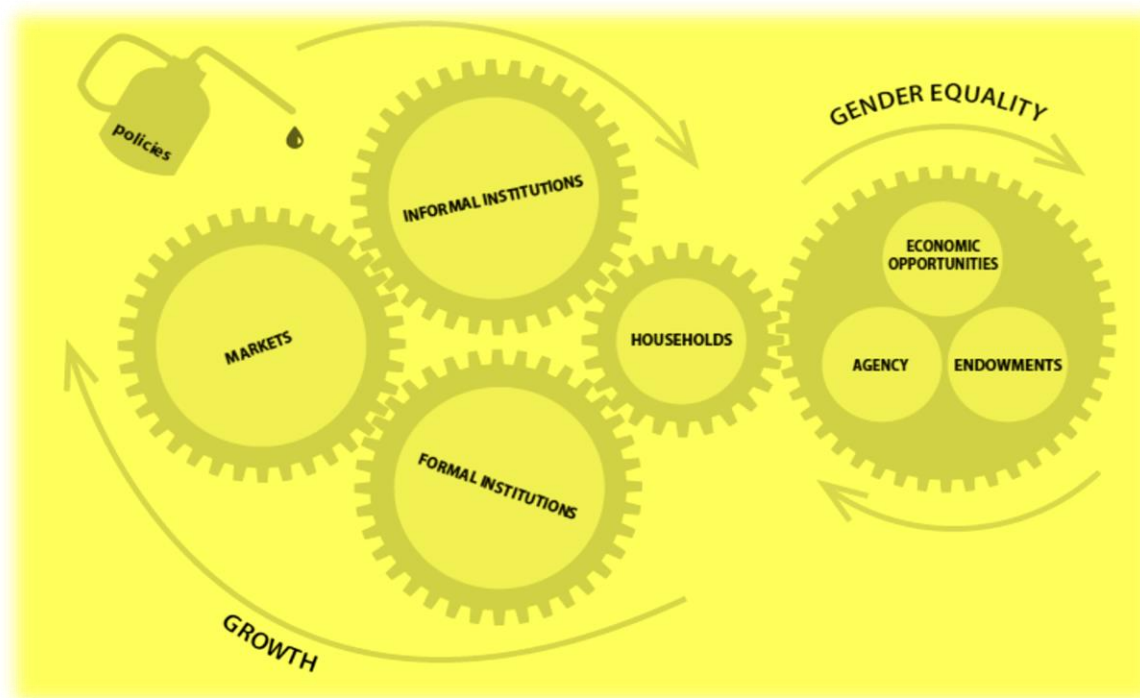
4.0 METHODOLOGY

55. The methodology consisted of documentary review, statistical analysis and interviews with key informants. In relation to the three main parts of the report, the first stage was to *search* for evidence under headings using guidance from key informants, documents provided by them and internet searches. The second stage was to *drill down* on particular themes and findings that emerged, searching for additional evidence. The third stage was to *validate* the findings by triangulation with different sources of evidence and by asking questions in interviews based on findings from previous stages. Sources of evidence included the Barbados Statistical Office, Government line ministries, academic and institutional reports, and key informant interviews with a wide variety of stakeholders in the Government, non-governmental and private sectors. A validation workshop took place in March 2014, at which the findings were presented and stakeholders suggested some revisions to the report, which have been incorporated in the current version. A further validation workshop, involving presentation of completed Country Gender Assessments to stakeholders from six Caribbean countries including Barbados, took place on 7 December 2015. This included the development of recommended actions for Barbados in one of the working group sessions. These are presented and discussed, along with the initial recommendations emerging from the research, in part 4, section 9.5.
56. Interviews lasting between 20 minutes and 1.5 hours or email/ phone correspondence took place with 63 women and 46 men (total 109) between January and May 2014. Informants comprised statisticians, researchers, ministry officials, NGO and trade union representatives, business support organisations, regional and international organisations and individual entrepreneurs. They represented 59 organisations as listed in Appendix 1.¹⁷
57. The World Bank¹⁸ posits, in a model illustrated in figure F1 on the following page, that the main dimensions of gender equality/ inequality are endowments, economic opportunities and agency. *Endowments* consist of education, health and physical assets. These are used to take up *economic opportunities* and generate incomes, and enable *agency* to take actions to affect individual and household well-being. Outcomes for women and men with respect to each of these are affected by the responses of households to the functioning and structure of markets and formal and informal institutions. Families decide how many children to have and when, how much to spend on education and health for daughters and sons, how to allocate tasks within and outside the home, and other matters that influence gender outcomes.
58. *Markets* are defined in the same World Bank framework as arrangements that allow buyers and sellers to arrange (the rights over) any kind of goods or services subject to a set of rules. *Formal institutions* are all aspects that pertain to the functioning of the state, including laws, regulatory services and mechanisms for the delivery of services that the state provides (such as police, basic infrastructure, health services and education). *Informal social institutions* are defined as the mechanisms, rules and procedures that shape social interactions but do not pertain to the functioning of the state. These include gender roles, beliefs, social norms and social networks. Figure F1 illustrates how markets and formal and informal institutions affect gender outcomes.

¹⁷ Government Ministries were counted as one organization each, UWI departments were counted as one each and the CDB was counted as one organization regardless of CDB department.

¹⁸ World Bank (2012), *Gender Equality and Development: World development report 2012*, International Bank for Reconstruction and Development/ World Bank, Washington, DC.

F1: ECONOMIC SYSTEMS FRAMEWORK



SOURCE: WORLD BANK, 2012.

59. In this report we examine evidence of gender equality/ inequality with particular emphasis on economic opportunities, in line with the focus of the CDB on poverty and economic development. Educational outcomes among girls, boys, women and men are also examined in some depth as key endowments affecting economic opportunities. Formal institutions receive major focus in the report given the need to develop recommendations relating to government policy. The result is the most wide-ranging report to date relating to gender and the economy in Barbados, providing an evidence base for policy to promote gender equality in economic opportunity. The chief limitation is in providing more limited coverage and analysis of markets, informal institutions and households and how these interact with formal institutions to produce various gender outcomes. Further research and conceptual analysis are recommended to develop a thorough understanding of gender equality in the country.

PART II

5.0 STATISTICAL PROFILE SUMMARY

T1: KEY STATISTICAL INDICATORS

INDICATOR	MALE	FEMALE	TOTAL	YEAR	SOURCE
Human development index (HDI)			Rank 38 of 187 countries. Value 0.825	2012	2013 Human Development Report ¹⁹
Inequality-adjusted human development index (IHDI)					Not available
Gender inequality index (GII)			0.343 (GII value) Rank 61 of 148 countries	2013	2013 Human Development Report
Gini coefficient			0.47 in 2010 0.39 in 1997 0.46 in 1979	2010	Barbados CALC ²⁰
Life expectancy at birth	72.5 years	77.1 years	74.8 years	2012	Barbados Economic & Social Report 2012 ²¹
Literacy rates	99.7%	99.7%	99.7%	2012	Barbados Economic & Social Report 2012
Fertility rates			1.68 children per woman	2013	Central Intelligence Agency: World Fact Book ²²

¹⁹ Source: <http://hdr.undp.org/sites/default/files/Country-Profiles/BRB.pdf> (accessed 10 January 2014).

²⁰ Sir Arthur Lewis Institute of Social and Economic Studies (2012), "Barbados Country Assessment of Living Conditions 2010", Government of Barbados National Assessment Team (NAT) and Caribbean Development Bank, Bridgetown.

²¹ Ministry of Finance and Economic Affairs (2013), *Barbados Economic and Social Report 2012*, Research and Planning Unit, Ministry of Finance and Economic Affairs, Bridgetown.

²² Source: <https://www.cia.gov/library/publications/the-world-factbook/goes/bb.html> (accessed 11 January 2014)

INDICATOR	MALE	FEMALE	TOTAL	YEAR	SOURCE
Adolescent fertility rate ('teen pregnancies')		49.4 per thousand women aged 15-19		2005–10	World Population Prospects 2012 ²³
		40.8		2013	2013 Human Development Report
Average income in US\$					See section 6.1.6 for gender analysis of earnings
Gross national income per capita			US\$15,080	2012	World Development Indicators ²⁴
Male- and female-headed households	41,335 (52.5%)	37,330 (47.5%)	78,665	2012	2010 Population and Housing Census
Percentage with income below the poverty line			19.3% of individuals 15.0% of households	2010	Barbados CALC
Primary school completion	NA	NA	104%	2011	World Bank ²⁵
Percentage of those who took Common Entrance Exam who transitioned to secondary school	100%	100%	100%		Ministry of Science, Technology and Innovation
Secondary school completion					See section 6.2.3
Number of females and males at tertiary education level					See section 6.2.4
Sex segregation in tertiary education					See section 6.2.4

²³ Source: <http://esa.un.org/unpd/wpp/Excel-Data/fertility.htm> (accessed 15 April 2014)

²⁴ Source: <http://data.worldbank.org/countrybarbados> (accessed 15 April 2014)

²⁵ Source: <http://data.worldbank.org/indicator/SE.PRM.CMPT.ZS>. Note: “The ratio can exceed 100% due to over-aged and under-aged children who enter primary school late/early and/or repeat grades”.

INDICATOR	MALE	FEMALE	TOTAL	YEAR	SOURCE
Participation rate (labour force as percentage of total adult population)	73.1	62.1	67.3	2013	Continuous Household Labour Force Survey July-September 2013 ²⁶
Employment rate	87.8%	88.9%	88.3%	2013	Continuous Household Labour Force Survey
Unemployment rate	12.2%	11.1%	11.7%	2013	Continuous Household Labour Force Survey
	10.9%	12.3%	11.6%	2012	Barbados Economic and Social Report 2012
Wage gap		18.9% (average male wage 18.9% higher than average female wage)		2004	Bellony, Hoyos and Nopo, 2010 ²⁷
Male/female employment by economic activity					Detailed analysis is provided in section 6.1.3
Sex-disaggregated coverage of social assistance programmes					Detailed analysis is provided in section 7.3
Percentage of Members of Parliament (elected lower house)	83%	17%	100%	2013-2018	CEDAW report ²⁸
Percentage of men and women Ministers	17 (85%)	3 (15%)	20	2014	http://barbadosparliament.com/portfolio.php , accessed 23 April 2014

²⁶ Sources: http://www.barstats.gov.bb/files/documents/LFS_Bulletin_3Q2013.pdf (accessed 10 January 2014); [http://www.centralbank.org.bb/WEBCBB.nsf/vwPublications/D735CFB2BDC3C6FD04257C06006B6644/\\$FILE/Central_Bank_Annual_Report2012.pdf](http://www.centralbank.org.bb/WEBCBB.nsf/vwPublications/D735CFB2BDC3C6FD04257C06006B6644/$FILE/Central_Bank_Annual_Report2012.pdf) (accessed 10 January 2014).

²⁷ Bellony, A., A. Hoyos and H. Nopo (2010), "Gender Earnings Gaps in the Caribbean: Evidence from Barbados and Jamaica", IDB Working Paper Series No. IDB-WP-210. <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=35326952> (accessed 15 April 2014).

²⁸ Government of Barbados (2013) *Report on the United Nations Convention on the Elimination of All Forms of Discrimination Against Women: Barbados, Reporting Period 2003-2012*.

INDICATOR	MALE	FEMALE	TOTAL	YEAR	SOURCE
Percentage of men and women in constituency councils					<i>Data requested from Ministry of Social Care, Community Development and Constituency Empowerment</i>
Percentage of men and women who are owners/ managers of businesses	5.4%	2.5%	4.0%	2011	Global Entrepreneurship Monitor report for Barbados ²⁹
Percentage of employed men and women who are employers	1.4%	0.7%	1.0%	2012	Barbados Statistical Service Labour Force Survey
Percentage of men and women in decision-making positions in public administration	14 (50%) 8 (75%) 62 (54.4%)	14 (50%) 4 (25%) 51 (44.7%)	28 12 114 (one post vacant)	2014	Permanent Secretaries Senior Public Officers of related Grades (e.g., Chief Medical Officer) Heads of Departments/ Divisions/ Units (Source: Office of Public Sector Reform)
Percentage of men and women in the judiciary at all levels	6 Judges 13 Magistrate's court staff 4 Office of Director of Public Prosecution	8 Judges 59 Magistrate's court staff 5 Office of Director of Public Prosecution	14 Judges 72 Magistrate's court staff 9 Office of Director of Public Prosecution	2014	Ministry of the Civil Service
Prevalence of domestic violence			27%	2009	Bureau of Gender Affairs/CADRES survey
Gender-based violence case disposal rates					<i>Data requested from the Royal Barbados Police Force</i>

²⁹ Carrington, D. and M. Wharton (2012), *Global Entrepreneurship Monitor: 2011 Barbados Report*, International Development Research Centre, Ottawa.

6.0 COUNTRY GENDER PROFILE

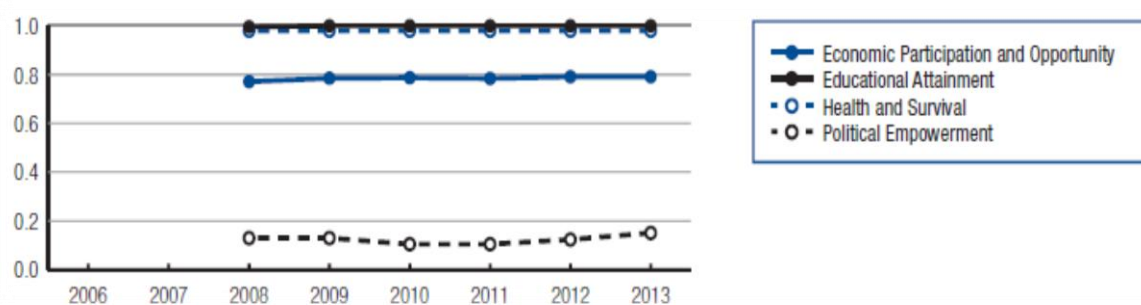
6.1 GENDER DIFFERENCES IN ECONOMIC AND SOCIAL INDICATORS

6.1.1 HUMAN DEVELOPMENT AND GENDER INEQUALITY

60. Barbados has achieved a very high level of human development according to the United Nations Development Programme, being ranked 38 of 187 countries on the human development index (HDI). This high ranking reflects long life expectancy, high levels of school enrolment and length of education, and high income per capita, all of which improved between 1980 and 2012.
61. Barbados also has a fairly good ranking with regard to gender equality – 61 out of 148 countries. However, the average gender inequality index (GII) for countries at the ‘very high human development’ level is 0.193 while Barbados’ figure was 0.343 in 2012. The GII is based on the percentage of female seats in parliament (19.6%), the percentage of females and males with at least secondary education (89.5% and 87.6% respectively), the labour force participation rates for females and males (64.8% and 76.2% respectively), the maternal mortality ratio (51) and the adolescent fertility rate (40.8) (all figures are for 2012). This indicator shows that achievements of girls with regard to secondary education exist alongside low representation in parliament, relatively low labour force participation and high rates of maternal mortality and adolescent fertility. These last two may be compared with an average maternal mortality ratio of 15 and average adolescent fertility rate of 18.7 among countries in the very high HDI category.³⁰ *Thus there is evidence that in Barbados the considerable advances in human development have not translated into a concomitant high level of gender equality.*
62. An alternative measure of gender equality is the gender gap index developed by the World Economic Forum. This ranks Barbados at 29 out of 136 countries, with a score of 0.730 (0=inequality, 1=equality). The measure shows near equality with respect to educational attainment and health and survival (with female achievement surpassing male achievement in education). In terms of economic opportunity, the attainment of women is assessed to be 80% that of men (0.791 in 2013), while in terms of political participation it is 15% that of men (0.150 in 2013). The assessment also shows that the positions of women and men have hardly changed since 2006 (figure F2).

³⁰ See: <http://hdr.undp.org/sites/default/files/Country-Profiles/BRB.pdf> (accessed 10 January 2014).

F2: GENDER GAPS IN BARBADOS, 2006–2013



SOURCE: WORLD ECONOMIC FORUM, 2013.

63. It should be noted that a Multiple Indicator Cluster Survey (MICS) has recently been completed by the United Nations Children’s Fund (UNICEF) for Barbados. This contains a number of gender-relevant indicators but was not publicly available at the time of writing this report.

6.1.2 ECONOMIC CHARACTERISTICS OF BARBADOS

64. Barbados is a small island developing state (SIDS), with common SIDS characteristics such as small population size, limited resources, high dependence on international trade, vulnerability to external economic and environmental shocks, expensive public administration and infrastructure, little opportunity to create economies of scale³¹ and low export diversity.³² In terms of trade in goods, Barbados has had a negative trade balance – i.e., the value of imports has exceeded that of exports – on every category but one, at least since 2004. (The only exception is beverages and tobacco, which had a positive trade balance of 1.3% in 2010 and 17.0% in 2012.)³³ All these factors have increased the island’s susceptibility to the global economic crisis that began in 2009.
65. In 2012, there was zero real gross domestic product (GDP) growth, constrained by poor outturns in the key tourism and construction sectors. The unemployment rate was 11.6% and total debt as a percentage of GDP stood at 112.7%. Between 2009 and 2013, GDP growth fell from an estimated 4.1% to 0%, debt as a percentage of GDP rose by 50.2% and unemployment rose by 16%.³⁴ Income inequality, as measured by the Gini coefficient, increased from 0.39 in 1997 to 0.47 in 2010 and is thus similar to the level in 1979 of 0.46.³⁵ Figure F3 shows the decline in GDP since the start of the recession around 2009.

³¹ See: <http://unohrrls.org/about-sids/> (accessed 2 April 2014).

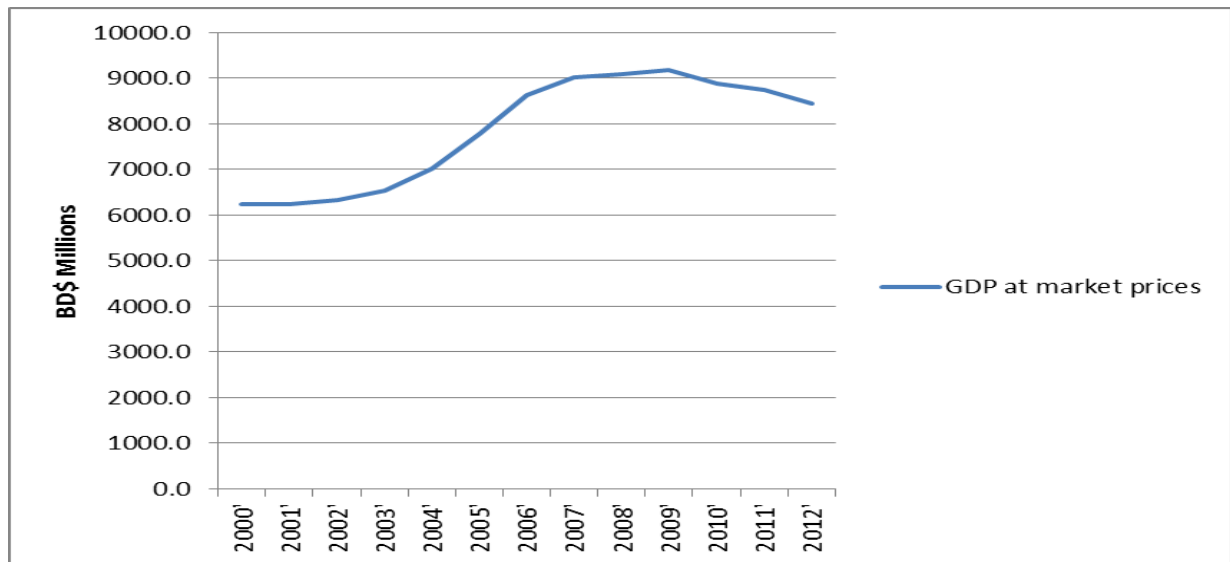
³² Nurse, K. and G. Greene (2014), “Aid for Trade and Export Diversification: The case of Barbados”, in M. Jansen et al. (eds.), *Connecting to Global Markets: Challenges and opportunities – Case studies by WTO chair holders*, World Trade Organization, Geneva.

³³ Source: Barbados Statistical Service. Categories of goods in the dataset are: food & live animals; beverages & tobacco; crude materials inedible except fuels; minerals, fuels, lubricants & rel. mat.; animal & vegetable oils & fats; chemicals; manufactured goods classified by material; machinery & transport equipment; miscellaneous manufactured articles; miscellaneous transactions & commodities.

³⁴ Ministry of Finance and Economic Affairs (2013), *Barbados Economic and Social Report 2012*, Bridgetown.

³⁵ *Sir Arthur Lewis Institute of Social and Economic Studies (2012), Op. Cit.*

F3: GROSS DOMESTIC PRODUCT AT MARKET PRICES, 2000–2012



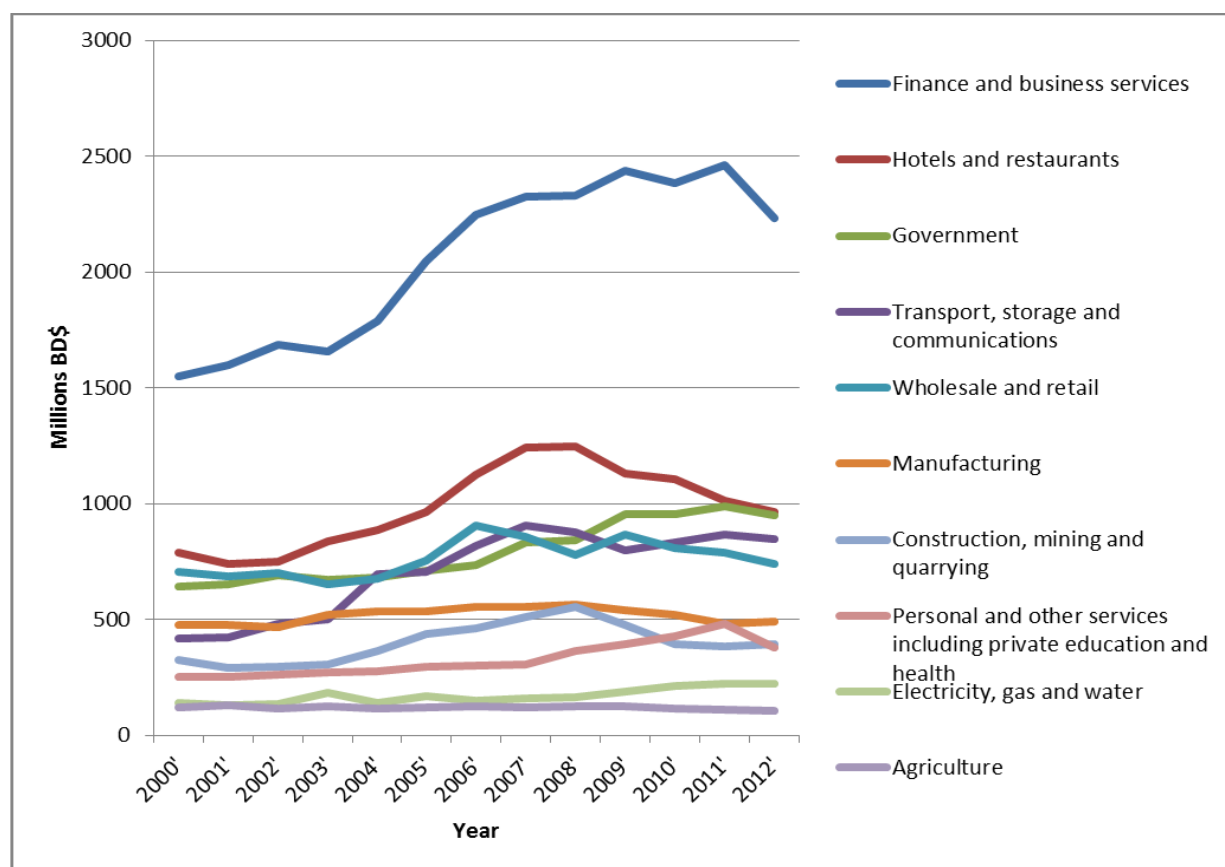
SOURCE: BARBADOS STATISTICAL SERVICE.

66. Each of the economic characteristics of this small island developing state provides parameters for the economic opportunities and options for recovery from the recession, which may be differently experienced by women/ girls and men/ boys. Such differences are explored throughout this report.

6.1.3 GDP AND EMPLOYMENT BY SECTOR OF THE ECONOMY

67. Figure F4 shows that Barbados has a formal economy largely based on services, with manufacturing, construction, mining and quarrying, utilities and agriculture contributing relatively little to GDP in comparison. The figure also shows how the recession since 2008 has brought declines in income in most sectors.

F4: TRENDS IN GROSS DOMESTIC PRODUCT BY SECTOR, 2000–2012



SOURCE: BARBADOS STATISTICAL SERVICE.

68. Gender analysis is possible by looking at the numbers of females and males employed by sector. Table T2 places the sectors covered in data on GDP side by side with data by sex for each sector in order to enable comparison. Data on GDP is presented in order of greatest contribution to total GDP, starting with finance and business services.³⁶

T2: GDP AND MALE AND FEMALE EMPLOYMENT BY SECTOR, 2012

GROSS DOMESTIC PRODUCT BY SECTOR		EMPLOYMENT BY SECTOR IN THOUSANDS			
	Million \$		Male	Female	Total
Finance and business services	2,233.1	Finance & insurance	2.1	3.9	6.0

³⁶ It should be noted that the sectors listed in the two sides of the table are not exactly equivalent but are shown together to enable rough comparisons, which are informative as regards the comparison between share of GDP and share of employment as well as the extent of gender segregation in various sectors. Also of note is that the category 'Government' shown in GDP data is not replicated in employment data as the latter do not break down the information in terms of whether employees work in the public or private sector.

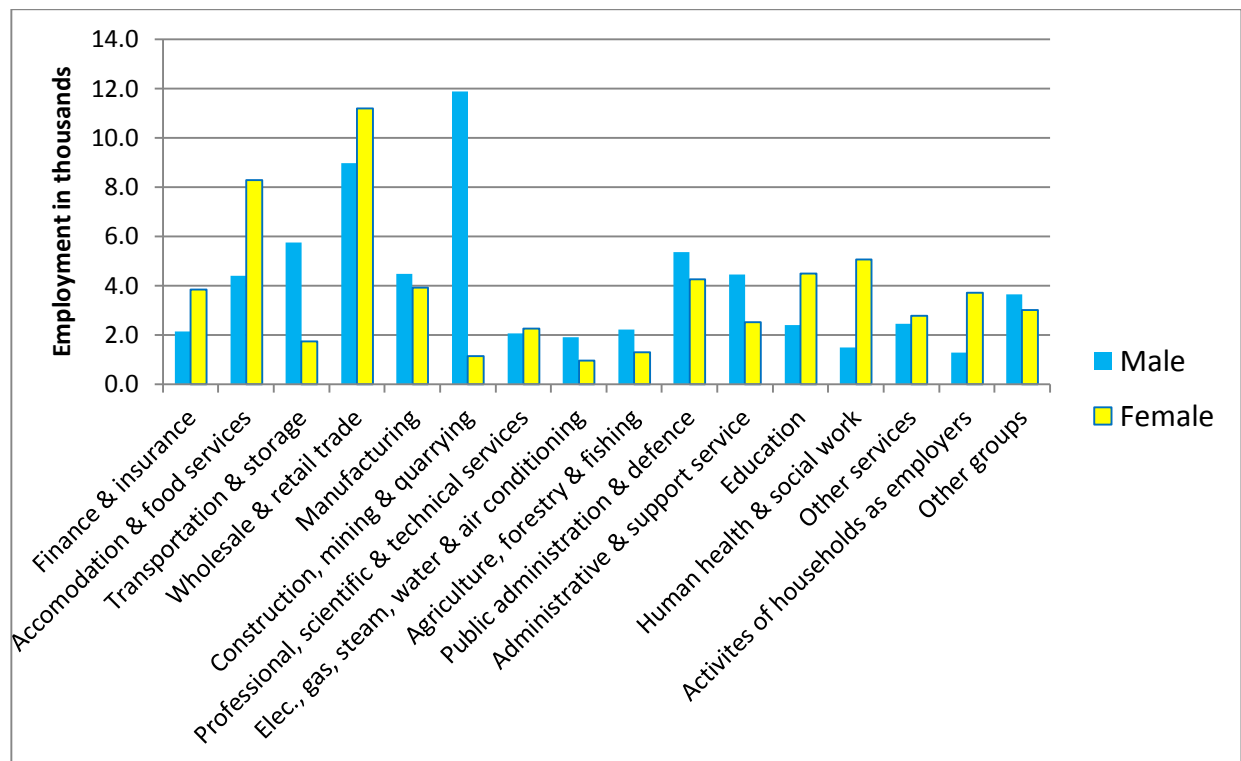
GROSS DOMESTIC PRODUCT BY SECTOR		EMPLOYMENT BY SECTOR IN THOUSANDS			
	Million \$		Male	Female	Total
Hotels and restaurants	965.9	Accommodation & food services	4.4	8.3	12.7
Government	951.7	<i>No equivalent category to 'government'. Government workers may be found in other categories, notably public administration and defence, education and human health and social work.</i>	-	-	-
Transport, storage and communications	846	Transportation & storage	5.7	1.7	7.5
Wholesale and retail	741.9	Wholesale & retail trade	9.0	11.2	20.2
Manufacturing	489.9	Manufacturing	4.5	3.9	8.4
Construction, mining and quarrying	391.8	Construction, mining & quarrying	11.9	1.1	13.0
Personal and other services including private education and health	379	Professional, scientific & technical services	2.1	2.2	4.3
Electricity, gas and water	224.2	Electricity, gas, steam, water & air conditioning supply	1.9	1.0	2.9
Agriculture	103.7	Agriculture, forestry & fishing	2.2	1.3	3.5
TOTAL GDP at basic prices	7,327.1	Public administration & defence	5.4	4.3	9.6
		Administrative & support service	4.4	2.5	7.0
		Education	2.4	4.5	6.9
		Human health & social work	1.5	5.1	6.6
		Other services	2.4	2.8	5.2
		Activities of households as employers	1.3	3.7	5.0
		Other groups	3.6	3.0	6.6
		TOTAL	64.8	60.4	125.3

SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY, 2012.

69. A first observation in comparing the GDP and employment figures is that there appears to be little relationship between the contribution of a sector to GDP and its share of employment. For example, finance and business services comprise 30.5% of GDP but finance and insurance accounts for only 4.7% of employees. With regard to human development, it is necessary to promote sectors that make major contributions to employment for both women and men in addition to focusing on growth in national income.

70. Figure F5, based on the employment data, enables one to see gendered patterns with regard to employment. The sector that contributes the most to male employment is construction, mining and quarrying, and this sector also has the largest difference between the numbers of men and women employed. Other sectors making major contributions to male employment are wholesale and retail, transportation and storage, and public administration and defence. For women, top sectors for employment are wholesale and retail, accommodation and food services (tourism), health and social work, education, and public administration and defence. In all these sectors except public administration and defence, the number of women is much higher than the number of men employed. There are also many more women than men carrying out ‘activities of households as employees’, usually as domestic workers.

F5: MALE AND FEMALE EMPLOYMENT BY SECTOR, 2012



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY.

71. It would be instructive also to provide time series data on employment in each of these sectors by sex to show trends over time and how employment for women and men in each sector has been affected by the recession. However, the categorisation of employment by sector was changed after 2009, making it difficult to compare data up until 2009 with those from 2010 onwards.³⁷

³⁷ Until 2009 the industries listed in labour force statistics were: sugar, other agriculture & fishing; manufacturing; electricity, quarrying & construction; gas & water; wholesale & retail trade; tourism; transport & communication; finance, insurance & business services; general services, and government services. From 2009 the listing changed to the following: agriculture, forestry & fishing; construction, mining & quarrying; manufacturing; electricity, gas, steam, water & air conditioning supply; wholesale & retail trade; transportation & storage; accommodation & food services; finance & insurance; professional, scientific & technical services; administrative & support service; public administration & defence; education; human health & social work; other services; and activities of households as employers.

72. Data from the Ministry of the Civil Service shed further light on government employment. Of all government employees, 7,050, or 44.6%, are male and 8,741, or 55.4%, are female. That the majority of education, health and social work personnel are female is confirmed by Civil Service data. On the other hand, one notable area where males are in the majority is the police service, where 78.3% of the 1,504 staff is male.
73. Integrating the sectoral analysis of GDP and sex-disaggregated employment data allows a number of observations to be made. With regard to male employment, the top three sectors – construction, mining and quarrying, wholesale and retail, and transportation – have experienced falls in earnings during the current recession. Construction in Barbados has been particularly hard hit³⁸ as it is very sensitive to economic cycles, as is transportation and storage. Public administration and defence is the fourth largest employer of men, and the analysis above shows that the government portion of national income has continued to rise though at a slower pace than previously. It is also currently subject to cuts in response to the very high level of government debt. This affects health, social work and education, which in addition to public administration are also major employers of women. Tourism and wholesale and retail are the top two employers of women and these have experienced sharp declines.

6.1.4 OCCUPATIONAL ROLES WITHIN THE EMPLOYED LABOUR FORCE

74. There is evidence of a sexual division of labour within the employed labour force. There are 4.5 or more times as many men as women employed as craft and related workers, plant and machine operators and skilled agricultural workers, emphasizing the role of men in manual labour. There are also more men in unskilled or elementary occupations. In addition, more men are in work requiring a high level of qualification and in senior jobs – such as technicians and associated professionals, legislators and managers – though not by a wide margin. However, among professionals as a whole there are more women than men. Women are more numerous among service and shop workers and clerks and, along with professionals, these workers account for 60.4% of the female workforce whose occupations were defined in the Labour Force Survey in 2012 (see table T3).

6.1.3 ACTION POINTS

- ✓ In terms of a gender-sensitive strategy for development it is important to seek to stimulate growth in sectors that contribute most to the employment of both women and men.
- ✓ Wholesale and retail is the top employer, and it is necessary to encourage innovation in this sector to maintain its viability with regard to providing employment to women and men. The sector is highly import-dependent, and strong support for exports to generate foreign exchange would be necessary to maintain employment levels, especially female.
- ✓ For men, important sectors are construction, mining and quarrying and transport and distribution, which are highly vulnerable to international demand. Construction and transport and distribution provide infrastructure and services to tourism, so the decline in tourism demand has knock-on effects for employment in these sectors. Policies to stimulate demand for Barbados tourism products may thus indirectly assist male employment while directly assisting tourism employees, the majority of whom are female.

³⁸ Ministry of Finance and Economic Affairs (2013), *Op. Cit.*

T3: NUMBERS OF MALE AND FEMALES IN THE EMPLOYED LABOUR FORCE AND MALE/FEMALE RATIO BY OCCUPATION, 2012

	MALES (THOUSANDS)	FEMALES (THOUSANDS)	MALE/ FEMALE RATIO
Craft and related workers	13.7	1.5	9.13
Plant & machine operators	6.0	1.2	5.00
Skilled agricultural workers	2.7	0.6	4.50
Elementary occupations	13.2	9.3	1.42
Technicians & associated professionals	7.1	6.6	1.08
Legislators, managers	5.1	4.7	1.09
Professionals	5.7	9.8	0.58
Service/ shop workers	8.4	15.0	0.56
Clerks	2.6	11.6	0.22
TOTAL	64.5	60.3	1.07

SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY.

6.1.3 ACTION POINTS

- ✓ It is important to diversify the range of occupations with a particular focus on males given their concentration in a smaller number of fields and the especially high vulnerability of male-dominated sectors to external economic shocks.
- ✓ Cuts in government expenditure are likely to affect women and men differently as employees of government services. Gendered patterns of employment within the public service should be considered in the current period of government economic retrenchment.
- ✓ The availability of sex-disaggregated data should be increased in order to monitor the gender impact of the economic crisis in both the private and public sectors. This should include data on the number of women and men laid off in the process of government retrenchment and their household structure in order to assess effects on dependents as well.

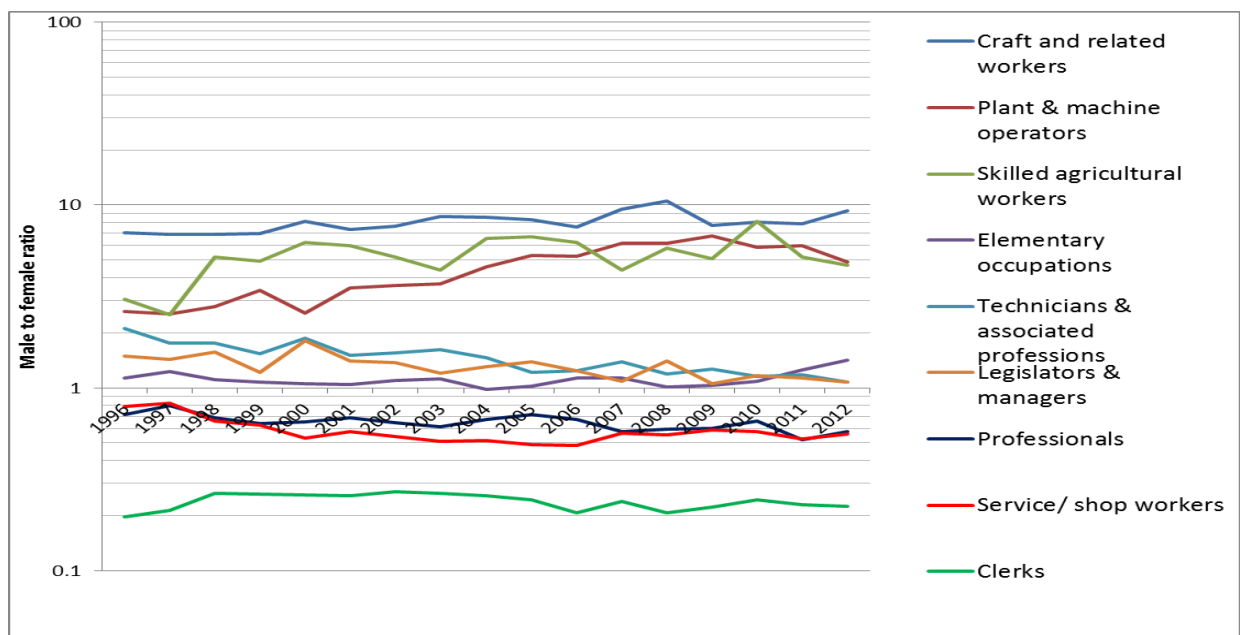
75. Elementary occupations include cleaners in offices and hotels, street vendors, labourers in forestry, fishing and manufacturing and domestic workers, among other occupations. Most domestic workers are assumed to be women, though the percentage is uncertain since there are no comprehensive national accounts of the total numbers of domestic workers by sex within the ‘elementary occupations’ category. It should also be noted that some operate in the informal economy in that they are unregistered, and therefore figures on elementary occupations may underestimate their contribution. A 2013 study of domestic employees was conducted to provide baseline information for Barbados’ efforts to implement the ILO Domestic Workers Convention, 2011 (No. 189) concerning decent work for domestic workers.³⁹ This included a survey with 100 female domestic workers, which was conducted using convenience sampling based on snowballing, putting into question the validity of the findings with regard to characterizing work among domestic employees as a whole. In populations with no comprehensive listing from which to sample, other methodologies such as respondent-driven sampling are available that can assist in generating more representative samples.⁴⁰

³⁹ Cumberbatch, J., J. Georges and C. Hinds (2013), *Advancing Decent Work for Domestic Employees*, UN Women and Ministry of Labour, Barbados.

⁴⁰ Snowball sampling involves starting a survey with a number of participants and asking these participants to identify other people to include in the survey from the target population. It is sometimes used when there is no prior listing of people in the target population.

76. The Barbados study found that 18% of participants were non-nationals, but a focus group conducted as part of the same study suggested that this percentage underestimated how many non-Barbadians are employed in the field. Despite the limitation in the sampling method, it is useful to highlight some of the issues pointed out by the survey and focus group participants. Most indicated that their wages were insufficient to cover monthly expenses, and some therefore engaged in other income-earning activity. Some also complained of unreasonable workloads, disrespect from employers, the absence of lunch breaks, verbal abuse, sexual advances and impairment of health. Some were not registered with the National Insurance Scheme (NIS), rendering them economically vulnerable in case of sickness or unemployment. Lack of registration also meant they were unprotected by legislation governing conditions of work. There was a conflict of interest between NIS contributions and widow's benefits, since payment of NIS contributions disqualifies the receipt of widow's benefit.⁴¹
77. Time series data presented in figure F5 suggest increasing sex segregation by occupation for manual occupations, with an upward trend in the predominance of males in these fields since 1996. On the other hand, women appear to have gained some ground with regard to becoming involved in technical and associated professions since the male–female ratio halved from 2.1 to 1.08 over the period. There has also been a fall in the male–female ratio among legislators/ managers, from 1.49 in 1996 to 1.08 in 2012. The predominance of females in the lower grade service professions has been reinforced, with a fall in the proportion of male professionals (from 0.71 to 0.58) and service/ shop workers (from 0.79 to 0.56). Thus with regard to the general workforce, there is evidence of increasing gender segregation of working roles, while there is some evidence that women are making inroads in technical and decision-making roles in some professions.

F6: TRENDS IN OCCUPATION BY SEX, 1996–2012



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEYS.

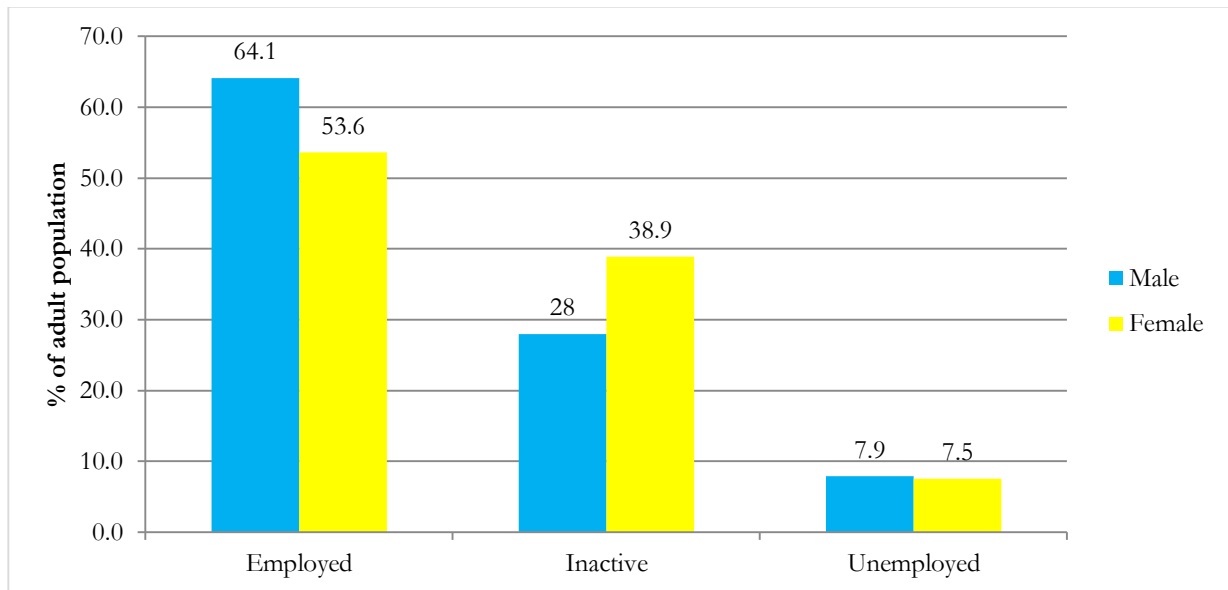
The principal risk is selection bias since existing survey participants refer to persons already known to them, thus there is a tendency for participation not to extend sufficiently beyond the immediate network of the first participants. Other methodologies such as respondent-driven sampling have been designed to reduce selection bias by using multiple ‘waves’ of referral and other techniques through which selection bias can be reduced and measured. See: Malekinejad, M., L. Johnston, et al. (2008), "Using Respondent-Driven Sampling Methodology for HIV Biological and Behavioural Surveillance in International Settings: A systematic review", *AIDS and Behaviour*, 12(0): 105–30.

⁴¹ Cumberbatch, Georges and Hinds (2013), *Op. Cit.*

6.1.5 EMPLOYMENT, UNEMPLOYMENT AND INACTIVITY

78. It is important to look beyond the population that is employed to examine those who are not. In 2012, as shown in figure F7, close to two-thirds of male adults were employed as compared with just over half of female adults. Almost two-fifths of women were ‘economically inactive’ as compared with around a quarter of men. Around 8% of both women and men were unemployed. It may be observed that the rate of unemployment is usually calculated as a percentage of the employed plus the unemployed populations, which ignores the so-called ‘economically inactive’ population. According to the conventional measure of unemployment, 12.3% of females and 10.9% of males were unemployed in 2012.⁴²

F7: EMPLOYMENT, UNEMPLOYMENT AND ‘ECONOMIC INACTIVITY’ BY SEX, 2012

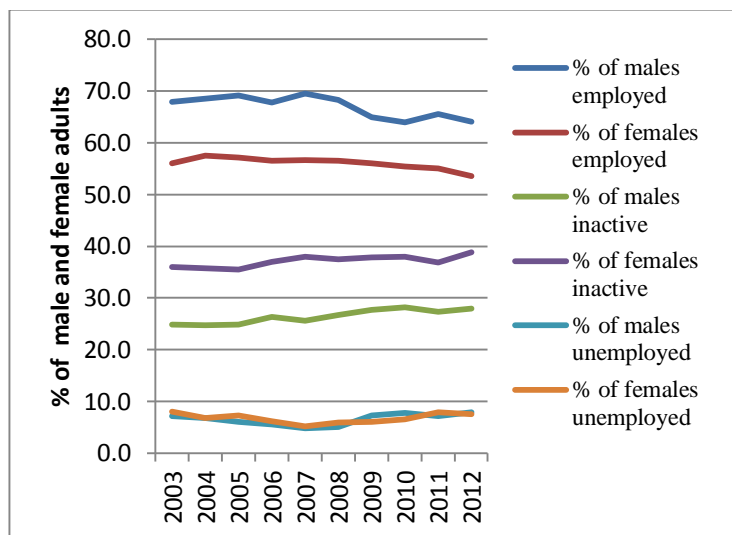


SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEYS.

79. Looking at trends since the year 2003 (figure F8), there have been slight declines in employment affecting men more than women, slight increases in levels of ‘inactivity’, again affecting men a little more than women, and hardly any change in levels of unemployment, which has affected both men and women more or less equally. The important point to note is that the relative shares of women and men in the three categories has shifted very little. Throughout the whole period, considerably more men than women were employed, considerably more women than the men were ‘economically inactive’ and the percentages of women and men who are classified as unemployed were very similar.

⁴² This figure is confirmed by Ministry of Finance and Economic Affairs (2013), *Op. Cit.*, p. 33.

F8: TRENDS IN EMPLOYMENT, UNEMPLOYMENT AND ‘ECONOMIC INACTIVITY’ AMONG MALE AND FEMALE ADULTS, 2003–2012



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEYS.

80. It is important to note that the ‘economically inactive’ population in fact comprises many people engaged in income-generating activity that is undeclared in surveys. The informal economy is an important contributor to survival of the poor in Barbados, as elsewhere. For single mothers, informal activities such as vending may be especially critical since in general, formal job markets do not allow flexibility in terms of hours to work and to take care of dependents. Increasing numbers of highly skilled people may also fall into the category ‘economically inactive’ since they are not employed by established firms or organisations but are still making money by selling their technical skills. For instance, many young men and growing numbers of young women are skilled in information technology and are earning money by carrying out coding and other forms of computing work on the Internet for clients abroad and to some extent within Barbados. Such activities are not captured in statistics and remain mostly untaxed, representing lost government revenue. These figures challenge conventional economic analyses that focus very largely on the formal economy and on the accumulation of national income as measured by GDP. Researchers have noted that GDP,

...despite its intention to simply “aggregate national income”, has instead excluded informal and non-cash

6.1.5 ACTION POINTS

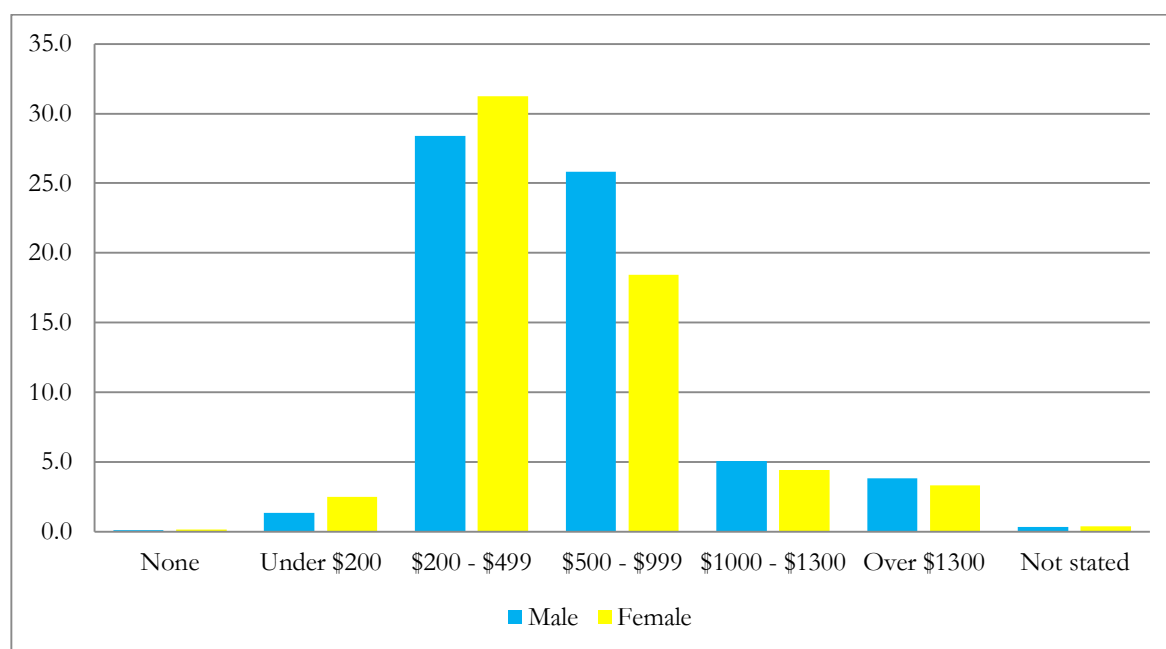
- ✓ In order to create greater gender equity it is necessary to shift the entrenched gender division of labour, both in terms of occupational segregation and in terms of the balance between formal employment and the ‘economically inactive’ segment of the population, which comprises mostly women conducting unpaid domestic work or working in the informal economy. A number of measures are suggested in section 9 below, such as the development and implementation of policies to support flexible working arrangements and care for dependents. It is necessary to move beyond focusing on the unemployed who declare they are looking for work.
- ✓ Men should also increase their contribution to household labour, including caring for children and older persons. Questions of work-life balance and the sharing of caring responsibilities are critical to the prospects of achieving greater gender equity between women and men in Barbados.
- ✓ Few of the ‘inactive’ adult population are actually inactive economically. Time-use studies and studies of the informal economy should be increased and people in informal employment brought into policy discussions.
- ✓ Shifting the balance to increase the percentages of females and males in formal employment requires greater flexibility with regard to working hours, childcare and tax regimes, which will be considered in later sections.

output – the very economic sectors in which Third World women predominate.⁴³

6.1.6 INEQUALITY IN EARNINGS

81. The earnings of women are below those of men, as shown in figure F9. There are more women than men in earnings brackets up to \$499 per week, and more men than women in every income bracket from \$500 per week upwards. Analysis of earnings patterns since 2003 reveals that women have consistently outnumbered men in the lowest income bracket of under \$200 per week. Earnings between \$200 and \$499 were found more frequently among men than women in the years 2003 to 2008 whereas thereafter women outnumbered men in this second lowest income bracket. The figures show a slight improvement in the relative earnings of women, but poverty and lower incomes remain concentrated among them.

F9: EARNINGS OVER THE PAST WEEK BY SEX, 2012



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY.

82. The findings reflect those of Bellony, Hoyos and Nopo (2010), who found lower earnings among females than males when analysing 2004 Labour Force Survey data for Barbados. They also noted that the highest earning males were the employers, while public sector employment was the best-paying segment of the labour market for females. Looking at average earnings per educational level, males were found to earn more than females at all levels. Among females, only tertiary education created a significant increase in earnings (average earnings for females with none, primary and secondary educational achievements are statistically similar). For males, the situation was different as earnings among secondary graduates were higher than earnings among those with none or primary education; moreover, earnings among tertiary graduates were even higher than among those with

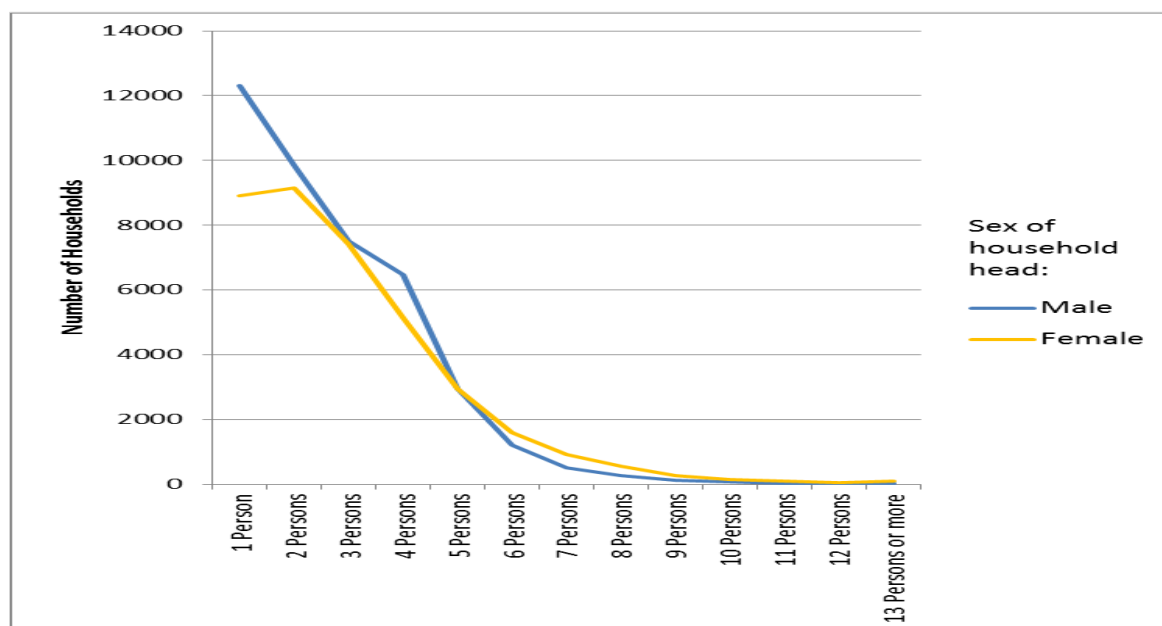
⁴³ Lindsay, K. (2002), "Is the Caribbean Male an Endangered Species?", in P. Mohammed, *Op. Cit.*, pp. 56–82.

secondary achievement.⁴⁴

6.1.7 POVERTY AND DEMOGRAPHICS

83. Previous sections demonstrate that women are over-represented in lower income brackets and in the ‘economically inactive’ population. Both of these contribute to higher levels of poverty among women than men. Sociological and demographic factors are also important. Poverty is concentrated among households headed by women, which account for 47.5% of all households.⁴⁵ Of poor households, 62.2% are headed by women. The rate of poverty in female-headed households is 19.4%, compared with 11.5% in male-headed households and 15% in all households.⁴⁶
84. A factor contributing to poverty in female-headed households is household size as, on average, they have more members than male-headed households. For all household sizes larger than four people, there are more female than male heads, as shown in figure F10. According to the Country Assessment of Living Conditions, among poor female-headed households, the average household size is 4.1, compared with 3.2 in poor male-headed households and 2.9 in the total poor and non-poor population. Poor female-headed households also have the highest dependency ratio, with 74.8% non-earners per household, as compared with 68.6% in poor male-headed households and 49.9% in the total population.

F10: SIZE OF HOUSEHOLD BY SEX OF HOUSEHOLD HEAD, 2012



SOURCE: 2010 POPULATION AND HOUSING CENSUS.

85. Also notable from figure F10 is the fact that most households are smaller than four persons, with median household size of two for men and three for women. The most frequently occurring household size for male-headed households is one person, while modal household size for female-headed households is two people. This pattern arises in part from male sexual behaviour, with multiple partnerships more common

⁴⁴ See: <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=35326952> (accessed 5 April 2014).

⁴⁵ 2010 Population and Housing Census.

⁴⁶ Based on the poverty line of \$7,860.65 in 2010. Source: Sir Arthur Lewis Institute of Social and Economic Studies (2012), Op. Cit.

6.1.7 ACTION POINTS

among males than females and serial monogamy more common among females.⁴⁷ Sexual behaviour leads to many men living alone since they are less likely than women to settle with one person, and girlfriends or wives may reject unfaithful partners. While most women (67.4%) also live without a resident partner,⁴⁸ they tend to live with their child or children and sometimes with other relatives as well.⁴⁹ Therefore there is more risk of social isolation among men than women, with this becoming especially challenging as men become older with greater needs for physical and emotional care. It may also help explain higher rates of vagrancy and homelessness among men than women. It is estimated that over 350 persons in Barbados are homeless, the vast majority of them male.⁵⁰ Women who become homeless are more likely than men to find somewhere to stay with relatives, friends and acquaintances, partly because women are more likely previously to have provided social support.⁵¹ As such, homelessness may be less visible among women, but women, and especially young women, who cannot afford rent or a mortgage for their 'own place' are in an insecure and vulnerable position with regard to those who provide shelter to them.

- ✓ Poverty strategies should focus particularly on single women who are heads of households.
- ✓ The higher dependency ratio in poor households, and especially poor female-headed households, keeps many trapped in the 'economically inactive' segment of the population. There is a need to reduce dependency (stimulate employment) in the whole household.
- ✓ Men are more likely to be socially isolated than women, especially in old age, raising the need for support from NGOs or government agencies.

86. Early motherhood (adolescent fertility) contributes to school dropout and decreases the likelihood of being gainfully employed, thus contributing to poverty and associated health challenges. When pregnancy and childbirth take place during adolescence, the risks of maternal and child morbidity and mortality are increased.⁵² In 2010, the fertility rate among 15–19-year-olds stood at 46% of its 1980 level.⁵³ Despite this improvement, the rate of adolescent pregnancy for 2012 was 40.8, which compares unfavourably with the average of 18.7 among countries in the same category of very high human development.⁵⁴
87. Overall fertility has declined steadily and now stands at 1.68 children per woman,⁵⁵ which is less than the global population

⁴⁷ Bombereau, G. and C.F. Allen (2008), "Social and Cultural Factors Driving the HIV Epidemic in the Caribbean: A Literature Review", Caribbean Health Research Council, St. Augustine, Trinidad and Tobago; Allen, C.F., P Edwards et al. (2013), Evidence on Delay in Sexual Initiation, Multiple Partnerships and Condom Use among Young People: Review of Caribbean HIV Behavioural Studies", West Indian Medical Journal, 62 (4) (HIV/AIDS Special Issue). According to the Barbados Global AIDS Response Progress Report 2012, 33% of men and 14.3% of women had sex with more than one partner in the past 12 months.

⁴⁸ Barbados 2010 Population and Housing Census.

⁴⁹ Barbados 2010 Population and Housing Census

⁵⁰ Sir Arthur Lewis Institute of Social and Economic Studies (2012), Op. Cit. p36.

⁵¹ Interview with a representative of the Barbados Vagrants' and Homeless Society, 28 March 2014.

⁵² Buvinic M. (1998), 'The Costs of Adolescent Childbearing: Evidence from Chile, Barbados, Guatemala, and Mexico', Studies in Family Planning, 29(2): 201-09; Baumgartner J. N., C. Waszak Geary, H. Tucker and M. Wedderburn (2009), 'The Influence of Early Sexual Debut and Sexual Violence on Adolescent Pregnancy: A matched case-control study in Jamaica', International Perspectives on Sexual and Reproductive Health, 35(1): 21-28.

⁵³ Population and Housing Census data provided by the Barbados Statistical Service.

⁵⁴ See: <http://hdr.undp.org/sites/default/files/Country-Profiles/BRB.pdf> (accessed 15 April 2014).

⁵⁵ Central Intelligence Agency, "World Fact Book", <https://www.cia.gov/library/publications/the-world-factbook/geos/bb.html> (accessed 11 January 2014).

replacement rate (estimated at 2.3 births per woman).⁵⁶ The result is an aging population, with one in eight persons aged over 64 in 2010 (35,969, or 12.9%). The population under 15 years comprises a further 19.7% of the population (54,757 persons), resulting in a total population under 15 or over 64 of close to one third of the population (32.6%), most of whom require care and support from the economic activities of the other age groups. In the age group over 64, there are more females than males (58.8% and 41.2% respectively), while there are slightly fewer females than males among children (48.9% and 52.1%, respectively), signifying a larger need for care for older women especially (table T4). This is reinforced by the longer lives of women: life expectancy is 77.1 years among women and 72.5 years among men, and Barbados has the second highest percentage of centenarians in the world (after Japan), most of them women.

T4: POPULATION BY SEX AND AGE GROUPS, BARBADOS 2010

INDICATOR	MALE		FEMALE		TOTAL
	N	%	N	%	
Total population	133,018	47.9%	144,803	52.1%	277,821
CHILDREN AND ADOLESCENTS					
0–4 years	8,873	51.1%	8,479	48.9%	17,352
5–9 years	9,683	51.4%	9,155	48.6%	18,838
10–14 years	9,445	50.9%	9,122	49.1%	18,567
Population under 15 years	28,001	51.1%	26,756	48.9%	54,757
15–19 years	9,452	50.1%	9,418	49.9%	18,870
YOUTH AND ADULTS					
Population 15–24 years	18,513	50.0%	18,526	50.0%	37,039
Population 25–54 years	57,483	47.9%	62,434	52.1%	119,917
Population 55-64	14,197	47.1%	15,942	52.9%	30,139
OLDER PERSONS					
Population over 64 years	14,824	41.2%	21,145	58.8%	35,969
Population over 84 years	1,660	32.9%	3,388	67.1%	5,048

SOURCE: BARBADOS STATISTICAL SERVICE, 2013.

88. In considering the care burden associated with aging, however, it is important also to consider the social roles of women and men. As noted above, while fewer in number, older men generally have less social support than older women and may therefore require more support from the state. On the other hand, more elderly men than women work; in 2005, 12.8% of men and 3.4% of women aged 65 and over participated in the labour force.⁵⁷ Older women, while having greater social support, also carry out more of the care work than older men, notably for their grandchildren when their children participate in the labour force.⁵⁸

6.1.8 MIGRATION

89. Consistent with the characteristics of Barbados as a small, open economy, migration flows into and out of the country are considerable. Of the total enumerated population in the latest census (2010), 14.5% were non-Barbadian (15.3% female and 13.7% male). Of all migrants, 45.1% were from CARICOM countries,

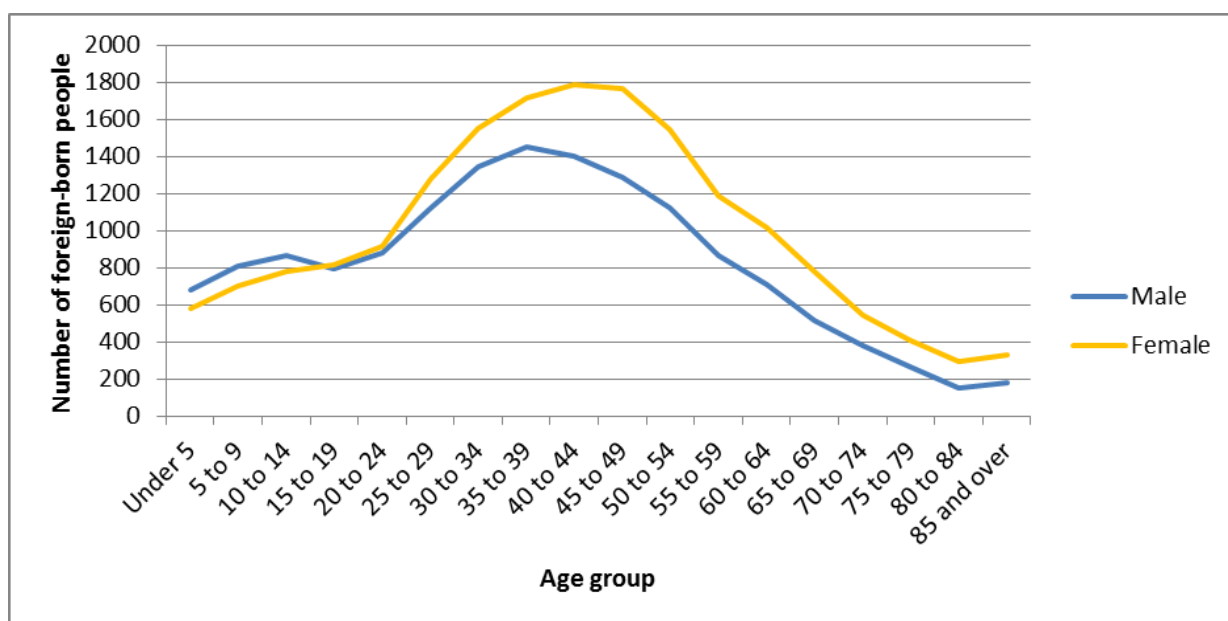
⁵⁶ See: <http://populationaction.org/reports/replacement-fertility-not-constant-not-2-1-but-varying-with-the-survival-of-girls-and-young-women/> (accessed 2 April 2014).

⁵⁷ Cloos, P., C. F. Allen, et al. (2010). "Active Ageing": A qualitative study in six Caribbean countries", *Ageing & Society*, 30: 79–101.

⁵⁸ Pan American Health Organization (2005), "Health, Welfare, and Aging in Bridgetown, Barbados (SABE)", PAHO, Washington, DC.

with the percentage being higher for females (47.7%) than males (41.9%). Among CARICOM countries, the largest numbers of migrants were from Guyana (6,277, of whom 53.1% were female), St Vincent and the Grenadines (2,964, with 58.1% female), St Lucia (2,073, with 60.2% female) and Trinidad and Tobago (1,419, with 63.4% female). With regard to countries outside the Caribbean, leading contributors to the migrant stock were nationals of the United Kingdom (2,389, of whom 56.5% were female) and the United States (985, with 53.9% female). Figure F11 shows that females account for more than half of migrants in all age groups from 15–19 year upwards, i.e., the populations of working and retirement ages.⁵⁹ Thus the relative contributions of female and male migrants to the labour force and their needs for social services should be considered in the development of economic and social policies.

F11: FOREIGN-BORN POPULATION BY AGE GROUP AND SEX, 2010



SOURCE: BARBADOS STATISTICAL SERVICE, 2013.

90. The impact of emigration should also be considered. Net migration was recorded at -0.31 migrants per 1,000 population in 2009, indicating a slight excess of people leaving the country.⁶⁰ Despite the existence of the Caribbean Single Market and Economy, there is no centralised published data source showing the numbers of women, men, girls and boys emigrating from Barbados on a periodic basis for comparison with other CARICOM countries. It is estimated that the number of Barbadians living outside the country amounted to around a quarter of the population in 2000 (27.8%), with the percentage much higher among those with tertiary education (61.4%) than among those with secondary (24.3%) and primary (9.9%) education. It has been estimated that emigration, especially of skilled labour, represents a loss of around 16.2% to GDP,⁶¹ and the migration of predominantly female nurses has caused particular concern.⁶² No recent figures were found showing the breakdown of emigration figures by sex. However, it was reported in 1995 that more Caribbean women than men had migrated to Canada, the United Kingdom and the

⁵⁹ Barbados Statistical Service (2013), “Barbados Census 2010”, http://www.barstats.gov.bb/files/documents/PHC_2010_Census_Volume_1.pdf (accessed 1 February 2014).

⁶⁰ Caddle, M. (2010), *Op. Cit.*

⁶¹ Pienkos, A. (2006) *Caribbean Labor Migration: Minimizing Losses and Optimizing Benefits*, Port of Spain: International Labor Office Subregional Office for the Caribbean

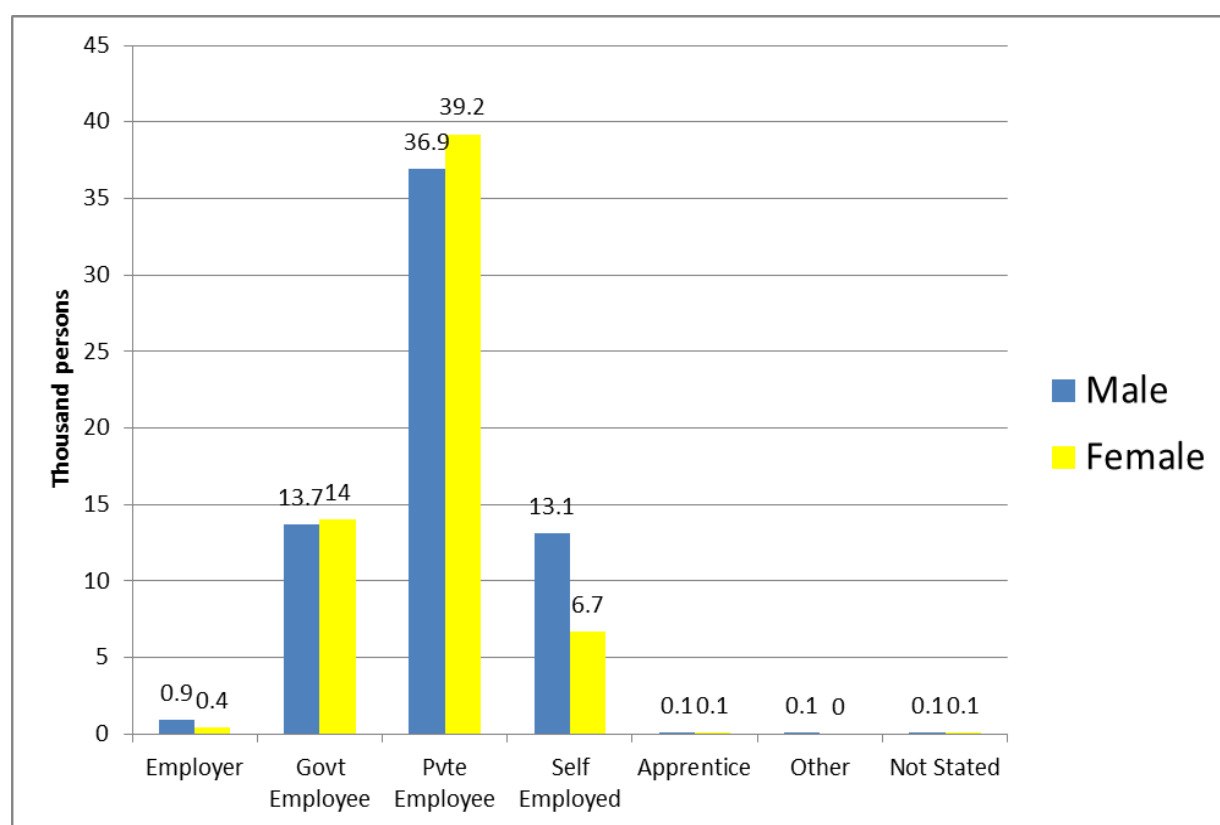
⁶² Jones, A. D., A. Bifulco and J. Gabe (2009), “Caribbean Nurses Migrating to the UK: A gender-focused literature review”, *International Nursing Review*, 56(3): 285–90.

United States since the 1960s.⁶³ Some leave behind dependents, with family members and sometimes friends, usually female, taking up the care responsibilities in their absence and often receiving remittances from the emigrants as a major source of livelihood.⁶⁴

6.1.9 EMPLOYERS, THE SELF-EMPLOYED AND EMPLOYEES

91. In analysing employment and access to productive resources, it is important to examine the relative positions of females and males as employers, self-employed and employees in the public and private sectors. Figure F12 shows the pattern of employment by sex for 2012. Males are the majority of employers and self-employed by wide margins, while there are slightly more female government and private employees.

F12: EMPLOYMENT CATEGORY BY SEX, 2012



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY.

92. Analysis of data since 2003 shows that between two and three times as many men as women were employers in every year except 2008, when there were 86% more male employers than female employers. There were also between two and two-and-a-half times as many male as female self-employed persons every year from 2003–2010. There was evidence of a slight lessening of the gap in 2011, with 80% more males than females stating they were self-employed, but an increase in 2012 with 96% more males than females saying this.

⁶³ Model, S. (1995), *West Indian Prosperity: Fact or fiction*, University of California Press, Berkeley, CA.

⁶⁴ Aymer, P. (2005), “Caribbean Women: Labor migrants and traders”, *Ahfad Journal*, 22(1).

6.1.10 ACCESS TO AND OWNERSHIP OF PRODUCTIVE RESOURCES AND ENTREPRENEURSHIP

93. In examining access to and ownership of productive resources, it is necessary to look not only at people in the formal economy but also those who operate in the informal economy. As shown above, there are more men than women in the labour force and more women in the ‘economically inactive’ category, which includes people who work in the informal sector or carry out unpaid work in households. The informal sector has been defined as excluding businesses with the following characteristics:
- i. Type of legal organisation/ ownership of the business: incorporated enterprise, or registered cooperative;
 - ii. Type of accounts kept on an ongoing basis: records of withdrawals of income by owners; income statements or balance sheets;
 - iii. Registration with the Inland Revenue Department;
 - iv. Payment of employees’ contributions to the National Insurance Department.⁶⁵
94. It has been observed in studies of entrepreneurship in Barbados that lack of knowledge of procedures for incorporation, registration, taxation and social security and lack of accounting expertise prevent some people from entering the formal economy even when they want to. These deficits in knowledge and expertise are especially likely to affect those of lower socio-economic status and women, who may have less social contact than men with institutions and individuals who can provide this knowledge and expertise. The school system does not generally provide education on these matters.⁶⁶
95. Ownership of land and other productive resources is essential in order to enable ascent from poverty and to contribute substantially to economic growth. Policies and laws providing for equal access for women and men to land holdings and tenure have been in place since 1968. The Town and Country Planning Act (1968) (Amended 2003) provides for land and water rights and legal security of tenure for all individuals irrespective of gender.⁶⁷ Nevertheless, available evidence suggests that men own the bulk of land and other productive resources. With respect to agriculture, larger farms tend to be owned by males and, as shown in table T5, close to 80% of all farms in Barbados are owned by men (79.7%). Men also

6.1.8 ACTION POINTS

- ✓ The relative contributions of female and male migrants to the labour force and their needs for social services should be considered in the development of economic and social policies.
- ✓ There is a need for sex-disaggregated data and new studies on emigrants, the ‘brain drain’, ‘brain circulation’,¹ households left behind and remittances

6.1.9 ACTION POINTS

- ✓ Gender equity requires increases in the percentages of women in leadership and entrepreneurial positions as employers and self-employed persons. Some possible barriers to the entry of women to these positions are considered in the following section.

⁶⁵ Barbados Statistical Service Informal Sector Survey 1997/8, Government of Barbados. Cited by Ellis (2001), *Op. Cit.*, p. 37.

⁶⁶ Bernard, A. (2012), “Fostering Freedom: A feminist analysis of micro-enterprise development in the Caribbean”, in Barribeau, *Op. Cit.* pp. 286–322; Ellis (2001), *Op. Cit.*, p. 37.

⁶⁷ Ministry of the Environment, Water Resources and Drainage (2010), *Barbados National Assessment Report of Progress made in addressing Vulnerabilities of SIDS through Implementation of the Mauritius Strategy for Further Implementation (MSI) of the Barbados Programme of Action*, Government of Barbados, Bridgetown.

account for 81.8% of skilled agricultural labourers and 62.9% of employees in agriculture, forestry and fishing.⁶⁸

T5: OWNERSHIP AND LAND ACREAGE OF FARMS BY SEX, 2013

Type of farm	Number owned by males	Range in land acreage of male-owned farms	Number owned by women	Range in land acreage of female-owned farms
Crops	1,954	0–1954	547	0–1,342
Livestock	705	0–588	156	0–46
Both crops and livestock	1,230	0–980	294	0–300
Other (e.g., tilapia, phytofarming)	182	Not available	42	Not available
TOTAL	4,071	-	1,039	-

SOURCE: CHIEF AGRICULTURAL OFFICER, MINISTRY OF AGRICULTURE, FOOD, FISHERIES AND WATER RESOURCE MANAGEMENT.

96. Research on gender in Caribbean agriculture has shown that agriculture is more than a job for many women as they engage in subsistence agriculture to support their families, while men are more likely to engage in cash crop production. Although much of subsistence agriculture is not captured in employment or GDP statistics and is carried out by the so-called ‘economically inactive’ population, it is nevertheless a critical contributor to the livelihoods of poorer people and is also important for food security. Many of the small subsistence plots and smallest farms in Barbados are female owned.⁶⁹
97. Women’s non-ownership of resources that could be used for collateral constrains their access to credit for agriculture and also for productive work in other sectors. Some seek to overcome this by getting their husband or male relative who has collateral to apply on their behalf.⁷⁰ However, this option is not available to many unmarried women. Often a job letter has to be supplied, which is a greater barrier to women than to men given lower levels of female employment in the formal sector. Other factors may also constrain access by poorer women, such as the formality of credit institutions and a history of discrimination that make women feel uncomfortable, perceptions that there may be little or no return from a possible investment because of unforeseen events (including climactic events) or poor quality of available inputs, the need to minimise risk because of the repercussions for their dependents and a preference to use savings rather than take loans. Several interviewees also reported gender bias by credit institutions that appear to regard women as less likely than men to make a profit on investment.⁷¹
98. These gender-related constraints compound some general constraints in finance for business in Barbados. The World Bank Enterprise Survey for Barbados 2010 found that the foremost obstacle to business identified by firms was access to finance, which was mentioned by 27% of firms in the country as

⁶⁸ Barbados Statistical Service Labour Force Survey, 2012.

⁶⁹ French, J. (1997) “Gender Issues in Caribbean Agriculture: Methodology and process in the movement towards change”, in E. Leo-Rhynie, B. Bailey and C. Barrow (eds.), *Gender: A Caribbean multidisciplinary perspective*, Ian Randle Publishers, Kingston, pp. 311–23; Cummins, D. and E. C. Harvey (1996), *Women Food Producers in Barbados: National summary*, Inter-American Institute for Cooperation on Agriculture and Inter-American Development Bank, San José, Costa Rica; Reid, R. A. (2013), “Barbados Food and Nutrition Security Strategy: Final report (relating to value chain, marketing and trade)”, Inter-American Institute for Cooperation in Agriculture, Bridgetown.

⁷⁰ Interviews with the Agriculture Specialist at the Caribbean Development Bank and representatives of the Association of Women in Agriculture, Barbados Hotel and Tourism Association, Specialty Foods Alliance and Caribbean Export.

⁷¹ Interviews with representatives of the Association of Women in Agriculture, Caribbean Export, Isle-7.com, Barbados Hotel and Tourism Association and the Bureau of Gender Affairs. Similar points are made in: Cummins and Harvey (1996), *Op. Cit.*; Lashley (2012), *Op. Cit.*

compared with 14% in Latin America and the Caribbean as a whole. The survey found that, compared with other countries in the survey, more of the Barbadian firms were financed internally (i.e., by the business owners, their personal contacts and families) and fewer by other sources such as banks, trade credit or equity.⁷²

99. In studies of entrepreneurship in Barbados, it has been noted that women are less likely to finance their businesses from commercial sources than men. In her study of women in the formal business sector, Barriteau (2002) found that most had actually applied for commercial funding but had been unsuccessful, and this was why they used personal, family or friend finances. She contrasts this with the view by interviewees in government, business support organisations and commercial banking institutions, most of whom were men, that women were risk averse. This view prevented such institutions from lending to women, reinforcing female reliance on their own sources and compounding the myth of women disliking risk.⁷³ In the current project, an interview with a businesswoman who is developing an alliance between female agro-processing firms confirmed that most used personal and family finances for start-up and running costs.⁷⁴ Female farmers who were interviewed noted that their partners had made applications for credit from banks on their behalf because they perceived, based on the experiences of other female farmers, that credit would not be granted to women applying without a male partner or colleague.⁷⁵ Barriteau notes:

When women are constantly denied access to credit – even though they meet the formal requirements of obtaining it – then financial institutions and governments are shifting to women the costs of operating in the public domain of the economy.... Because women are seen as “naturally” belonging in the private sphere, there is a tendency to view their thrust into entrepreneurship as also privatised.⁷⁶

100. Many women continue to set up businesses informally because of such barriers and also in order to balance caring responsibilities with income-earning possibilities.⁷⁷ With high dependency ratios in poor female-headed households, such women are especially likely to be found in the informal sector as it is difficult to find formal employment that allows enough flexibility for sole carers to be able to cater to the full range of

6.1.10 ACTION POINTS

- ✓ Development of gender-sensitive risk assessment procedures for access to funding based on project review, experience and motivation of applicants, rather than solely on ownership of land and other forms of collateral.
- ✓ Technical assistance, mentoring, training, small grants and microfinance for people, especially women and young people, starting on the entrepreneurship path and to ‘top up’ resources sourced from within family and friend networks.
- ✓ Better societal support in terms of caring for dependents (via, for instance, day care and flexible working) so that women are enabled to put in the necessary hours to establish prosperous businesses.

⁷² World Bank (2011), “Enterprise Surveys: Barbados country profile 2010”, International Bank for Reconstruction and Development World Bank, Washington, D.C. <http://microdata.worldbank.org/index.php/catalog/865/download/19351> (accessed 28 April 2014).

⁷³ Barriteau (2002), *Op. Cit.*

⁷⁴ Interview with a representative of the Agro-Processing Alliance, 30 April 2014.

⁷⁵ Interview with two representatives of the Association of Women in Agriculture, 30 April 2014.

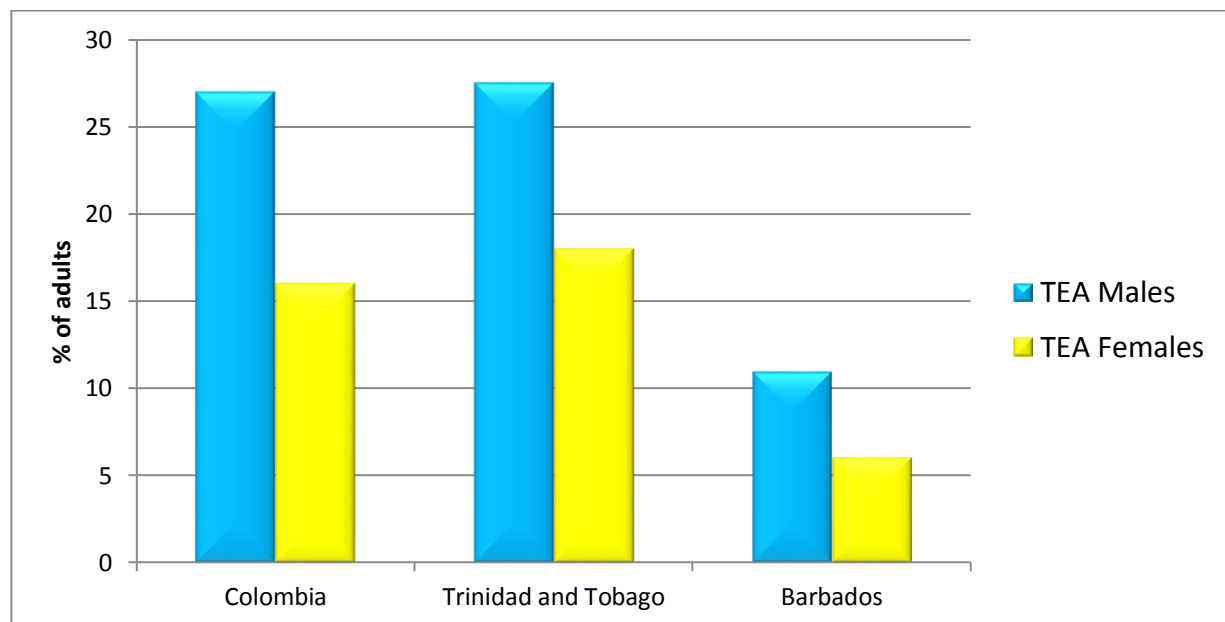
⁷⁶ Barriteau (2012), *Op. Cit.*, p. 242.

⁷⁷ Lashley (2012). *Op. Cit.*

needs of their families.^{78,79} In the informal sector, female businesses are often in areas that are based on traditional female care roles, such as food preparation and marketing of surplus produce from subsistence farming. They also complement the work of males in agriculture and fisheries by marketing their produce and processing the raw foodstuff.⁸⁰ In many instances, income from any one type of occupation in the informal sector is insufficient to sustain the household.⁸¹

101. This combination of factors helps account for the findings from the Global Entrepreneurship Monitor Study for Barbados that the percentage of males involved in early stage entrepreneurship is almost double the percentage of females (figure F13). Men substantially outnumber women with respect to ownership and/ or management of established businesses as well (figure F14). Also of note is that overall levels of entrepreneurship are lower in Barbados than in Colombia and Trinidad and Tobago, the other countries selected by the International Development Research Centre for the Global Entrepreneurship Monitor study. This emphasises the need to stimulate entrepreneurship overall.

F13: PERCENTAGES OF MEN AND WOMEN INVOLVED IN EARLY STAGE ENTREPRENEURSHIP IN BARBADOS, COLOMBIA AND TRINIDAD AND TOBAGO, 2011



NOTE: TEA = TOTAL ENTREPRENEURIAL ACTIVITY. SOURCE: CARRINGTON AND WHARTON, 2012.

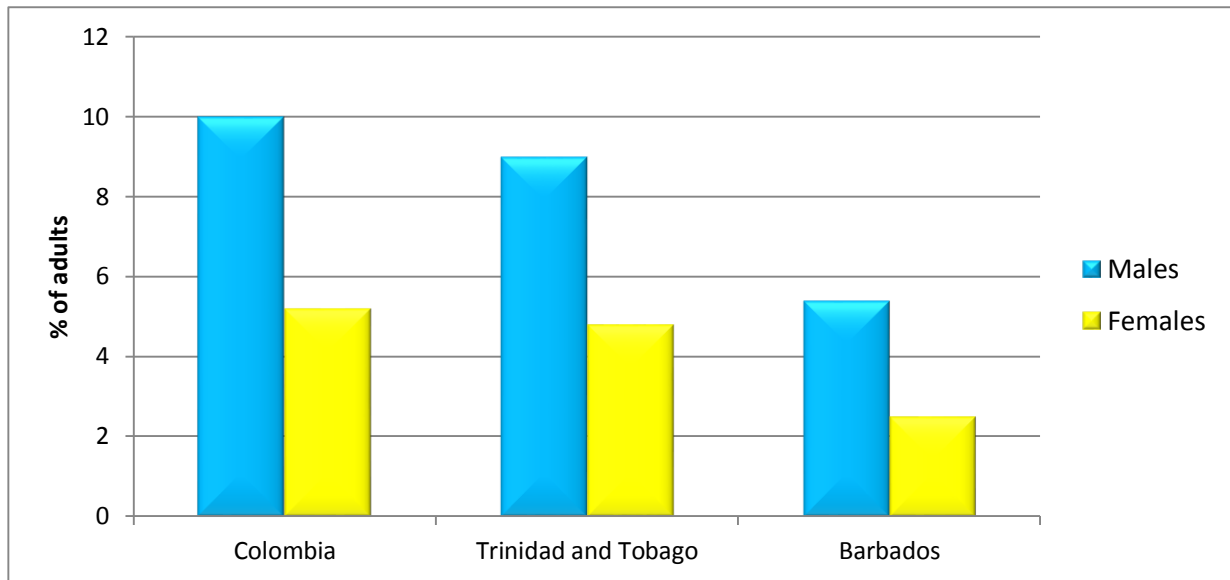
⁷⁸ Ellis (2001), *Op. Cit.*, p. 37.

⁷⁹ Lashley (2012). *Op. Cit.*

⁸⁰ Grant, S. C. (2004), “Caribbean Women in Fishing Economies”, in *Proceedings of the Gulf and Caribbean Fisheries Institute*, 55, pp. 69–75.

⁸¹ McConney, P., V. Nicholls and B. Simmons (2012), “Women in a Fish Market in Barbados”, in *Proceedings of the Gulf and Caribbean Fisheries Institute*, 65, pp. 26–30; Bernard (2012), *Op. Cit.*

F14: PERCENTAGE OF MEN AND WOMEN WHO ARE OWNERS/ MANAGERS OF BUSINESSES IN BARBADOS, COLOMBIA AND TRINIDAD AND TOBAGO, 2011



SOURCE: CARRINGTON AND WHARTON, 2012.

102. The overall finding is that men represent a clear majority with regard to economic leadership, being the majority of owners, managers, self-employed persons and employers.

6.2 EDUCATION AND TRAINING

103. Section 6.1 has provided important background to the analysis of education in Barbados. In terms of human development, training and education should be oriented to the sectors with the most potential to boost the employment of women and men as well as those with the potential to boost national income and exports. A gender-sensitive strategy may also seek to reduce sex segregation by occupation and redress earnings imbalances between the sexes while preparing them for roles in employment and in supportive care work without discrimination. It may also draw women in particular out of poverty by enabling girls to realise opportunities to survive and advance other than through sexual and social reproduction. Particular initiatives in these regards are examined in Part III as they form part of the analysis of national capacity for gender mainstreaming. In this section we focus mainly on quantitative data comparing the position of females and males in education.

6.2.1 EDUCATIONAL PROFILE OF THE EMPLOYED LABOUR FORCE

104. Examination of data on the educational profile of the employed labour force shows that women are somewhat better qualified than men, since greater percentages of them have university or technical/vocational education while more of the men finished their education at primary or secondary level (table T6).

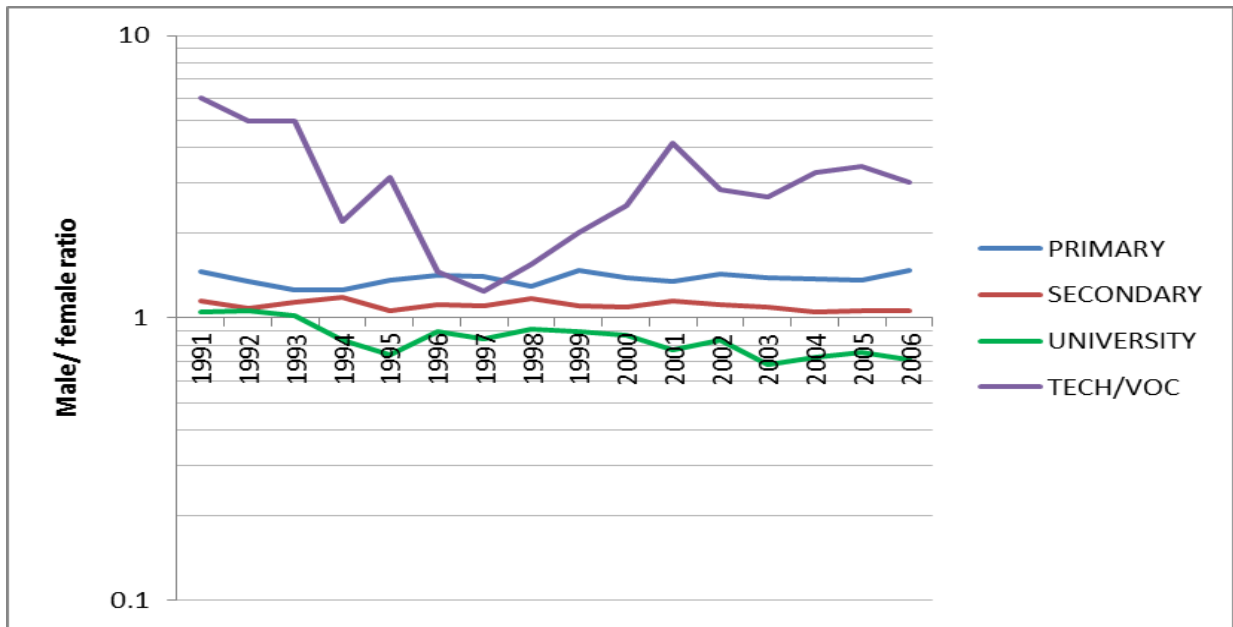
T6: EMPLOYED LABOUR FORCE BY HIGHEST LEVEL OF EDUCATION AND SEX, 2009

Highest level of education	Males (thousands)	Male %	Females (thousands)	Females %	Total (thousands)	Total %
None	0.1	0.2	0.1	0.2	0.2	0.2
Primary	8.3	12.7	5.7	9.0	14.0	10.9
Secondary	35.4	54.0	31.8	50.5	67.2	52.3
University	12.0	18.3	12.7	20.1	24.7	19.2
Technical/ vocational	8.1	12.4	10.9	17.3	19.1	14.8
Other	1.1	1.6	1.5	2.4	2.6	2.0
Not Stated	0.5	0.8	0.3	0.5	0.8	0.6
TOTAL	65.5	100	63.0	100	128.5	100

SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEY; 2009 IS THE LATEST YEAR DATA ARE AVAILABLE.

105. Time series data for the period 1991–2006 (the latest continuous reporting period) show wide fluctuation in the proportions of women and men with technical/ vocational education, with more men tending to have this kind of education. This suggests that 2009 was unusual in having more females than males with such qualifications. There are consistently more males than females with only primary education. More females than males in the labour force have had university education since 1993. Roughly equal numbers of males and females had secondary as their highest level of education, with a tendency for boys to stop their education at this level.

F15: MALE/FEMALE RATIO IN HIGHEST LEVEL OF EDUCATION OF THE EMPLOYED LABOUR FORCE, 1991–2006



SOURCE: BARBADOS STATISTICAL SERVICE LABOUR FORCE SURVEYS.

106. Overall the results show higher levels of university education among females and technical/ vocational education among males. Given the findings on employment discussed above, educational achievement among girls seems to have translated into some gains with respect to the ascent of women to technical and decision-making positions, but it has made little difference to overall employment outcomes and the balance between formal employment and ‘economic inactivity’ between the sexes.

6.2.2 PRIMARY EDUCATION

107. The Ministry of Education, Science, Technology and Innovation supports universal primary and secondary education. As can therefore be expected, the male percentage of students in primary education is around 51% (table T7), reflecting the slightly larger number of male than female children in Barbados (see table T4 above).

T7: ENROLMENT IN PRIMARY SCHOOLS BY SEX, 2007/08 –2010/11

Year	Number of males	Male %	Number of females	Female %	Total
2007/08	14,603	50.7	14,177	49.3	28,780
2008/09	14,451	50.8	13,989	49.2	28,440
2009/10	14,432	50.7	14,051	49.3	28,483
2010/11	14,395	51.2	13,734	48.8	28,129

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

108. At primary school level, over four-fifths of staff are women (table T8). Sixty-four of the 83 principals of nursery and primary schools in Barbados are women (77.1%), and all of the principals of the public nursery schools, which cater to 3–4-year-olds, are women.

T8: PRIMARY SCHOOL STAFF BY SEX, 2006–07 TO 2010–11

YEAR	Number of males	Male %	Number of females	Female %	Total
2006/07	343	19.0	1,458	80.9	1,801
2007/08	348	17.7	1,617	82.3	1,965
2008/09	353	18.9	1,506	81.0	1,859
2009/10	371	19.1	1,570	80.9	1,941
2010/11	402	19.9	1,619	80.1	2,021

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

109. All primary school students are required to take the Barbados Secondary School Entrance Examination, also known as the Common Entrance Exam. Most take it at age 11, but there is a system of flexible transfer that enables students with poorer marks on previous tests to defer for one year and for those with very high marks to take the examination as early as 9 years old. Children with certain disabilities may be exempted from writing the examination. Specific conditions must be satisfied for transfer and permission from the Ministry of Education, Science, Technology and Innovation must be obtained in all cases.⁸² This

⁸² See: <http://www.mes.gov.bb/pageselect.cfm?page=45> (accessed 28 April 2014).

system has enabled the achievement of 100% transition to secondary schools for both girls and boys in Barbados.

110. Girls and boys are not equally successful with regard to marks achieved in the Common Entrance Exam. Table T9 shows that girls consistently achieved better marks than boys in English and Mathematics between 2007 and 2011.

T9: AVERAGE MARKS IN THE BARBADOS SECONDARY SCHOOLS ENTRANCE EXAMINATION BY SEX: 2007–2011

SEX	EXAMINATION YEAR				
	2007	2008	2009	2010	2011
	National mean in English				
Male	49.3	49.8	53.3	56.3	58.5
Female	65.6	58.8	63.4	65.7	68.5
All	52.9	54.3	58.3	61	63.4
	National mean in mathematics				
Male	43.9	46.4	50.3	48.4	56.8
Female	49.3	49.8	58	54.5	65.2
All	46.6	49.2	54.1	51.4	60.9

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

111. No data are available from the Ministry of Education, Science, Technology and Innovation on the numbers of male and female dropouts from primary school or the numbers who repeat school years because they fail to achieve age-appropriate educational targets.

6.2.3 SECONDARY EDUCATION

112. Comparison of data on secondary school enrolment in table T10 with demographic data in table T4 enables one to see that there are marginally fewer males as a percentage of secondary school participants than as a percentage of the population of secondary school age. This may suggest some level of dropouts among males, but as previously noted no data are available on dropouts per se.

T10: PARTICIPATION AT PUBLIC SECONDARY SCHOOLS BY SEX, 2007/08 TO 2013/14

Year	Number of males	Male %	Number of females	Female %	Total
2007/08	10,475	49.6	10,652	50.4	21,127
2008/09	10,295	49.7	10,403	50.3	20,698
2009/10	10,227	50.0	10,213	50.0	20,440
2010/11	10,058	49.4	10,286	50.6	20,344

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

113. At secondary school level, around three-fifths of teachers are women (table T11) – a smaller percentage than in primary schools. Only five of the 22 principals of secondary schools in Barbados are women (22.7%). This contrasts with primary schools, where most principals are women.

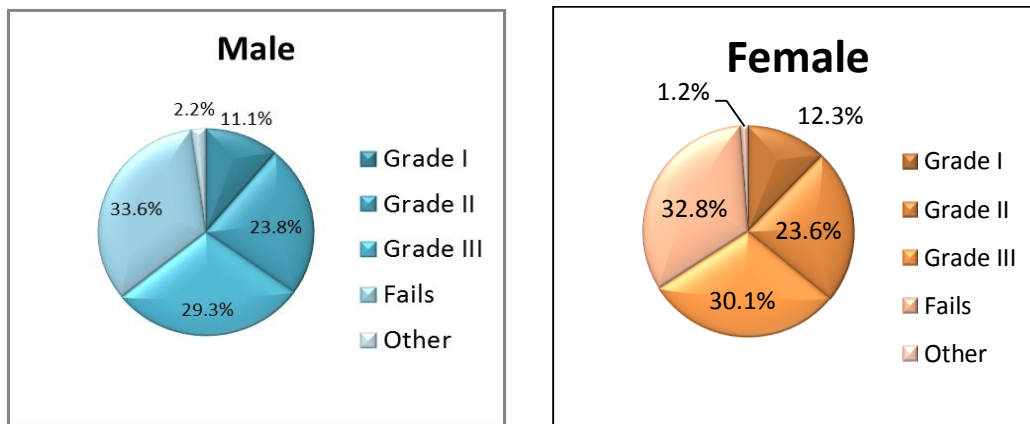
T11: SECONDARY SCHOOL TEACHERS BY SEX, 2006–07 TO 2010–11

Year	Number of males	Male %	Number of females	Female %	Total
2006/06	540	38.8	853	61.2	1,393
2007/08	618	40.6	904	59.4	1,522
2008/09	564	40.1	843	59.9	1,407
2009/10	594	40.2	884	59.8	1,478
2010/11	590	37.8	969	62.2	1,559

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

114. The Caribbean Secondary Education Certificate and the CSEC examinations are aimed at students who have reached the 16+ age of secondary level education. The pie charts in figure F16 show similar distribution of grades between girls and boys taking CSEC examinations in 2012.

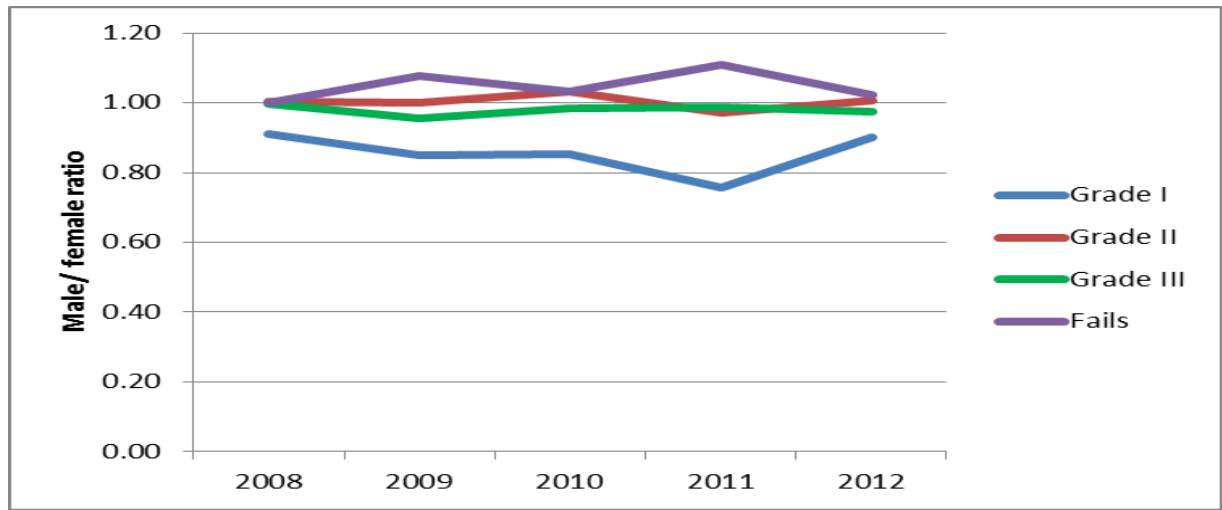
F16: CARIBBEAN SECONDARY EXAMINATION CERTIFICATE GRADES BY SEX, 2012



SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

115. However, time series data show a tendency for girls to obtain more grade I passes and for boys to obtain more fails, while the distribution of the sexes between grades II and III have been more even (figure F17).

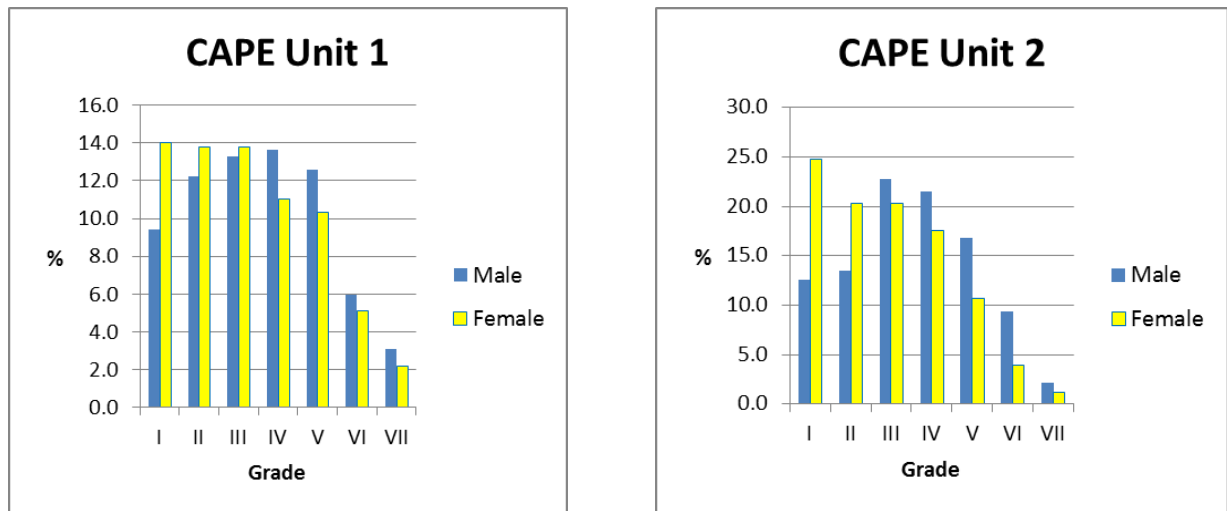
F17: MALE/ FEMALE RATIO OF CSEC EXAMINATION GRADES, 2008–2012



SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

116. Data show more females than males taking Caribbean Advanced Proficiency Examinations (CAPE), considered post-secondary education qualifications as they are normally written when students are in the sixth form years of secondary schools. In 2012, 2,543 CAPE examinations were taken by girls (58.5%) as against 1,802 by boys (41.5%). The percentage of CAPE examinations taken by girls ranged from 58.4% to 60.6% between 2008 and 2012. Statistics on the distribution of grades in Units 1 and 2 of CAPE in 2012 again show that girls generally had higher grades than boys (grade I is the highest and grade VII the lowest). The gender differentials appear to be even more marked at the CAPE level than at the CSEC level.

F18: DISTRIBUTION OF CAPE SCORES BY SEX, 2012



SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

117. Table T12 shows that the majority of Caribbean Examinations Council (CXC) examinations are taken by girls (58.9%) and that girls represent the majority of entrants in humanities subjects, science subjects

except geography and physics, business subjects and food and domestic subjects. The only area with mostly male entrants is technical/ vocational subjects.

T12: ENTRIES IN CXC GENERAL PROFICIENCY BY SUBJECT AND SEX, JUNE 2013

SUBJECT	NUMBER OF MALES	MALE %	NUMBER OF FEMALES	FEMALE %	TOTAL
HUMANITIES					
English A	1,416	43.0	1,874	57.0	3,290
English B	506	33.9	988	66.1	1,494
French	181	36.6	314	63.4	495
History	252	41.8	351	58.2	603
SCIENCE AND MATHS					
Biology	192	31.5	417	68.5	609
Human and social biology	124	23.6	401	76.4	525
Chemistry	249	39.3	384	60.7	633
Geography	412	58.8	289	41.2	701
Mathematics	1,030	42.5	1,396	57.5	2,426
Physics	322	56.3	250	43.7	572
Agriculture	85	70.2	36	29.8	121
BUSINESS					
Office procedures (office administration)	118	26.9	321	73.1	439
Typing (EDPM)	279	32.7	574	67.3	853
Principles of business	341	34.3	652	65.7	993
Accounts	255	34.4	486	65.6	741
NUTRITION AND DOMESTIC					
Food & nutrition	125	21.6	455	78.4	580
Home economics	20	13.2	131	86.8	151
Social science					
Social studies	413	36.7	712	63.3	1,125
Technical/ vocational					
Technical drawing	411	88.4	54	11.6	465
Electricity	112	94.1	7	5.9	119
Woodwork	214	87.3	31	12.7	245
TOTAL	7,057	41.1	10,123	58.9	17,180

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION.

6.2.4 TERTIARY EDUCATION

118. At two of the three main tertiary educational institutions – UWI Cave Hill and the Barbados Community College – there are substantially more female than male students, at least since 2008. At the Samuel Jackman Prescod Polytechnic, which specialises in more technical/ vocational skills, there were more male than female students in three of the four years for which data are available (table T13). The Polytechnic also differs from other educational institutions in having more male than female staff (119 and 93, respectively).⁸³

T13: NUMBER OF STUDENTS AT TERTIARY INSTITUTIONS BY SEX, 2008–2013

Institution/ year	Number of males	Male %	Number of females	Female %	Total
University of the West Indies Cave Hill Campus					
2008–09	2,495	32.1	5,286	67.9	7,781
2009–10	2,688	32.2	5,654	67.8	8,342
2010–11	2,778	32.1	5,896	68.0	8,674
2011–12	2,800	31.7	6,041	68.3	8,841
2012–13	2,787	31.8	5,989	68.2	8,776
Samuel Jackman Prescod Polytechnic					
2008–09	1,320	52.9	1,173	47.1	2,493
2009–10	1,380	52.1	1,270	47.9	2,650
2010–11	1,327	48.2	1,419	51.7	2,746
2011–12	1,714	60.9	1,098	39.0	2,812
Barbados Community College					
2008–09	1,540	31	3,422	69.0	4,962
2009–10	1,484	30.5	3,378	69.5	4,862
2010–11	1,086	28.3	2,745	71.7	3,831
2011–12	1,363	34.7	2,558	65.2	3,921

SOURCE: MINISTRY OF EDUCATION, SCIENCE, TECHNOLOGY AND INNOVATION. NOTE: FIGURES WERE NOT AVAILABLE FOR 2012–13 FOR THE POLYTECHNIC AND THE COMMUNITY COLLEGE.

119. Data on the distribution of subjects taken are available for UWI only. These show that females are the majority of students at the Cave Hill campus in all faculties except science and technology.

T14: NUMBER OF STUDENTS AT THE UNIVERSITY OF THE WEST INDIES CAVE HILL CAMPUS BY FACULTY AND SEX, 2012–2013

Subject	Number of males	Male %	Number of females	Female %	Total
Gender studies	1	8.3	11	91.7	12
Humanities and education	299	25.3	882	74.7	1,181
Law	176	25.7	510	74.3	686

⁸³ Data from the Ministry of the Civil Service.

Subject	Number of males	Male %	Number of females	Female %	Total
Medical sciences	105	27.3	279	72.7	384
Science and technology	686	54.9	564	45.1	1,250
Social sciences	1,520	28.9	3,783	71.9	5,303
TOTAL	2,787	31.8	5,989	68.2	8,776

SOURCE: UWI CAVE HILL CAMPUS STATISTICS.

120. However, women do not comprise the majority of academic staff at the University: In 2011–12, 56.6% at the Cave Hill campus were male. Of the academic staff with doctorates, 61.5% were males while females comprised the majority of academic staff with master’s level qualifications (61.9%).⁸⁴ In 2012–13, only one of the five deans of faculty was a woman (and she was the only female Dean across the three campuses of UWI). Ten of 23 professors at Cave Hill are women.⁸⁵ It is clear, therefore, not only that most of the academic staff are men but also that the proportion of men rises with seniority and level of qualification.

DISCUSSION

121. The findings of this section show a pattern that is familiar across the English-speaking Caribbean of greater uptake of educational opportunities and better performance in examination by females as compared with males. This appears to reflect the reliance of females on education for social and economic advancement. However, the evidence in section 6.1 shows that the advances of girls and women in education have generally not translated into higher or equal attainment with respect to earnings, share of employment and seniority. Despite women and girls taking a wide range of subjects at school and university, the labour market continues to show occupational segregation by sex. While there are challenges in the engagement of boys in education (apart from in vocational institutions), it is not clear that these have negatively affected their relative advantages in the labour market and the management and ownership of resources. Men also comprise the majority of senior educators in secondary and tertiary institutions, challenging the argument that is sometimes made that males are falling behind in education because the majority of teachers are female.
122. Recent government cuts in funding to UWI and the necessity for students to pay tuition fees resulting from government policy to address the current economic recession contravene the principle of free universal access to education in the 1981 Education Act. The findings of this section suggest that they are likely to have particularly severe consequences for the economic and social prospects of girls and women. Applications to UWI have fallen approximately 33% at undergraduate and 43% at graduate level between 2013 and 2014;⁸⁶ however, data are unavailable to analyse whether the decrease has been more or less pronounced among females than males.

⁸⁴ Source: University of the West Indies Cave Hill Campus Statistical Department (2012).

⁸⁵ Institute for Gender and Development Studies Regional Coordinating Unit (2013), *Preliminary Research Findings on Gender and Leadership at the University Of The West Indies*, IGDS, Cave Hill, Barbados.

⁸⁶ See: <http://cdn.barbados today.bb/wp-content/uploads/2014/04/UWI-applications-down.jpg> (accessed 2 April 2014).

6.3 CULTURE AND SOCIALISATION

123. Values and belief systems can have a profound impact on differences in life chances between girls/ women and boys/ men. Given the focus of this report on economic life chances, it is important to examine what the prevailing cultural beliefs say about the appropriate economic roles for females and males. In this section we also examine evidence on norms underlying gender-based violence, which, apart from causing immediate suffering, can halt or hamper personal development. Finally, we examine the idea of ‘gender neutrality’ as it was expressed by some interviewees, which can also hinder the development of either sex by refusing to acknowledge barriers to the advancement of one or the other.

6.3.1 BINARY GENDER NORMS AND ECONOMIC ROLES

124. Patriarchal models are based on binary gender norms that associate particular character traits with women and opposing traits with men. There is a “binary construction of gender that casts women and femininity as essentially different from and inferior to men and masculinity”.⁸⁷ Sociologists have argued that addressing sexism and other forms of discrimination requires drawing attention to and ‘deconstructing’ oppositional thought processes based on histories of domination and developing more equitable cultural models that focus on similarity and communality rather than difference. In the Caribbean context, gender binaries that affect the economic options and behaviour of men and women include: outside/ inside, public/ private and professional/ domestic. Males are associated with the outside, public and professional spheres and achieve reputation and recognition accordingly. Gender scholars have also pointed out the supposed opposition between ‘productive’ and ‘reproductive’ roles, with women expected to carry out the vast majority of the latter, defined as follows:

Reproductive activities refer to the domestic duties as well as all those activities associated with the care, maintenance and social reproduction of the family. They include caring for children and other members of the family, cooking, cleaning, washing, ironing, etc. and participating in community and social activities.⁸⁸

125. Levelling the playing field in terms of gender-equitable economic advancement ultimately requires deconstructing these binaries and accepting the equal value – including economic value – of the domains with which females and males are traditionally associated. There is little evidence of such a process in mainstream education and media institutions. A

6.2.3 ACTION POINTS

- ✓ Educational strategies to attract boys, especially those in lower income households, are needed. Adaptation in teaching styles and greater emphasis on technical/ vocational and entrepreneurship education in school are suggested.
- ✓ Academic success of girls has not translated into major shifts in the economic position of women relative to men. Action beyond the formal education system is needed to effect such change

⁸⁷ Petersen, 2003, quoted in Barriteau (2012), *Op. Cit.*, p. 20.

⁸⁸ Cummins and Harvey (1996), *Op. Cit.*, p. 4.

study in Barbados public primary schools has found teachers and parents reinforcing highly gendered notions, such as that boys should be active and sporty, should not be involved in domestic chores and indeed should not be ‘too studious’.⁸⁹ Gender norms thus can constrain the advancement of both sexes, and may help explain the deficit in educational performance of boys relative to girls.

126. A major consequence of binary thinking with regard to women’s and men’s roles is that women who wish to participate in the formal economy have to do the ‘double shift’ as they have to carry out most of the reproductive tasks in addition to their formal jobs.⁹⁰ The continued deficit in the involvement of men in domestic and caring tasks is symptomatic of the persistence of this thinking. This contributes to women being short of time to contribute to paid work; ‘time poverty’ compounds ‘income poverty’.⁹¹ It is notable that the Country Assessment of Living Conditions found that 15.3% of women but only 2.4% of men cited care of other persons as a reason that they could not seek employment.⁹²
127. The ‘double shift’ causes considerable stress and may contribute to the high incidence of obesity and chronic, non-communicable diseases (CNCDs) among women, given difficulties in finding time for exercise and relaxation. Figures on CNCD risk factors are presented in the following table and show highly gendered patterns. Overweight, obesity and lack of exercise affect far more Barbadian women than Barbadian men, possibly reflecting lack of attention to self-care. On the other hand, smoking, drinking and raised blood pressure are more common among men, perhaps reflecting stresses at work and social drinking and smoking that take place mostly outside the home setting.⁹³

6.3.1 ACTION POINTS

- ✓ Develop educational strategies showing the value of both production and reproduction to human development and challenging the gender associations of the two concepts. Stress the value of similarity and communality rather than difference.
- ✓ Undertake studies of the care economy, time use and household production with a view to recommendations regarding social and economic policy to facilitate the adequate fulfilment of both productive and reproductive social roles at national level. This could possibly be done by the UWI Department of Economics.
- ✓ Conduct research on gender-related vulnerabilities to chronic non-communicable diseases.
- ✓ Ensure more support from men and the state to ease the burden of women’s ‘double shift’.

⁸⁹ Tennisha Morris, PhD student in Education at UWI, personal communication.

⁹⁰ The ‘double shift’ has also been referred to as ‘double presence’ and has been found to have negative impacts on women’s health. See Moreno N., S. Moncada, C. Llorens and P. Carraquer (2010), “Double Presence, Paid Work, and Domestic-Family Work”, *Ne Solutions*, 20(4): 511–26.

⁹¹ United Nations Development Fund for Women (2006), *The Administration of Family Justice: Child support, shared family responsibilities and gender equality – Barbados research report*, UNIFEM, Hastings, Barbados.

⁹² Cited in Sealy-Burke (2013), *Op. Cit.*, p. 47.

⁹³ While data on CNCD risk factors points to clear differences between the sexes, there is a dearth of research on the social factors leading to this situation. The association with the gender division of labour and the ‘double shift’ requires further research.

T15: RISK FACTORS FOR CHRONIC, NON-COMMUNICABLE DISEASES BY SEX

	Male %	Female %	Total %
Currently smoke tobacco	15.3	2.2	8.4
Drank alcohol in the past 30 days	42.1	16.9	28.7
Ate less than 5 combined servings of fruit & vegetables per day	96.6	94.1	95.4
Median time spent in physical activity per day (minutes) (presented with inter-quartile range)	34.3 (0.0-214.3)	8.6 (0.0-34.3)	25.7 (0.0-137.1)
Percentage who are overweight or obese (BMI \geq 25 kg/m ²)	54.6	74.3	65.2
Percentage who are obese (BMI \geq 30 kg/m ²)	20.3	35.5	28.5
Raised blood pressure (SBP \geq 140 and/or DBP \geq 90 mmHg or currently on medication for raised BP)	25.9	15.3	20.5

SOURCE: PAN AMERICAN HEALTH ORGANISATION, 2007.

128. As will be shown in Part III with regard to the capacity for gender mainstreaming, there is an absence of arrangements in place with regard to social and employment policies that acknowledge care and domestic labour roles and facilitate women in conducting all their roles to the best of their abilities. This appears to be connected to patriarchal models of entrepreneurship and professional behaviour that are inimical to caring and domesticity. In line with these observations, domestic labour is not captured in labour force statistics and there is an absence of analysis by regional academic institutions and others of the care economy, time use and household production.
129. With regard to the effects on the economy, the difficulties in negotiating the ‘double shift’ in the absence of flexible working arrangements and workplace childcare options are likely to impede the productivity and career advancement of many women. It is important to acknowledge that their options for care of dependents within the extended family network may be shrinking as more people – especially women, who bear the major care burden – enter the labour force. For example, grandmothers may not be available to provide childcare as they are often also in formal employment. Formal child day-care centres are generally only open for up to eight hours a day, making it difficult for women to occupy positions that require being at a place of work for eight hours or attending ad hoc meetings after hours. The solution many professional women have found, given continued male non-participation in reproductive activities, is to employ domestic workers. While most domestic workers are paid, it is notable that the bulk of care work is still carried out by women. There has been very little cultural or organisational shift to facilitate female professionalisation, and women are expected to ‘behave like men’, with few care responsibilities, if they wish to advance their careers. There is a need for flexible, professional working and workplace childcare options as organisational arrangements for the economic and social empowerment of women and to improve productivity at national level.

6.3.2 SECURITY AND VIOLENCE

130. Research for the Bureau of Gender Affairs (BGA) study of domestic violence in Barbados pointed to a prevalence of around 27% among adult women per year. It showed that gender binaries are strong and are often used to justify violence against women who do not ‘know their place’ with regard to remaining within the private, domestic sphere. The norms also support male control over the bodies of women and girls and entitlement to sexual pleasure, justifying sexual violence.⁹⁴ An extreme example of this is sexual

⁹⁴ Bureau of Gender Affairs (2009), Op. Cit.

abuse of girls; figures from the Child Care Board for 2012 show 164 cases of child sexual abuse against girls and 25 against boys.⁹⁵

131. An important aspect of gender norms as regards economic matters is “the myth of the male breadwinner”.⁹⁶ There is a normative expectation that males will provide financially for their sexual partners (and families). This may lead to the idea that men ‘invest’ in their partners and are thus entitled to a ‘return on investment’ in terms of the fulfilment of domestic duties and sexual pleasure to be provided by women. When men do not receive this – for example, when women do not fulfil these duties or when they terminate the union or have another partner – men may think themselves justified in committing acts of violence against women.⁹⁷ There is a need to dismantle the damaging gender norm through which men are expected to provide and women are expected to receive material resources.
132. As well as being used to justify violence against women, this norm is damaging in terms of transactional sex, leading to higher risk of sexually transmitted infection⁹⁸ and impeding the economic advancement of women. Notably, a national survey of 15–19-year-old girls/ young women in Barbados in 2012 found that 29% of those who ever had intercourse had intergenerational sex in the past year, defined as intercourse with a man 10 or more years older than they were. The girls/ young women who had received money or gifts from their partner were 2.9 times more likely to have had intergenerational sex than those who had not received money or gifts. The authors note that this rate of intergenerational sex is higher than existing survey data from the Eastern Caribbean and comparable to rates at the uppermost range in Africa, despite Barbados having higher income levels than these parts of the world.⁹⁹ The norm that males should provide financially for their partners may be an important explanation for this behaviour, which is associated with the risk of HIV and other sexually transmitted infections.¹⁰⁰

6.3.3 ‘GENDER NEUTRALITY’

133. During data collection for this project, a number of interviewees stated that their working practices and approaches

6.3.2 ACTION POINTS

- ✓ Gender-based violence requires challenging at the normative level and not just through legal and institutional provision. Educational institutions and civil society organisations should work collaboratively to dismantle damaging gender norms.

⁹⁵ Child Care Board cited in Ministry of Finance and Economic Affairs (2013), *Op. Cit.*, p. 123

⁹⁶ Safa, H. (1995), *The Myth of the Male Breadwinner: Women and industrialization in the Caribbean*, Westview Press, Boulder, CO.

⁹⁷ Boyce, R. (2014), “Statement on Domestic Violence in Barbados”, Men’s Educational Support Association, Garrison, Barbados. See commentary on recent events displaying the rhetoric at Haynes, T. (2014), “We Will not Take this Sitting down”, *Staabroek New* 24 March 2014, <http://www.staabroeknews.com/2014/features/in-the-diaspora/03/24/will-take-sitting/> (accessed 25 March 2014).

⁹⁸ Barrow, C. (2006), “Adolescent Girls, Sexuality and HIV/AIDS in Barbados: The case for reconfiguring research and policy” *Caribbean Journal of Social Work*, 5: 62–80.

⁹⁹ Drakes et al. (2013), *Op. Cit.*, p. 53.

¹⁰⁰ Bombereau and Allen (2008), *Op. Cit.*

are ‘gender neutral’.¹⁰¹ This applied to interviewees in ministries of government other than the Ministry of Labour and the Ministry of Social Care, Community Development and Constituency Empowerment (MoSC) and some private and public sector business and technical support agencies. Interviewees who asserted their gender neutrality argued that any differences in outcomes for females and males resulted from their free exercise of choice since they believed the laws and policies of Barbados are even-handed and do not favour either sex. They pointed to the fact that most employees in their departments are women as evidence to back up this assertion:

“Our programmes and policies are gender neutral. We now have more women than men in our Ministry. This does not mean there is discrimination – it just means men are not stepping up to the plate.” (Male interviewee from the Ministry of Industry, International Business, Commerce and Small Business Development)

“At the Ministry of Tourism we are gender neutral. In fact most of our employees are female. All jobs are open to anyone. Most Barbadians are very well educated and this has helped everyone to advance.” (Female interviewee from the Ministry of Tourism)

“In Barbados there is no sex discrimination by practice or law. Gender is what people choose to do. Any bias is by choice and tradition” (Male interviewee from Ministry of Agriculture, Food, Fisheries and Water Resource Management)

134. It was noted that, since Independence, Barbadian governments have been socially progressive and an example of this is that most laws do not refer to the sex of individuals and thus ostensibly do not promote discriminatory behaviour. Furthermore, the idea was expressed that women are not legally prohibited from participating in the labour force and are thus free to choose professional roles.
135. A few interviewees were actively opposed to developing actions based on gender considerations.

“The Government sees no reason to establish procedures benefitting one or other sex because everyone is considered equal. There is no need for regulations regarding discrimination against women or men. In Barbados people are paid the same.” (Interviewee from Ministry of Agriculture, Food, Fisheries and Water Resource Management)
136. This interviewee had never heard of the idea of ‘gender focal points’ (persons professionally responsible for gender mainstreaming activities), and when the idea was explained he asserted that he *“would never want to see a gender focal point in a Ministry”*. From the point of view of some in the business community, gender was similarly irrelevant and any consideration of it potentially held back development rather than facilitating it:

“We in the business world are not interested in whether a company is owned by men or women. We don’t attach ourselves to gender groups. We look at qualification and talent and they are what matter. I am against any favouritism for one sex or another.” (Interviewee from the Barbados International Business Association)
137. Notably, while this respondent was able to state that 4,500 people are employed in the international business sector locally, he was not able to report on how many of them were men and how many women. Thus ‘gender neutrality’ can lead to a lack of information through which differences might be identified. This results in lost opportunities to identify gender inequalities that may exist and to address them. From a business standpoint, such inequalities may affect profits since one or other sex may not perform to the

¹⁰¹ “Gender neutrality is the idea that policies, language, and other social institutions should avoid distinguishing roles according to people’s sex or gender, in order to avoid discrimination arising from the impression that there are social roles for which one gender is more suited than the other”, http://en.wikipedia.org/wiki/Gender_neutrality (accessed 7 May 2014).

best of their ability. Lack of sex-disaggregated data as regards clientele and consumers may also be inefficient in not identifying differences that may be the basis of targeted marketing and the development of niche products for females and males.

138. Not all interviewees expressed support for the idea that working practices were gender neutral. Several acknowledged gender-related constraints, but noted that nevertheless gender was not a major theme in their work.

“I wouldn’t say we integrate gender into what we do. Since we are involved in the allocation of resources we can have an impact on opportunities for men and women. But I don’t think it’s something we look at.” (Interviewee from the Ministry of Finance and Economic Affairs)

139. Some cited organisational obstacles to greater gender mainstreaming:

“Too much of our programming proceeds along a rigidly structured tramline, so gender does not infiltrate our work.” (Female interviewee from the Ministry of Social Care, Community Development and Constituency Empowerment)

140. There was also the idea that gender was not something they had considered much but that they would take it into account if it were a professional requirement. Some people indicated that gender considerations were of interest to external aid agencies and would not be something they would act on without this external stimulation:

“If donors give you a reason to include gender, you do it.” (Female interviewee from Caribbean Export)

“We haven’t really focused on gender, but we know some agencies are calling for this. An EU delegation wanted to know about gender issues at our organisation” (Female interviewee from the Barbados Coalition of Service Industries)

DISCUSSION

141. This discourse of ‘neutrality’ has led to a situation where many agencies do not provide data disaggregated by sex. This feeds the idea that gender is ‘not an issue’ as little data are available to show gender differentials and trends and to guide the development of targeted interventions. However, the analyses above of economic and social indicators and education show that gender clearly is an issue for economic development. The lack of disaggregated data in some areas prevents the identification of differences in opportunities and behaviour between women, men, girls and boys. It prevents understanding of factors that may hold back or, on the other hand, promote the contribution of either sex to the economy and society. It thus impedes the development of rational policy in the interest of all citizens. For the private sector, where a particular lack of sex-disaggregated data may be noted, it prevents the identification of efficiency strategies and potential marketing opportunities to women and men.
142. Strategies to promote gender equality may meet with opposition among persons who do not believe that sex discrimination restricts the actions of individuals in Barbados. Such persons may not be convinced of the value of gender initiatives, but it may be possible to mobilise support for improved data collection to improve targeting of their work and thus improve access to sex-disaggregated data.

PART III

7.0 INSTITUTIONAL CONTEXT OF GENDER EQUALITY

143. This chapter examines the institutional landscape that affects the life chances of women and men in Barbados in order to examine the structures and actions associated with the gender inequalities detailed above. Laws and policies relevant to the economic and other life chances of women and men are considered. Social policy – comprising policy and programmes in social protection, health and education – is examined using a gender analysis. With regard to education, vocational and academic initiatives are considered. There is also a section devoted to entrepreneurship and business development institutions and initiatives.
144. Cultural, social and economic policies and development strategies in Barbados have a bearing on gender equity even if gender is not considered or is not central to these policies and strategies. The Constitution, to which all other laws in the country are subject, states that fundamental rights and freedoms of the individual should apply regardless of sex.¹⁰² However, it does not speak to discrimination on the basis of sex, though other areas of discrimination are mentioned. As stated by Sealy-Burke (2013):
- The definition of discriminatory acts as provided in the Barbados Constitution in Section 23 speaks to “affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions, colour or creed...” No provision is made here for discrimination on the basis of sex/gender. This is a significant omission that clearly contravenes international expectations of constitutionally enshrined rights. Notably, the failure to expressly mention sex/gender discrimination in the Constitution also implicitly excludes other related grounds of gender discrimination like those linked to marital status and pregnancy.... This omission, although perhaps just an oversight, is a glaring gap that ought to be addressed not only because of the obvious inconsistency, but also because of the need to reinforce that sex is a grounds for discrimination which should form the basis for active constitutional debate and litigation.¹⁰³*
145. As we shall see, there have been a number of policy and institutional initiatives to reduce gender inequality, but the reform of the Constitution to encompass the idea of sex discrimination would assist in consolidating gender as a key consideration in policy and programming.
146. It is widely believed that Barbados has achieved a high level of social and economic development in part through a collaborative approach to development, exemplified by the Social Partnership Framework, established in an initial protocol covering the years 1993–1995 and consolidated by successive protocols ever since. The Partnership brings together the Government, employers’ representatives and workers’ representatives to deliberate on actions by each of the three parties to advance development, and provides a general framework for social and economic policy. Quarterly meetings of the Partnership take place under the chairmanship of the Prime Minister, along with monthly Subcommittee meetings. In the 2010–2013 Protocol, gender is mentioned with regard to:

¹⁰² *The Constitution of Barbados*, section 11. Available at: http://www.oas.org/dil/The_Constitution_of_Barbados.pdf

¹⁰³ Sealy-Burke (2013), *Op. Cit.*, pp. 10–11.

- i. “The achievement of gender equity through the redressing of any imbalances in skills or educational disadvantages” with regard to training within private and public sector enterprises (Paragraph 5.4);
 - ii. Support for the inclusion of gender equality in educational programmes to prevent HIV and AIDS (Paragraph 5.28);
 - iii. Support for the application of “practical measures” to ensure gender equality and the empowerment of women in line with Millennium Development Goal 3. (Paragraph 7.27);
 - iv. As part of the attempt at “integral human development in Barbados, to remove all forms of discrimination whether engendered by religion, ethnicity, disability, gender, age or political persuasion” (Paragraph 8.13).¹⁰⁴
147. The first two of these speak to the inclusion of gender in educational and skills programmes and the other two are not specific with regard to the practical measures or forms of gender discrimination that should be addressed. While the Partnership protocol should not be expected to detail actions and all areas of endeavour, it is notable that education and training are mentioned while other important areas such as sex discrimination at work, the roles of women in men in social reproduction and gender-based violence are not. The absence of discussion of work-related discrimination is particularly striking given that among the roles of the Subcommittee of the Social Partnership is “intervening in employment relation matters without trespassing on the traditional conciliation within the voluntary industrial relations system.”¹⁰⁵ Membership of the Subcommittee does not include any representative of an organisation devoted to the achievement of gender equity.

7.1 LEGAL FRAMEWORK

148. Barbados has speedily adopted international instruments supportive of gender equality. The main international convention relating to gender, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), was opened for signature at the United Nations Headquarters on 1 March 1980 and by October that year was signed and ratified by Barbados.¹⁰⁶ The Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women, known as the Convention of Belém do Pará, was adopted in 1994 and signed and ratified by Barbados in 1995.¹⁰⁷
149. The Bureau of Gender Affairs, described in section 8.1 below, has embarked on the development of a gender policy covering a number of areas. In preparation for this, a review was conducted of laws relating to gender and development in Barbados with reference to articles of CEDAW.¹⁰⁸ This section summarises some key findings of that review and is also based on two further pertinent reviews of Barbados’ laws¹⁰⁹ and stakeholder interviews.

7.1.1 EMPLOYMENT

150. Barbados has ratified the eight core ILO Conventions. With regard to the Conventions on Equal Remuneration and Discrimination, the International Trade Union Confederation (ITUC) has commented that Barbados’ efforts to address gender discrimination in employment and remuneration need to be strengthened. The ITUC also noted that reliable sex-disaggregated data on wages was lacking, and

¹⁰⁴ *Protocol VI of the Social Partnership, 2011–2013*, Ministry of Labour, Warrens, Barbados, <https://labour.gov.bb/pdf/social-partnership-protocols/Protocol%206.pdf> (accessed 15 March 2014).

¹⁰⁵ See: <https://labour.gov.bb/social-partnership> (accessed 15 March 2014).

¹⁰⁶ See: https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en#1 (accessed 5 May 2014).

¹⁰⁷ See: <https://www.oas.org/en/mesecvi/docs/Signatories-Table-EN.pdf> (accessed 5 May 2014).

¹⁰⁸ Sealy-Burke (2013), *Op. Cit.*

¹⁰⁹ Marshall-Harris, F. (2013), *Review of Laws Relating to Children, Women and their Families in Barbados: Analysis, harmonisation and the case for reform*, Ministry of Social Care, Community Development and Constituency Empowerment, Warrens, Barbados; United Nations Development Fund for Women (2006), *Op. Cit.*

discrimination against migrant workers was in need of attention. With regard to the first of these comments, it may be noted that data on earnings in section 6.1.6 above are derived from self-reports in surveys, and the Labour Department states that it is unable to provide data on actual wages due to unwillingness by employers to supply the information. Sealy-Burke (2013) notes that equal pay for equal work has largely been achieved, but equal pay for work of equal value has not been the subject of law-making or policy.¹¹⁰ Given occupational segregation it is therefore likely that sex-related disparities in pay will persist.

151. One area of special vulnerability for women concerns their employment in domestic service, since this is not covered by the Safety at Work Act. Under the leadership of the Ministry of Labour with the support of UN Women, the Government is now working towards the implementation of ILO Convention 189 concerning decent work for domestic workers. The process of consultation has involved the three parties to the Social Partnership and a range of NGOs. Recommendations from the research conducted for the project include:
 - i. Establish a minimum wage for domestic workers;
 - ii. Ensure legal coverage of migrant workers and undocumented workers;
 - iii. Ensure written contracts/ statements of employment;
 - iv. Form a body to represent migrant workers and ensure they are aware of the labour laws of the country;
 - v. The National Insurance Bureau should reach out to domestic workers in terms of educating them on the value of making NIS contributions;
 - vi. A register of domestic workers should be developed in collaboration with the National Employment Bureau;
 - vii. Explore the possibility of a training and certification programme for domestic workers.¹¹¹
152. A Sexual Harassment Bill was prepared some years ago and has been debated at length by the social partners but has not yet become law. It has been noted that this legislation should cover sexual harassment in a variety of institutional settings (e.g., education, immigration) as well as at work.¹¹²
153. Poorer women are particularly likely to be found in the informal labour force, and men who are informally employed may also be vulnerable to unsafe and unfair conditions of work. Women are the majority of migrants to Barbados. As part of the National Employment Policy, the needs of informal and migrant workers are specifically recognised. With regard to the informal sector, the policy states that the Government will “periodic[ally] inspect [informal sector] facilities to ensure that informal sector workers are not subjected to unhealthy and dangerous work conditions”. There is also a commitment to a “promotional campaign to encourage [informal sector workers] to register their status with public entities such as the Corporate Affairs and Intellectual Property Office” and to develop understanding of the need for registration with the NIS to achieve social protection. With regard to migrants, the Ministry commits to address issues including (but not restricted to):
 - i. *Equal treatment of migrants, particularly as they relate to employment, membership in trade unions, payment of taxes and social security contributions;*
 - ii. *The establishment of criteria for migrants to access health, social services and educational and training services;*
 - iii. *Access to a grievance and complaints mechanism in the event a work contract has been violated by an employer;*
 - iv. *The compilation and maintenance of migrant worker statistics by gender, age, number of dependants, country of origin, skills sets, occupation and industrial sector.*¹¹³

¹¹⁰ Sealy-Burke (2013), *Op. Cit.*

¹¹¹ Cumberbatch, Georges and Hinds (2013), *Op. Cit.*

¹¹² Sealy-Burke (2013), *Op. Cit.*

¹¹³ Manpower Research and Statistical Unit (2012), *The National Employment Policy of Barbados*, Ministry of Labour and Social Security, Warrens, Barbados.

154. Though not specifically designed with this objective in mind, the implementation of these aspects of policy would assist in the achievement of gender equality.
155. A further concern is the absence of legislation to protect the jobs of people who wish to modify their hours or routines in response to caring responsibilities. This will be further considered in section 7.2 below on flexible employment.

7.1.2 GENDER-BASED VIOLENCE AND HEALTH

156. Barbados has made considerable strides, with support from the BGA, with regard to strengthening legislation on sexual offences and domestic violence. The Sexual Offences Amendment Act, CAP 154 (2002) has, for example,
 - i. Widened the definition of rape beyond vaginal penetration to include insertion of objects, oral sex and anal sex;
 - ii. Recognised that boys and men and not just girls and women can be sexually violated;
 - iii. Removed time limitations during which a charge may be brought;
 - iv. Recognised marital rape, though limiting it to circumstances where there is a divorce decree, separation order or non-molestation order;
 - v. Increased penalties for rape and other sexual offences.
157. Regarding domestic violence, the 1992 Domestic Violence Act created protection orders, which represented considerable improvement on the previous situation whereby victims had to rely on criminal law ‘after the fact’ of assault.
158. Implementation has not always kept up with positive legal developments, however. A UN Women study identified the following areas of concern as regards policing:
 - i. Slow response time to emergency calls;
 - ii. Interviewing methods that demonstrated lack of sensitivity;
 - iii. Weak statement writing resulting in gaps in the evidence and the need to be interviewed several times;
 - iv. Overlooking important evidence;
 - v. Protracted investigations;
 - vi. Lack of access to information for victims about the progress of their cases;
 - vii. Lack of referral systems backed up by a protocol for client access to health care, justice professionals and social services.¹¹⁴
159. It has also been found that many cases are dropped because of the payment of ‘compensation’ – basically a bribe – to the victim or, usually in child abuse cases, his/her family. Financial pressures and social pressures to drop cases weigh particularly heavily on women because of their economic and social position.
160. The Domestic Violence Act is undergoing considerable revision through a consultative process under the leadership of the BGA. The European Union has also formed a multi-sectoral committee looking at the legislation. The result has been a Domestic Violence Bill with specific recommendations for revision of the 1992 Act. Among the progressive aspects of the Bill are:
 - i. Specification of the duties and powers of the police. For instance, police officers are required to respond to every complaint of domestic violence whether or not the person making the complaint is the victim. They are to render specified forms of assistance such as seeking medical attention and accompanying a person onto premises to retrieve personal property. Persons arrested are to appear in court within 24 hours or as soon as practicable.

¹¹⁴ UN Women (2010), *Strengthening State Accountability and Community Action for Ending Gender Based Violence in the Caribbean*. UN Women, Hastings, Barbados.

- ii. Definitions of forms of domestic violence, including physical, emotional and financial abuse and harassment. Definitions of harassment include recent forms such as “persistently contacting a person by email, fax, post, telephone or text message” and “publishing on the Internet or by any other mass medium, statements or other material relating to a person without that person’s consent”.
 - iii. Extension of the range of persons who can apply for a protection order. As well as the (alleged) victim, the following may now apply; a parent, any member of the family, the Commissioner of Police, a social worker, probation officer, NGO representative, Child Care Officer or Welfare Officer. This may have the advantage of reducing the number of cases dropped and the potential for bribery and intimidation of the victim.
 - iv. Direction of perpetrators to receive counselling from the Family Services Division of the Welfare Department and enrol them in the ‘Partnership for Peace’ programme, a structured behavioural intervention for perpetrators originally spearheaded by UN Women and now facilitated by the Ministry Responsible for Social Care.
161. These developments are positive, but some weaknesses may be identified. First, while the Bill defines ‘visiting relationships’, the bulk of the text refers to ‘family violence’ only, and it is not clear how the legislation can be applied, if at all, in cases where violence is perpetrated against a (former) sexual partner who never lived with the complainant. Second, no procedures for referral to health services are specified. This is important since victims of domestic violence may be especially vulnerable to sexual and reproductive health problems including HIV/ sexually transmitted infection.¹¹⁵
162. Human trafficking has also received major attention from the BGA. The Secretariat for the National Task Force for the Prevention of Trafficking in Persons was established at the BGA in 2012. The Task Force is under the Chairmanship of the Attorney General and Minister of Home Affairs with the following mandate:
- i. To coordinate Barbados’ anti-trafficking activities;
 - ii. To advance a national plan of action for the prevention of trafficking in persons;
 - iii. To evaluate and monitor the response of the Government.
163. The Task Force comprises representatives or the permanent secretaries from the various ministries, who, under the terms of the Protocol of the Transnational Organised Crime (Prevention and Control) Act, 2011 (TOCO) have specific responsibility and accountability for the operationalisation of the protocol. Also on the task force are members of NGOs who provide services to the victims of trafficking. Activities include a public information campaign and training activities for immigration and police officers. The International Organisation for Migration has conducted a trainer of trainers’ workshop for the police. The Royal Barbados Police Force established a Sex Crime and Trafficking Unit in 2013, and the Business and Professional Women’s Club has provided care and support at their shelter facility for women rescued from an exposed trafficking ring.¹¹⁶
164. As in several Caribbean countries, there is a discrepancy in Barbados between the age of consent to sex (16) and the age when it is possible to access health care without parental consent (18), leaving 16- and 17-year-olds with restricted access to contraceptives and other HIV/STI prevention services. To date, there is no clear legal guidance to health-care workers on the circumstances under which it is acceptable to provide access to sexual and reproductive health services without parental consent.
165. Sealy-Burke (2013) points out that it would be possible to institutionalise and publicise the concept of ‘Gillick competence’, established in case law, whereby “...whether or not a child is capable of giving the

¹¹⁵ Allen, C. F. (2011), "Intersections between HIV/AIDS and Violence against Women: Research to develop pilot projects in Barbados and Dominica", *Journal of Eastern Caribbean Studies*, 36(4): 39

¹¹⁶ Ministry of Home Affairs (2013), “Statement on Human Trafficking,” 18 September, http://gisbarbados.gov.bb/index.php?categoryid=9&p2_articleid=11280 (accessed 5 May 2014).

necessary consent will depend on the child's maturity and understanding and the nature of the consent required. The child must be capable of making a reasonable assessment of the advantages and disadvantages of the treatment proposed, so the consent, if given, can be properly and fairly described as true consent."¹¹⁷ Marshall-Harris (2013) recommends that "The law should provide categorically that 16- to 18-year-olds should be treated with or without parental consent. Below the age of 16 years, the Gillick principle should apply."¹¹⁸ This is particularly important given that adolescent pregnancies are considerably higher in Barbados than in countries at similar levels of human development. It also provides an important mechanism whereby adolescents can access advice and services to help protect them from abuse. Caribbean studies have shown that restricted access to sexual and reproductive health care may apply most strongly to girls given that sexual activity among boys is more acceptable according to social mores.¹¹⁹

7.2 FLEXIBLE EMPLOYMENT, CARE OF DEPENDANTS AND EMPLOYMENT RIGHTS

166. In Part II it was shown that women have the primary responsibility for caring for dependents, including children, the elderly and the disabled. In order to advance economically and reduce gender gaps with regard to wages and employment, it is necessary to develop measures to alleviate the difficulties that women especially face in fulfilling productive as well as reproductive roles. Measures should also facilitate men who wish to participate to a greater degree in family life and providing care for dependents.
167. The National Employment Policy of Barbados includes as one of its five pillars 'Promoting Equality and Equity in the Labour Market'. This includes specific attention to the goal of promoting gender equality through the following main strategies:
- i. *Formulate legislation to deal with gender discrimination;*
 - ii. *Encourage work initiatives such as flexitime and day-care nurseries;*
 - iii. *Promote gender sensitisation to the public.*¹²⁰
168. Thus the Government recognises some of the key challenges to the achievement of gender equality with regard to the economic life chances of women and men. With regard to the first of these, there is a commitment to developing a "legislative framework to prohibit discriminatory practices with respect to recruitment, promotion, training and conditions of employment". With regard to the second, measures are suggested such as "the promotion of flexible working arrangements such as flexitime, flexplace and job sharing". Also suggested are "increased access to child care assistance for single parents" and the provision of "on-site child care facilities".¹²¹
169. The promotion of gender sensitisation at ministry level would involve training of Ministry of Labour staff to respond to 'gender-specific needs' and the enhancement of gender-specific information on the labour market. These recommendations are consistent with the work of this Ministry in response to a gender audit carried out by a team of experts supported by the Organisation of American States (OAS) and the ILO. At the time of the current assessment, the Ministry is working with the BGA to access funding for gender training of its entire staff. It is also in the process of setting up a Gender Team and developing recommendations for legislation regarding discrimination.

¹¹⁷ See: <http://www.nspcc.org.uk/preventing-abuse/child-protection-system/legal-definition-child-rights-law/gillick-competency-fraser-guidelines/> (accessed 5 May 2014).

¹¹⁸ Marshall-Harris (2013), *Op. Cit.*

¹¹⁹ Allen, C. and K. Thomas-Purcell (2012), *Strengthening the Evidence Base on Youth Sexual and Reproductive Health and Rights in the Eastern Caribbean: Final report*, United Nations Population Fund, Bridgetown.

¹²⁰ Manpower Research and Statistical Unit (2012), *Op. Cit.*

¹²¹ *Ibid.*

170. The evidence from this assessment suggests that limited progress overall has been made with regard to the implementation of the laudable gender equality aspects of the National Employment Policy.
171. Maternity leave is available to women who meet National Insurance Contribution criteria. They are granted paid leave of 12 weeks under the Employment of Women (Maternity Leave) Act. For women who have not made sufficient NIS contributions, a grant of \$800 is available if their spouse qualifies. No paid paternity leave is systematically offered to men. While public servants are not currently eligible for paternity leave, trade unions have negotiated five days of such leave with some departments.¹²² Interviewees from the BGA and the Congress of Trade Unions and Staff Associations of Barbados stated that this issue is under discussion at national level. However, it was indicated that the outcome may be the provision for a short period of voluntary paternity leave rather than, for example, sharing of the leave period between both parents or introducing mandatory paternity leave as exists in some Scandinavian countries.¹²³ A further difficulty with this provision is that it relies on the accumulation of sufficient national insurance contributions and thus excludes many in the informal sector, poorer persons and immigrants in particular. There appears to be no legal protection of the right to (paid or unpaid) maternity leave across all categories of employees regardless of NIS contributions.
172. More broadly, there is no anti-discrimination legislation that specifically protects rights to employment among people with caring responsibilities. Thus, for instance, there is no legal redress for people who are asked in job interviews whether they have small children or other dependents and are refused employment if they admit that they have. No law protects a woman if she is dismissed when she becomes pregnant. When dependents are sick or there is a family crisis, there is no legal provision for either sex to take special leave to provide care; it is left to the discretion of employers whether some time off is granted for these emergencies or whether annual leave must be taken.
173. Part-time contracts and flexibility in working hours are rare in Barbados. For instance, if a person wishes to alter their contract to work 75% of a full-time post in order to assist their child in preparing for examinations, there is no legal provision to require the employer to grant or even consider this request, and the person is not protected from dismissal on the grounds of being unwilling to fulfil the terms of full-time employment, regardless of the reasons. Interviewees from the Barbados Private Sector Association and the Ministry of the Civil Service noted that many employers are in fact sympathetic and allow extra time off for employees in such circumstances. Some departments in the civil service have instituted flexi-time in terms of staggering hours to start and leave work.¹²⁴ These types of arrangements are largely at the discretion of employers and there is no systematic protection. However, through collective agreements between employers and trade unions, it may be possible to establish protocols to allow for flexible working hours and time off to care for dependants.¹²⁵
174. A related issue concerns opening times of schools and workplaces and logistical challenges such as traffic congestion. Many schools provide before- and after-school care only for short times, which does not meet the need of parents to commute between home, school and workplaces and stay for an 8-hour shift at the workplace. Some parents pay drivers or make arrangements with relatives and friends for school pick up and drop off and homework supervision. Others may be unable to afford to pay a driver and may have insufficient social support to allow this. Again, single women on low incomes and immigrants (mostly women) may be especially vulnerable and restricted from holding on to jobs as a result of these rigidities.

¹²² Interviews with representatives of the Ministry of Social Security, 21 February 2014, and the Ministry of the Civil Service, 23 April, 2014. Five days' paternity leave is now available at newer departments in the civil service such as the Barbados Revenue Authority and Financial Services Commission.

¹²³ "Iceland and Norway have introduced mandatory paternity leave, while in Sweden one part of parental leave is earmarked for the father and forfeited in case he opts not to take it." Elborg-Woytek et al. (2013), *Op. Cit.*, p. 14.

¹²⁴ Hours of work for public servants are specified by General Orders arising from the Public Services Act and in general are 8:15 a.m. to 4:30 p.m. Interview with representatives of the Ministry of the Civil Service, 23 April 2014.

¹²⁵ See: <http://businessbarbados.com/investor-guide/human-resources/labour-relations-practices/> (accessed 5 May 2014).

175. Discussions of legislating against sex discrimination at work appear to have revolved around the question of sexual harassment. A policy on sexual harassment has been drafted under the leadership of the BGA and discussions are ongoing with employers, workers' representatives and the wider community. While important, it may be argued that sexual harassment at work is relatively rare as compared with the daily struggle of (mainly) women trying to reconcile caring and formal work responsibilities.
176. Article 11.2.c of CEDAW states that governments should take measures
*To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child care facilities.*¹²⁶
177. The Child Care Board in the Ministry of Youth, Family and Sports provides government childcare centres for children aged 0 to 4 years, mostly located in low-income communities. A subsidised fee is charged, with a lower fee in cases of extreme hardship or if more than one child from a household is in day care.¹²⁷ In 2012, the 15 government day-care centres accommodated 1,056 children, but a further 3,420 children were on waiting lists for these facilities. The Board also registers private day-care centres, of which there were 166 reported in 2012.¹²⁸ These figures make it clear that there is enormous demand for day-care provision, and that demand outstrips supply by a factor of 3.2 as regards government day-care, which aims to support people on low incomes who may be unable to afford private facilities.
178. Interviewees noted that many day-care facilities now provide 8 to 9 hours of care during the day, in order to meet the needs of working parents. However, very few are open beyond 5:30 p.m., making it difficult for parents who work in the evenings or at night or who have ad hoc events and meetings at work. An interviewee from the National Organisation of Women (NOW) reported that she has made public statements calling for agencies to provide childcare facilities during hours congruent with the working establishments near where they are located. Thus workers in tourism and entertainment establishments may require evening and night-time facilities.¹²⁹ Very few employers provide on-site childcare. Notably, there is no large facility to care for infants or to provide after-school supervision for children of government and other employers in the Warrens, St. James area, where there are many and growing numbers of government and other offices.
179. Two interviewees separately reported that a previous proposal for a childcare facility for government employees was turned down at the time that the Warrens Office Complex was built.¹³⁰ A trade union representative indicated that the Social Partnership has been discussing enhancing Barbados' competitiveness by establishing a 24-hour work culture. He acknowledged that this may require shifts in terms of the provision of care for dependents to encourage equitable participation by women and men.¹³¹ A representative of the Barbados Coalition of Service Industries indicated that this organisation may be interested in the provision of advanced childcare training in support of providing relief for busy parents.¹³²

¹²⁶ See: <http://www.eoc.org.hk/eoc/upload/200622210451815390.rtf> (accessed 4 May 2014).

¹²⁷ Caddle (2010), *Op. Cit.*, p. 36.

¹²⁸ Ministry of Finance and Economic Affairs (2013), *Op. Cit.*

¹²⁹ Interview with a representative of the National Organisation of Women, 29 April 2014.

¹³⁰ Interviews with representatives of the Project Implementation Unit, Ministry of Finance, 27 February 2014, and Ministry of Agriculture, 25 February 2014.

¹³¹ Interview with a representative of the Congress of Trade Unions and Staff Associations of Barbados, 2 May 2014.

¹³² Interview with a representative of the Barbados Coalition of Service Industries, 3 March 2014.

7.3 SOCIAL SAFETY NETS, SOCIAL INSURANCE AND CHILD MAINTENANCE

180. Social safety nets and social insurance are components of social protection programmes. Social safety nets are non-contributory transfer programmes targeting those vulnerable to poverty and shocks. Social insurance consists of programmes such as unemployment insurance and pensions. The majority of government institutions and initiatives to address poverty are in the MoSC, where most of the staff (87.2%) are women (table T16). Staff report that most clients are also women, partly because they are more likely to be poor but also because they have greater caring responsibilities and it is more acceptable for women than men to seek help.¹³³

T16: STAFF OF THE MINISTRY OF SOCIAL CARE, COMMUNITY DEVELOPMENT AND CONSTITUENCY EMPOWERMENT BY SEX, 2013

DEPARTMENT	FEMALES	MALES	TOTAL
Bureau of Gender Affairs	6	1	7
Child Care Board	426	50	476
Community Development Department	51	15	66
Department of Constituency Empowerment	19	5	24
National HIV/AIDS Commission	12	4	16
Ministry of Social Care	27	5	32
National Assistance Board	250	30	280
National Disabilities Unit	8	5	13
Welfare Department	55	10	65
TOTAL	854	125	979

SOURCE: MOSC.

181. A thorough assessment of social safety nets in Barbados was completed in 2010.¹³⁴ An overall observation was that the system was in need of rationalisation and centralisation as multiple schemes and programmes existed in different ministries and departments, resulting in unnecessary costs and difficulty for clients in navigating the system. There was also a need for monitoring and evaluation of outcomes. It was noted that there were 28% more female beneficiaries than male beneficiaries of national assistance grants in 2009 (Caddle, 2010, Table 9, p. 10). Based in part on the observation of greater poverty among women than men and research that shows that greater control over assets by women leads to increased household expenditures on food and increased investments in child health and education, the following recommendations were made:
- i. Social safety nets to address poverty should be targeted to caregivers since they have primary responsibility for the well-being of their children.
 - ii. Child maintenance payments should be integrated with assistance grants to ensure that women separated from the father of their children can provide adequately for basic needs and invest in the future of themselves and their children.
 - iii. The Welfare to Work programme should orient training to labour market opportunities available for women and men.
 - iv. *“The immigrant population is a consistently excluded group, since the poor would qualify in terms of means, but do not by virtue of their non-national status. Women in particular are the ones who present most under these circumstances”* (Caddle, 2010, p. 10). A strategy for developing programmes to include immigrants should be discussed with the ministry responsible for immigration.

¹³³ Interview with representatives of the MoSC, 11 February 2014.

¹³⁴ Caddle (2010), *Op. Cit.*

- v. Lower pay and higher unemployment among women increase their reliance on non-contributory benefits, which are inadequate to meet their economic needs, notably in old age.
- vi. There is no substance abuse and counselling programme for women. In contrast, a 90-bed residential facility, Verdun House, is available for men.¹³⁵

182. It was recommended that coordination and the establishment of a central client registry should be located in the Ministry of Social Care and that the Inter-Ministerial Task Force on Social Safety Nets should develop an organisational and operational strategy. One of the aims of a central registry should be to establish an efficient referral system. It was said that this might, for instance, help especially vulnerable women to access care and support when they have been raped or assaulted. To date the provision of social safety nets and a central client registry has not been implemented. On the other hand, the report influenced the development of a ground-breaking poverty programme, I.S.E.E. Bridge, which was recommended in the social safety net assessment and will be discussed below.
183. Sealy-Burke (2013) provides further commentary on social safety net provisions. She notes that the majority of National Assistance Benefits are provided in the name of children and that the amounts are inadequate for subsistence (\$25 a week for children and \$28 for able-bodied adults). Furthermore, eligibility for benefits to support children depends on first satisfying the Welfare Officer that neither parent is in a financial position to do so. Thus single women who are no longer with the father of their children must avail themselves of the Maintenance Act and prove that little or no funds are available from the father before they can access benefits.
184. The Maintenance Act (CAP 216, 1985) has provided a mechanism through which many single mothers have been able to access financial support from fathers of their children. However, it has been criticised on a number of fronts. First, it creates a distinctive scheme of maintenance provision for children who are not born within marriage. Married parents can apply for maintenance from their estranged, separated or divorced spouse through the High Court, while unmarried mothers can only apply for maintenance through the Magistrate's Court. It is reported that waiting times and other aspects of 'customer service' are more favourable in the High Court, and there are major differentials in awards between the two systems. In 2006 the average award granted in the High Court was \$344 and the average in the Magistrate's Court was \$250.¹³⁶ As Sealy-Burke (2013) notes:
- Given the State's commitment under the Convention on the Rights of the Child (CRC) that all children are treated equally, the mere distinction between categories of children should ring alarm bells.*¹³⁷
185. Second, a major difficulty lies in the area of implementation. There are numerous reports of frustrating and time-consuming difficulties in achieving resolution to child maintenance applications, especially in the Magistrate's Court, including protracted proceedings, unnecessary adjournments, crowded courtrooms and lack of confidentiality. These all contribute to the time and income poverty of women and delay their eligibility for welfare support. Furthermore, there is no provision for obtaining maintenance payments from fathers living outside Barbados.
186. Other complaints about the Maintenance Act include that it discriminates against men in that it can only be invoked by "a single woman who has been delivered of a child";¹³⁸ a man cannot apply for child maintenance from the mother of his child or children if he has custody.¹³⁹ It is also widely perceived that courts favour women in custody disputes. There is the argument that there is a need for legislation to

¹³⁵ In relation to this last point, the President of the National Organisation of Women (NOW) stated that NOW has secured a house that will be dedicated to the needs of female substance abusers.

¹³⁶ United Nations Development Fund for Women (2006), *Op. Cit.*, p. 3

¹³⁷ Sealy-Burke (2013), *Op. Cit.*, p. 17.

¹³⁸ Maintenance Act, CAP 216, paragraph 8.2.b.

¹³⁹ Robinson, T. (2011), "Elements of the New Proposed 'Family Law' (Children) Amendment Act", presentation to the Family Law Council, 17 January.

protect men's rights to visit their children.¹⁴⁰ These issues all affect poorer men disproportionately and actually reinforce the traditional allocation of responsibility to women for childcare. In relation to poor men and maintenance, it has been suggested that unemployed men could be ordered to undertake child-minding duties¹⁴¹ – an in-kind form of maintenance that may help redress the balance between female and male responsibilities.

187. Social insurance is run by the National Insurance Board and provides retirement, maternity, disability, sickness, unemployment and survivors benefits. The NIS is funded by mandatory contributions levied on wages of all employed and self-employed persons. It is estimated that only 25% of self-employed persons comply with the scheme and compliance is also low among seasonal, domestic and informal sector workers.¹⁴² This has gender implications, since most self-employed workers are men, most domestic workers are women and seasonal and informal sector work is more common among poor men and women than the more prosperous. Many women spend most of their time on unpaid work in the household to care for and support their families and do not pay national insurance contributions. Those who do not pay are vulnerable to losing entitlements to benefits¹⁴³ and having to rely on social safety nets that have the deficiencies highlighted above. Immigrants, especially those who are undocumented, are especially unlikely to pay NIS contributions. National Insurance Bureau personnel do not enquire about the registration or immigration status of payees, and this was said by NIS interviewees to facilitate broad inclusion.¹⁴⁴ However, the vulnerability to exclusion from social insurance of some groups remains, and immigrants are additionally vulnerable since they cannot access the social safety net provisions that cater especially to people without insurance. As previously noted, the majority of non-nationals in Barbados are women, and lack of coverage by social safety nets and social insurance is of special concern for poorer immigrant women.¹⁴⁵ Women are also over-represented in the 'economically inactive' population that is disproportionately in need of social support.
188. Some specific programmes aim to build skills and resources in poor communities. The Community Development and Social Empowerment (CODASE) programme is administered by the Advisor on the Alleviation of Poverty and the Millennium Development Goals (MDGs) in the Office of the Prime Minister. Interventions are made in a number of communities across Barbados in the areas of agriculture, income-generating projects, community markets, community tourism, co-operatives development and training. Across these areas, efforts are made to develop youth skills (notably with regard to music industry training, which was said to be attractive to boys and young men), sports (notably dirt biking – again, said to be attractive to males), senior citizen care strategies and cultural heritage promotion. The Advisor envisaged the development of cooperatives to support agriculture and craft initiatives.¹⁴⁶
189. One of the important aspects of the CODASE programme was the development and formalisation of an NGO, Women Entrepreneurs of Barbados (WEB), comprising women craft producers and now functioning as a charity with the aim of becoming a cooperative. This group of women had previously been brought together by the BGA, and the Advisor on the Alleviation of Poverty and the MDGs helped revive the collective and provided them with seed capital, developed a methodology for saving within the organisation based on the traditional 'meeting turn'¹⁴⁷ and organised and financed their participation in trade shows. The Barbados Industrial Development Corporation financed a presentation of WEB's products at a trade fair in New York. In a rare example of diaspora organisation involvement in a poverty

¹⁴⁰ Sealy-Burke (2013), *Op. Cit.*; Marshall-Harris (2013), *Op. Cit.*

¹⁴¹ Marshall-Harris (2013), *Ibid.*, p. 17, paragraph 53.

¹⁴² Caddle (2010), *Op. Cit.*

¹⁴³ Interviews with representatives of the National Organisation of Women and the Bureau of Gender Affairs (29 April 2014).

¹⁴⁴ Interview with Director of Social Security, 21 February 2014.

¹⁴⁵ Caddle (2010), *Op. Cit.*

¹⁴⁶ Whittaker, U. (2008), *Community Development and Social Empowerment (CODASE) Programme Document*, Advisor on the Alleviation of Poverty and the Millennium Development Goals, Government of Barbados, Bridgetown.

¹⁴⁷ The 'meeting turn' is a traditional means of saving used in poorer communities in Barbados. Participants contribute equal amounts of money at regular intervals (e.g., weekly or monthly) and the resulting funds are distributed to one member of the group at each meeting on a rotating basis.

alleviation project in Barbados, the Barbados American Chamber of Commerce, based in Miami, organised and sponsored participation of WEB members in a trade show entitled 'Barbados Comes To' in Miami. The Advisor also secured rent-free shop space for WEB in Bridgetown over the Christmas period. All of these initiatives have assisted the women in WEB in generating incomes but are largely reliant on the networks of the Advisor and the BGA. To date, despite appeals to the Government and funding agencies by the Advisor, BGA staff and other supporters, WEB has not secured a more permanent base from which to market its products, nor developed collective manufacturing facilities to meet additional demand arising from exposure at trade shows.¹⁴⁸ However, the Maria Holder Memorial Trust has provided some funding to assist in the forensic testing and bar codes for marketing the agro-processed foods that WEB produces.

190. The Advisor has also spearheaded a project, Youth In Agriculture, involving around 35 young people of whom around 29 are young men. This proportion is said to be consistent with greater male than female interest in agriculture. The project targets out-of-school youth with few work prospects and provides hands-on training in small-scale agriculture alongside training in life-skills, job-seeking and HIV prevention. It was noted that it was difficult to sustain the interest of some of the young people in doing agricultural work, and some attended rarely except when lunches were served and weekly stipends of \$150 were distributed.
191. The MoSC and the Welfare Department are piloting a project based on the Puente (Bridge) programme developed in Chile by the Solidarity and Social Investment Fund (FOSIS). This is a structured intervention paid from general taxation aiming "to facilitate the transition of selected households from a situation of extreme poverty to one of consolidated integration into mainstream society" or to "break the cycle of intergenerational poverty".¹⁴⁹ The two-year intervention has been adapted to the Caribbean context and again for application in Barbados, where it is called the I.S.E.E. Bridge programme.¹⁵⁰ Household Facilitators work with family members individually and together to progressively build competence with regard to the following 'pillars': personal identification; education and human resource development; health promotion; family dynamics; housing conditions; employment; income; and social benefits. Prior to admission to the programme, members of the family sign a contract committing themselves to work towards improving their conditions of living.¹⁵¹
192. Of the 30 families in the pilot, 27 are headed by women, with an average household size of 8.2. This fits the profile of poverty being associated with large households headed by women. Facilitators commented that in the three households with a husband present, the wives took most of the household decisions and got more involved in the intervention programme. This conforms to the norm whereby women take the lead role in decisions regarding the care of their family. As the pilot has not yet been completed, no evaluative results have been published. However, MoSC personnel commented that the first part of the project has been difficult to complete as the families require a lot of 'stabilisation' including, for example, payment of debts and basic nutrition, before it is possible to move on to higher stages. This is despite the programme offering an extra monetary allowance to people who complete the first stage of the programme.¹⁵² Again, this demonstrates challenges in building strategies to ascend from poverty among single female-headed households in particular.

¹⁴⁸ Interviews with representatives of the BGA, the Advisor on the Alleviation of Poverty and the MDGs, 7th February, 2014, and the Project Implementation Unit, Ministry of Finance. 27th February, 2014.

¹⁴⁹ Ministry of Social Care, Constituency Empowerment and Community Development (2012), *Training Manual for the I.S.E.E. Bridge Programme*, Government of Barbados, Bridgetown.

¹⁵⁰ I.S.E.E. Bridge stands for Identification, Stabilization, Enablement, Empowerment: Building a Road for Individual Development: Towards a Goal of Empowerment.

¹⁵¹ Ministry of Social Care, Constituency Empowerment and Community Development (2012), *Op. Cit.*

¹⁵² Caddle (2010) *Op. Cit.*

7.4 EDUCATION POLICY AND REFORM

193. Education plays a major role in preparing girls and boys to participate in social and economic development and enabling continued opportunities for participation as adults. It is also critical to socialisation and has the potential to reduce adherence to values that support gender inequality. Results discussed above suggest challenges with the participation of boys in mainstream education. These are among the gender issues that should be addressed in the development of education and human resource development.
194. The Government has developed an overall Human Resource Development Strategy via partnership between the Ministry of Education and Human Resource Development and the Ministry of Labour.¹⁵³ The Strategy rests on five main pillars:
- i. *Enabling environment for human resource development*, with an emphasis on institutional strengthening and capacity building;
 - ii. *National qualifications framework*, increasing competence-based training and incorporating academic and occupational outcomes;
 - iii. *Demand-driven professional development and training*, responding to the needs of employers and national development;
 - iv. *Knowledge management systems*, including information for decision-making and monitoring and evaluation of programmes;
 - v. *Research, innovation, entrepreneurship capacity*, promoting technological advances in support of entrepreneurship and economic growth.
195. Despite the potential for the strategy to seek to address issues such as the occupational segregation between women and men and the lower participation of women in the labour force, gender has not been included as a major consideration. The word ‘gender’ is only mentioned in the strategy document with regard to “a growing gender imbalance within the Barbados education system, reflected in a declining level of participation of males at higher educational levels”.¹⁵⁴ Interestingly, a number of initiatives to develop ‘second chance’ educational strategies are framed as responses to the perceived educational deficit among males:
- In response [to the gender imbalance], a number of governmental and non-governmental educational programmes aim to provide second chances for building technical competence. This comprehensive series of interventions include technical, vocational and academic programmes; opportunities for mentorship and entrepreneurship; and provision of grants, loans, and technical support for development of entrepreneurial ventures. The HRD Strategy will further strengthen these interventions through the incorporation of National and Caribbean vocational qualifications into the national qualifications framework; improved access and quality of educational programmes at the institutional and community levels; and further opportunities for innovation and entrepreneurship.*¹⁵⁵
196. While it is important to provide alternative educational strategies for boys and men given their lower performance in mainstream education, it should be noted that this is only one of several gender concerns that should be addressed. The quotation above also suggests that the “comprehensive series of interventions” may not be designed with the needs of girls and women as well as boys and men in mind with regard to equal access to labour market opportunities. A further commentary from the strategy document suggests this may indeed be the case. Referring to the need to develop improved labour market data, the strategy suggests the need to try to understand, “Why is the labour force participation rate falling

¹⁵³ Ministry of Education and Human Resource Development and Ministry of Labour (2011), *Human Resource Development Strategy 2011–2016: Developing national, institutional and human capacity for sustainable growth*, Government of Barbados, Bridgetown.

¹⁵⁴ *Ibid.*, p. 14.

¹⁵⁵ *Ibid.*

and why it is higher among women?” This is erroneous since only in certain occupations is labour force participation higher among women, while overall it is lower. Thus the strategy document appears to be based on partial analysis of existing data, focusing on outcomes in traditional educational institutions rather than looking at this in the context of broader evidence of unequal opportunities for women, men, girls and boys.

197. With regard to the development of a national qualifications framework, an important dimension is the development of competency-based education and training (CBET). This is of particular value to those who do not excel in academic subjects and who may be concentrated in households with lower income, enabling them to obtain a qualification – sometimes in subjects in which they already have experience – that can enhance employment possibilities. Out-of-school youth, especially boys, are targeted by the programme, which includes the development of training in community facilities such as barbers’ shops that are supported to develop facilities to particular standards. National and Caribbean Vocational Qualifications (NVQs and CVQs) are being piloted in schools (at least at Level 1 of the three levels of qualification) and a variety of work settings. Experienced personnel from industry visit schools to provide training. Examination involves an assessor observing a candidate exercise the skill, such as brick-laying or interior decorating.¹⁵⁶ The validation of such skills can build confidence and the likelihood that poorer males and females obtain jobs in the formal labour market.¹⁵⁷ Providing a variety of vocational subjects in mainstream education may also encourage some movement of girls and boys into skills areas traditionally associated with the other sex. Results of schools piloting and continued monitoring using sex-disaggregated data, preferably combined with data on socio-economic status, will be important to understand the gender impact of the initiative.
198. Some tourist enterprises are offering CBET to increase the skills levels of their staff. Assessors are enabled to observe staff at work using their existing skills, and there may also be specific training for NVQ/ CVQ. Some of the qualifications are in specific areas associated with tourism such as bar service, food and drink service, travel and tourism services and golf course management. Strengthening the qualifications of tourism employees may directly benefit women since they now account for the majority of tourism employees at most seniority levels except ownership. However, in considering the gender impact it is also important to take account of the indirect benefit of the prosperity of tourism to occupations where men account for the majority of employees, especially construction and agriculture. The Barbados Hotel and Tourism Association has lobbied for the creation of a market facility for fresh and processed local agricultural produce from which hotels and restaurants can purchase products directly. The establishment of such a facility may also require further training and coordination of human resources.¹⁵⁸
199. A further initiative seeks to diversify the skills of teachers in mainstream education. At the Erdiston Teacher’s College, trainees are now being taught about different teaching styles in response to different learning styles among children. It was noted that the predominant teaching style was visual, but it is also necessary to be able to teach using auditory and kinaesthetic/ tactile methods since some children learn better in these ways. It was noted that this training is partly in response to the criticism that teachers may not be teaching boys in ways to which they can relate and that sustain their interest, which it is argued accounts in part for boys’ relatively poor school performance.¹⁵⁹
200. An important area of potential intervention is the provision of education that enables children to understand and develop their own responses to gender roles. The major means through which such education takes place in Barbados is health and family life education (HFLE) in schools. Following CARICOM guidelines and curricula adapted to Barbados, HFLE is provided from primary level upwards.

¹⁵⁶ Technical and Vocational Education and Training Institute Council (2013), *List of NVQs and CVQs Validated for Local Implementation as at December 31st, 2013*. Bridgetown, Barbados.

¹⁵⁷ Interview with a representative of the Ministry of Education, Science, Technology and Innovation, 6 March 2014.

¹⁵⁸ Interview with a representative of the Barbados Hotel and Tourism Association, 2 May 2014.

¹⁵⁹ Interviews with representatives of the Ministry of Education, Science, Technology and Innovation, 6 March 2014, and the Caribbean Development Bank, 16 January 2014.

However, it is widely understood that it is frequently not delivered as intended in guidelines and curricula. Challenges include timetabling and, more importantly, resistance and/or discomfort among some teachers in speaking of sensitive matters such as sexuality and in seeming to challenge conventional values and beliefs. Full compliance with Article 10 of CEDAW requires HFLE to be compulsory in schools and specifically for it to include information on family planning.¹⁶⁰ Given that it is not compulsory and is unevenly covered, the BGA and a number of NGOs provide gender education in schools.¹⁶¹ However, human resource capacities of these institutions prevent full coverage and sustained intervention. Further, it was noted that lack of HFLE coverage and teaching regarding gender roles has a knock-on effect in terms of demand for the services of the few guidance counsellors available in the school system.¹⁶²

201. Barbados has achieved approximately 90% coverage in terms of education for infants aged 3 to 4, following development of a policy to achieve universal primary education. The Ministry of Education, Science, Technology and Innovation also aims to increase the inclusion of babies and infants aged up to 2 years in structured educational programmes.¹⁶³ This may be of particular assistance for poorer, single mothers who find it difficult to provide a stimulating educational environment for their children.¹⁶⁴ It may also be possible to start gender awareness education at a very early age to maximise the impact among growing citizens.
202. Schools in Barbados are not legally obliged to continue to provide education to girls who become pregnant. There is a lack of policy in this area, and the continuation of pregnant girls' school education is at the discretion of school principals. While it appears to be standard practice to allow the girls to continue with their education, there are situations where they are asked to leave school until after the birth of the child or expelled indefinitely. On the other hand, if a schoolboy is found to have impregnated a girl, schools generally take little or no action against him and there is also rarely any sanction against older men who impregnate girls.¹⁶⁵ The loss of education adds to the considerable economic and social disadvantages faced by young single mothers. It also contravenes the 1981 Education Act, which provides for universal education.
203. Sexual harassment in schools is another area requiring legislation. As noted above, the passage of the draft Sexual Harassment Bill has been substantially delayed. It is recommended it be expedited and include prohibition of sexual harassment of students by school administrators, personnel, teachers and fellow students.¹⁶⁶

7.5 LABOUR MARKET AND ENTREPRENEURSHIP INITIATIVES

204. Beyond the educational interventions just described, there are numerous schemes and organisations in Barbados dedicated to improving employment prospects and/or stimulating and supporting entrepreneurship. These range across several ministries of government (notably MoSC, Ministry of Labour and Social Security, Ministry of Family, Youth and Sports and Ministry of Industry, International Business, Commerce and Small Business Development). There are also business support organisations and initiatives operating in the non-governmental and private sectors with varying levels of connection and support from the Government and regional and international agencies such as the CDB, Inter-

¹⁶⁰ Sealy-Burke (2013), *Op. Cit.*

¹⁶¹ Interview with a representative of the BGA, 13 January 2014.

¹⁶² Interview with a representative of the Caribbean Development Bank, 16 January 2014.

¹⁶³ *Ibid.*

¹⁶⁴ Walker, S. P., S. M. Chang, C. A. Powell, E. Simonoff and S. M. Grantham-McGregor (2006), "Effects of Psychosocial Stimulation and Dietary Supplementation in Early Childhood on Psychosocial Functioning in Late Adolescence: Follow-up of randomized controlled trial", *British Medical Journal*, 333(7566): 472.

¹⁶⁵ Interview with a representative of the Ministry of Education, Science, Technology and Innovation, 6 March 2014; Sealy-Burke (2013), *Op. Cit.*

¹⁶⁶ Sealy-Burke (2013), *Ibid.*

American Development Bank and World Bank. Financial and technical support are available for the full spectrum of business from micro-enterprise to support for multinational companies aiming to establish operations in Barbados. Representatives from some of these organisations were interviewed as part of this assessment; a separate comprehensive review of the range of agencies, including gender analysis and looking at the role of the sector in promoting economic development, is recommended.

205. Gender-relevant findings from the analysis of labour market and entrepreneurship initiatives include that the plethora of organisations dedicated to business development runs alongside a formal educational system with little evidence of the integration of entrepreneurship and business development across the curriculum.¹⁶⁷ Students at secondary and tertiary levels can pursue business-oriented subjects both as ‘academic’ subjects and in the newly introduced CVQs and NVQs. However, those who do not take these subjects may be at a disadvantage in an increasingly competitive market where ‘jobs for life’ are becoming rare and there is a need for creativity and specific skills such as project design, management and accounting. Given Barbados’ profile as a service-driven economy with relatively high costs and prices, the provision of such skills at the mass level appears critical to its competitiveness and growth. The evidence from this assessment suggests that girls and women are utilizing formal education as a central mechanism for economic advancement and that they rely heavily on the availability of jobs in the public service, which is currently contracting. On the other hand, sectors offering mass employment for men, such as construction, are highly vulnerable to economic shocks. The enhancement and extension of entrepreneurship education in schools could be a major way of empowering girls and boys on a mass scale with regard to eventually sustaining livelihoods in an increasingly harsh economic environment. At the same time it is important to acknowledge that entrepreneurship is unlikely to provide full employment, especially given the small internal market. There is therefore still a need to provide a supportive environment for companies and organisations that employ large numbers of people.
206. In addition, the economic climate may lead to the contraction of social services, including some of the job-seeking and training schemes that are currently available to adults on lower incomes and thus especially to single female household heads.
207. Few of the business entities included in the assessment were in a position to share sex-disaggregated data on their membership and client populations, usually because existing data is not presented in that way in their own reports. A key example is the Corporate Affairs and Intellectual Property Office (CAIPO), which is responsible for registering businesses and intellectual property in Barbados. As part of that process, people wishing to register fill in a form that includes their sex. However, data on sex is not processed, analysed or presented in any report. The interviewee was unable to share data that could provide a useful picture of the sex-distribution of ownership of enterprises and intellectual property in the country.¹⁶⁸ Some interviewees expressed resistance to the idea of producing reports with sex-disaggregated data, believing that this would create divisions and was contrary to the ‘gender neutral’ approach that they thought was beneficial to both women and men.¹⁶⁹ With few exceptions (outlined below), there is a lack of sex-disaggregated data among agencies promoting business development in Barbados. The evidence presented in this section is therefore predominantly qualitative, and specific surveys or support for routine production of sex-disaggregated data would be helpful to validate the findings.
208. The following quantitative data were gathered from business support organisations:
- i. Membership of the Small Business Association comprises approximately 65% men and 35% women, roughly reflecting the percentages of ‘self-employed’ men and women in Labour Force Surveys (see figure F4 in section 6.1.3).
 - ii. The Barbados Youth Business Trust (BYBT), an NGO, provides support and finance to young people aged 18–35 who are unemployed, under-employed or have limited means to start

¹⁶⁷ This point was made by an interviewee from the Barbados Coalition of Service Industries.

¹⁶⁸ Interview with a representative of the Corporate Affairs and Intellectual Property Office, 4 March 2014.

¹⁶⁹ Interview with a representative of the Barbados International Business Association, 6 May 2014.

businesses. One initiative was a workshop for young women to develop their entrepreneurship expertise. Table T17 shows equal numbers of loans to men and women but on average somewhat higher value loans to the former. It was noted that more of the females than males presented with subsistence needs and were single parents. This may account for all the grants being to female-owned businesses. BYBT is encouraging the development of a business to provide childcare to beneficiaries of their programmes. For both sexes, sectors of work spanned fields traditionally associated with women and those traditionally associated with men. All are assisted by BYBT in preparing their business plan and accounts. Young people who present without skills in their area of interest are referred for training to other institutions.

T17: BARBADOS YOUTH BUSINESS TRUST GRANTS AND LOANS BY SEX OF BUSINESS OWNER, 2012

Type of Programme	Loan	Grant
Number of Participants	9	4
Male-Owned	4	0
Female-Owned	4	4
Male and Female Owned	1	0
Average value of grant or loan: male-owned companies	\$16,100 (range \$7,000 – \$35,000)	-
Average value of grant or loan: female-owned companies	\$12,713 (range \$855 –\$30,000)	\$600
Sectors for male-owned companies	Automotive Bakery Arts Publishing	-
Sectors for female-owned companies	Agriculture Manufacturing Music Event planning	Food Publishing Waste management Health

- iii. The Caribbean Export Development Agency (Caribbean Export) provided the data shown in table T18 on participation in its programme. There were more male than female participants in each of its programmes, and the number of employees in the male-owned companies benefitting from its Grant Scheme was higher than the number of employees in female-owned companies.

T18: MALE AND FEMALE PARTICIPATION IN ACTIVITIES OF THE CARIBBEAN EXPORT DEVELOPMENT AGENCY

Name of Programme	Number of participants	Male/ female ratio	Average number of employees	Time period
Direct Assistance Grant Scheme	11	1.20	Female-owned companies: 20.2 Male-owned companies: 47.7	2012
Training and Certification Programme (to assist market expansion and export diversification)	171	1.41	-	2011 to date

Export Development and Promotion Programmes (showcasing products through television programmes and trade shows)	77	1.38		2011 to date
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209. A further useful initiative by an NGO is the Women’s Economic Empowerment Programme conducted by Pinelands Creative Workshop in partnership with UN Women and the Barbados Coalition of Service Industries (BCSI). BCSI was involved in identifying training opportunities. The programme was conducted in Barbados and several other English-speaking Caribbean countries. It began with brainstorming by 50 or more women in each country regarding economic sectors emerging in their economy. In Barbados, the sectors identified included energy, food security, culture and information and communications technology. The women were then provided with technical assistance with regard to developing products in key sectors, including developing packaging, marketing, barcoding and product standards. Initially the women were given grants rather than loans as well as goods in kind to ease start-up. Several have developed and marketed products locally and have been provided with some technical assistance in exporting their products. However, following the end of the initial project it has proved difficult to sustain the initiative, and Pinelands is seeking new funding for it.¹⁷⁰
210. Interviewees shared the view that young people, and especially young men, are highly attuned to wanting to become entrepreneurs in order to survive and prosper in the current economic climate. While generally not doing as well as young women in mainstream education, young men are pursuing a number of lines of business and are interested in rapid economic returns (‘the fast buck’).¹⁷¹ They are widely believed to be particularly oriented to technology and the creative industries, especially music, film animation, mobile applications and website development, and to trying to make money internationally.¹⁷² Several entities are offering training and entrepreneurial opportunities in these fields, including technical and vocational education and training (TVET), the BYBT, Pinelands Creative Workshop, the Lodge School Old Scholars Association and Caribbean Export. A representative of the Barbados International Business Association noted that some male graduates of the Polytechnic are offering helpful information technology services to the international business sector.
211. An entrepreneur developing a website for online purchase of Caribbean goods noted that young men were highly involved in computer programming to develop websites while a few young women were also involved but were more likely to be involved in ‘front-end’ design of the website interface. Much of the computer programming work takes place informally and therefore does not generate tax revenue. It was said that this work, mostly by young men, represents a brain drain as often the men are socially disconnected from Barbados and do not contribute substantially to social and economic development.¹⁷³ Men are also said to be working to a greater extent than women on semi-legal and illegal activities such as computer hacking and the drug trade.¹⁷⁴
212. It was perceived that men in general develop their social networks in the interest of business opportunities to a greater extent than women, and that the extent of business networks easily available to men is greater than those of women. In explaining this, interviewees referred to pre-existing ‘old boys’ networks’ and

¹⁷⁰ Interviews with representatives of Pinelands Creative Workshop, 3 March 2014, and Barbados Coalition of Service Industries, 3 March 2014

¹⁷¹ Interviews with representatives of Project Implementation Unit, Ministry of Finance and Economic Affairs, 27 February 2014, Pinelands Creative Workshop, 3 March 2014, Isle-7.com, 24 April 2014, and Caribbean Policy Development Centre, 11 February 2014.

¹⁷² Interview with a representative of Pinelands Creative Workshop, 3 March 2014

¹⁷³ Interview with a representative of Isle-7, 24 April 2014.

¹⁷⁴ United Nations Development Programme (2012), *Caribbean Human Development Report 2012: Human development and the shift to better citizen security*, UNDP, New York.

the greater availability of leisure time for networking that men have because of their relative lack of involvement in social reproduction activities. Even among women who do not have major caring responsibilities, traditional means of socializing such as church groups do not offer business networking possibilities to the extent of activities pursued to a greater extent by men, such as playing sports together and the ‘Friday night lime’.¹⁷⁵ It would be useful for business development organisations to enhance opportunities for women to create business networks.

213. Several interviewees suggested that to enhance the business capabilities of women, forms of collective organisation are especially useful given difficulties in networking and access to credit (discussed in section 6.1.10). This is exemplified in:
- i. The work of the BGA and the Advisor on Poverty Alleviation and the MDGs to establish WEB as a cooperative and obtain a retail outlet to be shared by members. The ‘meeting turn’ is used to enhance access to business funding within the group
 - ii. The development of the Specialty Foods Alliance of Barbados, bringing together (mostly) women and working with people along the ‘value chain’ from farmers to marketers. This follows the model of industry ‘clusters’, whereby members of the collective share technical expertise and enhance access to further resources. The Alliance is conducting research and development to enhance and innovate with respect to its products. The interviewee from the Small Business Association supports the development of clusters or incubators bringing together people with differing levels of resources and skills to develop businesses, noting that this is a particularly useful model for women given networking weaknesses.
 - iii. The Association of Women in Agriculture (AWIA), a group of 25 women farmers who work together to market their produce, including AWIA-branded condiments using fruits and vegetables that they have grown. They are seeking funding for a factory where the farmers can produce agro-processed foods more efficiently than in their individual kitchens.
 - iv. Collective exhibitions at trade fairs, such as the Barbados Manufacturer’s Exhibition (BMEX), Agro-Fest and fairs outside Barbados. The Specialty Food Alliance and AWIA also entered several products at the National Independence Festival for Creative Arts (NIFCA), and individual members won prizes.
214. Support for collective models was shared by other interviewees, who noted that it is especially important to work together given the small economies of scale in Barbados. The BYBT uses an industry cluster model involving mentors from particular industries (cultural industries, construction, food preparation, etc.) working with young people in that industry. Interviewees from AWIA and the Barbados Agricultural Society supported the development of food zones whereby the activities of small and medium-sized farms are coordinated with regard to meeting the nutritional needs of local communities. An interviewee from the Barbados Hotel and Tourism Authority called for the development of a central market facility where local farmers and agro-processors could market their produce to the hospitality sector. These ideas would be especially useful to women, whose businesses tend to be smaller.

7.6 ENVIRONMENTAL INITIATIVES

215. In 1994 the Government hosted a Global Conference on the Sustainable Development of Small Island Developing States (SIDS), “which gave birth to the Barbados Programme of Action – the internationally recognised blueprint for the Sustainable Development of Small Island Developing States”.¹⁷⁶ In 2004 it published its Sustainable Development Policy, which continues to guide the actions of the Ministry of the Environment.¹⁷⁷ This was followed in 2009 by the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States (MSI). A

¹⁷⁵ Interview with a representative of the Small Business Association, 7 May 2014.

¹⁷⁶ Ministry of the Environment, Water Resources and Drainage (2010), *Op. Cit.*, p. 1.

¹⁷⁷ Phone interview with a representative of the Ministry of the Environment, 19 August 2014.

review of progress in Barbados in achieving the goals of the MSI¹⁷⁸ was followed by a Climate Change Policy in 2012 and continued commitments to environmental initiatives, including in the Barbados' Medium-Term Growth and Development Strategy 2013–2020. Barbados has participated in CARICOM environmental initiatives and received a number of grants from the Global Environment Facility.¹⁷⁹

216. While gender issues are referred to in places in the documents relating to these developments, no strategies are articulated by which gender equity can be integrated in environmental action beyond stating that vulnerable groups, variously listed to include women and young men, should be targeted and participate in action to address environmental threats and damage. The BGA has not been systematically involved in environmental bodies such as the National Climate Change Committee. No evidence was found that NGOs and community groups focusing on gender issues have been brought into discussions or involved in environmental action.¹⁸⁰
217. The 2004 Sustainable Development Policy includes a section on stakeholder involvement that does not mention potential gender-based barriers to involvement, such as imbalances in the numbers of women and men in leadership positions in environmental agencies and initiatives. The section on human health, well-being and poverty suggests community-level programmes for young males as an example of channelling resources to vulnerable social groups. The Policy identifies women among groups vulnerable to poverty and recommends addressing women's rights in devising mechanisms to address this. A section on gender recommends legal and educational reforms and implementation of a gender perspective in all government policy, but does not discuss specific ways in which it can be brought into environmental programmes.
218. The 2010 review¹⁸¹ appraises progress in achieving actions laid out in the MSI, which include ensuring gender equality in education (paragraph 72b) and developing an integrated gender perspective in education through teacher training and curriculum development (paragraph 72f). Recommendations in the MSI relating to the environment do not mention gender issues.
219. Barbados' Medium-Term Growth and Development Strategy 2013–2020 includes a number of commitments to develop an “environmentally green and socially sustainable economy”.¹⁸² The Government's concept of sustainability encompasses a commitment to “reducing exposure to vulnerabilities, in favour of poorer segments of society whose capacities for action are affected by their particular circumstance”,¹⁸³ with women among the groups listed as particularly affected by impoverishment.¹⁸⁴ In a section on ‘Building Climate Change and Economic Resilience’, it is noted that environmental disasters “inflict deep and lasting impacts on the poor who are least able to withstand their onslaught”.¹⁸⁵ A number of strategies are listed to address climate change, including “supporting the poor and disadvantaged, who have fewer resources or buffers against climate change or other shocks”.¹⁸⁶ The strategies do not refer to gender issues or women, though according to the concept of sustainability advanced earlier in the document, women are among the poor and disadvantaged groups to be supported. Likewise, in the section on ‘Transformation to a Green Economy’, gender issues are not mentioned when discussing a range of recommended fiscal and financial measures, though “equity and participation” are said to underpin the Government's approach to developing a green economy.¹⁸⁷ There is a section entitled

¹⁷⁸ Ministry of the Environment, Water Resources and Drainage (2010), *Op. Cit.*

¹⁷⁹ See: http://www.thegef.org/gef/sites/thegef.org/files/publication/Barbados%20Country%20Fact%20Sheet_English.pdf (accessed 27 August 2014).

¹⁸⁰ Phone interview with a representative of the Ministry of the Environment, 19 August 2014.

¹⁸¹ Ministry of the Environment, Water Resources and Drainage (2010), *Op. Cit.*

¹⁸² Government of Barbados (2012), *Barbados Growth and Development Strategy 2013–2020*, Economic Affairs Division, Ministry of Finance and Economic Affairs, Bridgetown, p. 2.

¹⁸³ *Ibid.*, p. 23.

¹⁸⁴ *Ibid.*, pp. 22–23. Other groups listed as affected by impoverishment are children, persons with disabilities, the elderly, young people and displaced persons.

¹⁸⁵ *Ibid.*, p. 87.

¹⁸⁶ *Ibid.*, p. 88.

¹⁸⁷ *Ibid.*, pp. 75–76.

‘Gender’ in the chapter on human and social development, but this does not consider environmental issues. Thus the growth and development strategy does not explicitly make connections between gender and environmental issues except in saying that women are disproportionately vulnerable to the effects of environmental disasters because they are more likely to be poor.

220. The Economic Commission for Latin America and the Caribbean (ECLAC) has published technical reports on the environmental vulnerability of Caribbean SIDS and Barbados in particular.¹⁸⁸ ECLAC takes up the point that “vulnerability is, in part, a function of gender” and makes the recommendation that environmental indicators be disaggregated by sex wherever feasible and a ‘gender vulnerability index’ index be crafted and used in the appraisal of projects.¹⁸⁹ This recommendation is taken up in section 9 below.

¹⁸⁸ Economic Commission for Latin America and the Caribbean (2011), *Study on the Vulnerability and Resilience of Caribbean Small Island Developing States (SIDS)*, *Op. Cit.*; Economic Commission for Latin America and the Caribbean (2011), *An Assessment of the Economic Impact of Climate Change on the Transportation Sector in Barbados*, ECLAC Subregional Headquarters for the Caribbean, Port of Spain.

¹⁸⁹ Economic Commission for Latin America and the Caribbean (2011), *Study on the Vulnerability and Resilience of Caribbean Small Island Developing States (SIDS)*, *Op. Cit.*

8.0 NATIONAL CAPACITY FOR GENDER MAINSTREAMING

221. This section examines the national machinery for gender mainstreaming by analysing the work of the Bureau of Gender Affairs (BGA) and its associations with other agencies including line ministries, NGOs, the private sector and international organisations.

8.1 THE BUREAU OF GENDER AFFAIRS

222. In 1976, Barbados set up a National Commission for the Status of Women as a mechanism to monitor and report on the status of women in the country. A Bureau of Women's Affairs was subsequently established as a secretariat for the implementation of the recommendations made by the Commission. At the time this had a mandate of advancing gender equality through legal reform, policy intervention and initiatives around vocational training and income generation. In 1995, at the Fourth World Conference on Women, as part of the Beijing Declaration and Platform for Action, Barbados identified five priority areas for achieving gender equality: strengthening institutional capacity to mainstream gender; alleviating poverty amongst women; addressing violence against women; increasing the presence of women in decision-making positions; and health. Under the Ministry of Social Transformation in 1999, the national gender machinery was renamed the Bureau of Gender Affairs. Since that time, other national and regional frameworks, including the Commonwealth Plan of Action for Gender Equality 2005–2015, have influenced the shaping of its areas of focus.
223. The BGA currently operates under the MoSC. It continues to be responsible for facilitating the achievement of national objectives for gender equity and equality, as expressed in the National Strategic Plan of Barbados (2005–2025)¹⁹⁰ for:
- i. The integration of gender and development into all areas of national development;
 - ii. The provision of training in gender throughout the public service, community organisations, the private sector and the public;
 - iii. The promotion of gender mainstreaming into national development policies and programmes;
 - iv. The preparation of a national gender policy;
 - v. The development of a framework of indicators, tools and methods for incorporating, monitoring and evaluating gender in policy-making and planning;
 - vi. The preparation and dissemination of information on gender and development issues to government entities and to the general public;
 - vii. Monitoring the implementation of relevant international conventions and assisting with associated progress reports;
 - viii. Strengthening partnerships and relationships with local, regional and international agencies for gender and development;
 - ix. Making recommendations for amending legislation to reflect gender equality;
 - x. Supporting the development of a research programme on national gender and development issues.
224. The 2013–2014 budget estimates for the BGA totalled \$1,004,788, with the majority of the funds allocated to personnel and other operational costs. There was an estimated allocation of \$360,000 for grants to civil society organisations and other provisions for consultancy services, subscriptions, purchase of machinery and equipment, as well as furniture and fittings. No other ministry has a specific budget allocation for gender-related projects or programmes. However, under the HIV prevention programme there is mention

¹⁹⁰ Government of Barbados (2005), *The National Strategic Plan of Barbados, 2005–2025*, Research and Planning Unit, Economic Affairs Division, Ministry of Finance and Economic Affairs, Bridgetown.

of addressing gender issues as they relate to HIV and AIDS within the context of promoting behaviour change.¹⁹¹

225. The Bureau is staffed by seven persons (six females, one male): the Director; two Programme Officers; a Research Officer (male); and three administrative officers. To assist in the carrying out of its mandate, there is a National Advisory Committee on Gender, which is approved by Cabinet and is made up of female and male representatives from the Institute for Gender and Development Studies (University of the West Indies), the Anglican Men's Association, the MoSC, the Barbados Association of Retired Persons (BARP), NOW, the Ministry of Culture, Sports and Youth, the Barbados Youth Development Council (BYDC), the Barbados Christian Council and two political appointees of the government in power. This Committee meets once a month and serves to support the work of the Bureau, particularly in providing recommendations to policy and legislative formation, review and/or amendments.
226. Further to this, focal points have been established and trained in each ministry as a strategy for increasing ministry capacity for gender mainstreaming and analysis and implementation of national policies and programmes. Temporary committees are also established from time to time around specific national gender projects or areas of national concern. Two examples are the coordination committees established to tackle domestic violence and to shape the gender policy.
227. The activities of the BGA currently concentrate on:
- i. the delivery of gender training and sensitisation workshops;
 - ii. the coordination of information and research inputs into national and international reporting requirements;
 - iii. revision and feedback on national legislation and policies;
 - iv. hosting of meetings for gender sensitisation around a number of issues and participation in national, regional and international meetings;
 - v. the provision of technical assistance and other forms of support to partner civil society organisations;
 - vi. engaging in other forms of partnerships for advocacy and the provision of services for gender equality.
228. The BGA prepares an annual work plan and budget, which is submitted to the MoSC and incorporated into the Ministry's programmes and budget estimate for the upcoming year. There have been a number of achievements within the context of the work of the Bureau in collaboration with government and civil society organisations, particularly in addressing violence against women. Achievements to date include those discussed in the following sections (8.1.1 to 8.1.7).

8.1.1 STRENGTHENING NATIONAL INSTITUTIONAL CAPACITY TO MAINSTREAM GENDER

229. Since 2000, the BGA has conducted a number of gender training and sensitisation workshops for the public sector, community organisations and specific target groups in the wider community. A three-day training workshop designed for public sector employees aims to be an interactive and flexible training session that caters to the work of the participants. The training sessions serve to educate participants on the difference between sex and gender; explain gender constructs and how they shape gender identities and gender roles and relations; and strengthen skills in gender analysis for policy and programme development.

¹⁹¹ See: <http://www.barbadosparliament.com/htmlarea/uploaded/File/Estimates/Approved%20Estimates%202013-2014.pdf> (accessed 15th April, 2014).

230. To date, over 500 government employees across sectors have received training.¹⁹² Among the persons trained are the identified gender focal points within each ministry and persons that sit on the Gender Advisory Committee and other committees. The Bureau has also been invited by international agencies, community organisations and private entities to provide training on gender equity and equality, particularly related to the BGA's five priority areas. It hosted a Monitoring and Evaluation Workshop in 2013 to receive feedback from past participants. In CGA interviews, BGA staff reported that the number of attendees was low but that those who attended expressed interest in further strengthening their capacity in gender analysis for development and monitoring and evaluation of programmes. There have been a few cases where persons who received training have been able to continue efforts within their organisations. One example is the gender training offered on a continuous basis within the Barbados Workers' Union Labour College.
231. During the CGA interviews, limitations expressed relate to difficulties in attracting senior level engagement in the workshops. Since ministries often send junior staff to attend the training, systemic change and the implementation of strategies learned are hindered. Additionally, public sector personnel find it difficult to prioritise gender training. On occasions, persons training within one ministry may be reassigned to another ministry or another position, while others may only be able to attend part of the training but cannot complete it because of work priorities. Greater participation and buy-in of senior level staff is therefore seen as integral in the achievement of gender training.¹⁹³ There has not been a formal assessment to gauge the existing capacity of line ministries to mainstream gender in their work programme. Similarly, there is a need for the BGA to continue its evaluation efforts to assess the effectiveness of the training programme and its impact.

8.1.2 ADDRESSING VIOLENCE AGAINST WOMEN

232. Together with public sector departments and civil society organisations, the BGA has played a key role in addressing violence against women, particularly the domestic abuse of women and providing a framework for addressing cases of human trafficking.
233. In addition to training and sensitisation workshops on domestic violence, in 2012 the Bureau participated in the review of the 2002 Domestic Violence Act and produced a document that suggested specific recommendations for change (see the review of proposed changes in section 7.1.2). Following a public consultation process, a draft was submitted and was passed to Cabinet. It is now with the Chief of Parliament to be passed. The Bureau also commissioned a survey on domestic violence in 2009 and assisted UN Women in the piloting of a domestic violence data collection protocol. It has conducted various training workshops on violence against women with the Barbados Police Force. A Family Conflict Unit has been set up within the Police Force with responsibility for providing support and guidance to victims of domestic violence and to settle family dispute cases.
234. The Bureau works with and provides support to civil society organisations such as the SAVE Foundation and the Business and Professional Women's Club (BPWC), providing technical and other forms of support to outreach programmes, advocacy initiatives and the running of the BPWC shelter for battered women. Part of the Bureau's annual schedule of activities takes place around the international '16 Days of Activism' against violence against women, during which it works closely with NGOs.
235. The BGA spearheads initiatives to address human trafficking and is the secretariat for the National Task Force on Human Trafficking, the work of which is detailed in section 7.1.2.

¹⁹² Government of Barbados (2013) *Report on the United Nations Convention on the Elimination of All Forms of Discrimination Against Women: Barbados, Reporting Period 2003-2012*

¹⁹³ Interview with Director of the BGA, 29th January 2014.

236. The achievements of the Bureau in the area of violence against women demonstrate its capacity to utilise partnerships with government entities, international organisations and community organisations and harness its technical capacity to achieve milestones, particularly in the shaping of policies and legislation.

8.1.3 MAINSTREAMING GENDER IN HEALTH

237. Two areas in which the BGA has made progress in mainstreaming gender have been in HIV and AIDS and sexual and reproductive health for women, girls, men and boys.
238. In partnership with NGOs, faith-based organisations and the public service, the Bureau has conducted gender sensitisation workshops with a special focus on HIV. These sessions explored sexuality, the power imbalances between women and men and stigma and discrimination. There was also an education programme on gender and HIV in schools that specifically targeted boys aged 13–15.¹⁹⁴
239. There has been an increase in initiatives targeting men. One example was a men’s health day, which brought together different organisations to highlight health issues that particularly affect men such as prostate cancer. It was also used as a platform to encourage healthy practices to combat HIV infection and non-communicable diseases. A past event received the support of entities such as the Caribbean HIV/AIDS Alliance (CHAA) and the Ministry of International Business and Transport through provision of funding. Subsequently there has also been a Men’s Summit and workshops for young men on fatherhood.
240. These initiatives are seen as a positive step towards including male–targeted programmes in the work of the Bureau.

8.1.4 ALLEVIATING POVERTY AMONG WOMEN

241. The BGA’s efforts to specifically address the economic empowerment of women as a strategy to alleviate poverty have been in the form of technical support to WEB in collaboration with the Office of the Advisor on Poverty Alleviation and the MDGs. The Bureau is currently assisting with the setting up of a cooperative and work to eventually set up a credit union that can act as a micro-financing mechanism for WEB’s members.

8.1.5 INCREASING THE PRESENCE OF WOMEN IN DECISION-MAKING POSITIONS

242. Efforts to encourage greater female participation in decision-making positions have included a number of events in partnership with the Caribbean Policy Development Centre (CPDC). Between 2003 and 2005, the Bureau facilitated the participation of Barbadian women in three training workshops to increase their capacity in political leadership and the development of gender-sensitive policies for political participation.
243. In 2005, the BGA assisted UN Women (then UNIFEM) with the development of a web-based portal for discussions and information sharing on ways to strengthen women’s political participation.¹⁹⁵

8.1.6 DEVELOPMENT OF A GENDER POLICY

244. The BGA is spearheading the development of a National Gender Policy for Barbados and has solicited the support of the CPDC. The draft is currently being completed and will include an implementation plan around thematic areas relating to poverty, health, education, crime and violence, employment, family life

¹⁹⁴ Inter-American Commission of Women (CIM/OAS) (2009), *Study to Enable the Preparation of Pilot Interventions to Address Intersections between HIV/AIDS and Violence against Women in Barbados and Dominica: Final report*, CIM/OAS, Washington, DC.

¹⁹⁵ Government of Barbados (2013) *Report on the United Nations Convention on the Elimination of All Forms of Discrimination Against Women: Barbados, Reporting Period 2003-2012*.

and power and decision-making. The shaping of the policy adopted a multi-sectoral approach with inputs from key ministries, research institutions and civil society through a coordination group for the gender policy, as well as wider consultation with civil society organisations and the general public. The temporary project advisory team is made up of representatives of the National Assistance Board, the Ministry of Health, the Ministry of Education, the Ministry of Labour, the Welfare Department, the Economic Affairs Department, the Governance Department of the Attorney General's Office and the Institute for Gender and Development Studies. The gender policy seeks to encourage greater ownership of different ministries, other public departments and civil society organisations in achieving gender mainstreaming in relevant policies and programmes in the country.

245. The development of the gender policy will require financial and technical support to develop a corresponding development plan, the associated national indicators and a monitoring and evaluation plan. Given the prevailing stance on gender neutrality, a public sensitisation campaign will be required to inform the public of the existence of the policy and achieve buy-in. This will require support through procuring communication experts and/or the incorporation of a communication plan into the gender strategy.

8.1.7 GENDER BUDGETING

246. Gender budgeting, also known as gender-responsive budgeting is defined as:

“Gender-responsive budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfilment of women's rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyse the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance.

GRB initiatives seek to create enabling policy frameworks, build capacity and strengthen monitoring mechanisms to support accountability to women.”
UN Women, 2012.

There is currently no gender budgeting strategy for Barbados, despite previous training initiatives in this area. In 1999 Barbados was one of three Commonwealth countries that participated in a pilot project for the Commonwealth Secretariat's Gender Budget Initiative. The proposed national approach was a government-led initiative, managed by the Ministry of Finance and coordinated by the Bureau of Women's Affairs at the time, with the involvement of civil society organisations. In addition to a training session, which took place in 1999, there was a proposed three-tiered action plan.

247. The first action was the development and use of a number of identified tools for gender mainstreaming into the national budget. Other actions required addressing concerns around the collection of gender-specific data for use in the development of the tools and establishing an administrative mechanism for initiating and strengthening policy dialogue. The Minister of Finance appointed a national coordinator for the project and there was an intention to set up an inter-ministerial group and an advisory group, but this was not done. Part of the training included sensitisation meetings with the Ministry of Finance, relevant line ministries, civil society organisations and international and regional agencies. The training workshop for public officials attracted representatives from the Department of Statistical Service and the following Ministries: Finance, Agriculture and Rural Development; Health; Education; Youth Affairs and Culture; Labour; Sports; Public Sector Reform; Social Transformation, and the Office of the Attorney-General.
248. There have been no formal steps reported to date to move towards the incorporation of gender into the national budget. However, training on the basics of gender budgeting is offered as part of the training programme provided by the BGA. The IMF and the Caribbean Regional Technical Assistance Centre

(CARTAC) recently held a meeting on gender budgeting for representatives of ministries of finance in the Caribbean. The BGA did not participate in the meeting.

8.2 ASSESSMENT OF THE NATIONAL MACHINERY

8.2.1 FINANCIAL AND HUMAN RESOURCE CAPACITY AND THE PRIORITY STATUS OF GENDER

249. Despite the importance given in the National Strategic Plan of Barbados (2005–2025) to achieving gender equality and mainstreaming gender into national priorities and initiatives, in practice gender is not a priority. This is evidenced in the ‘gender neutral’ stance, which does not recognise barriers to gender equality, and the difficulty in accessing sex-disaggregated data, particularly within the economic sectors. It is also reflected in the low levels of support from senior members within the public service for gender-sensitivity training and the extent to which trained personnel are able to incorporate gender mainstreaming into existing work obligations. Ministries other than the host (MoSC) do not have budgets for gender mainstreaming. This may be contrasted with the National AIDS Programme: budgets for HIV prevention and control exist in line ministries and these support the mainstreaming of HIV in these ministries. It is important to note, however, that HIV and AIDS care and prevention programmes have received funding from a number of international donors such as the World Bank.
250. The development of the gender policy comes at a time when government resources are low and the level of work and resources required to successfully implement the upcoming policy is high. There is still a need to monitor and evaluate current and past programming efforts of the BGA to provide a comprehensive cost-benefit analysis and assess its ability to perform its mandate. The review of the budget, CGA interviews and analysis of past external reports reveal that the Bureau is predominantly government-funded and has engaged in multiple partnerships with international agencies and community-based organisations, usually around events and short-term projects, to achieve work objectives in its five priority areas. If there is a need for technical capacity that the Bureau does not have internally, the practice is to procure external support through consultancies.
251. Work plans are drafted on an annual basis and then proposed as part of the overall budget for the MoSC, but the implementation of the gender policy and an expansion of thematic areas will undoubtedly require a greater amount of human and financial resources, placed within a multi-year strategy, to achieve the objectives. It is envisioned that various partners will take ownership of implementation of different aspects of the policy. As there is no gender budget currently allocated to each ministry or supporting departments for gender-related projects, an increased need for human and financial resources is to be expected within and outside the Bureau. In the current economy, the BGA will ultimately have to access funds available through regional and international donors around thematic areas or in support of the development and implementation of the policy. Increased partnerships with the private sector around specific projects could also be explored.

8.2.2 GENDER MAINSTREAMING IN THE PUBLIC SECTOR

252. To date, gender programming efforts are still geared towards the five priority areas identified under the Beijing Declaration and Platform for Action and there is no formal and unified strategy for integrating gender across sectors and government ministries and departments. There is also relatively little contact between the BGA and agencies concerned with economic development in the public sector and beyond. As was previously highlighted in this CGA, the routine collection of sex-disaggregated data is most often practiced in the ministries responsible for education, labour and health.

253. While the Barbados Statistical Service produces sex-disaggregated data from its Census and surveys, notably Labour Force Surveys, the CGA highlights a general deficit of quantitative and qualitative data collection for gender analysis in key ministries responsible for social affairs, finance and economic affairs, international trade, commerce and business development, and in productive/economic sectors such as tourism, agriculture and financial services.
254. As stated in section 7.1.1, the Ministry of Labour and Social Security is currently working toward the implementation of ILO Convention 189 concerning decent work for domestic workers and has worked on the Sexual Harassment Bill. This Ministry took part in a gender audit in 2011 at the request of the Minister. The ILO together with the OAS carried out the audit with the support of a team of five specialists, reported on the findings and best practices and made specific recommendations for each area of the Ministry. Recommendations included encouraging the Ministry to mainstream gender into all of its policies and programmes, to conduct research on critical areas of gender analysis such as domestic workers and migrant populations and to address gender training needs. The audit also made recommendations for agencies with which the Ministry engages on a consistent basis (e.g., Barbados Vocational and Training Board, TVET, labour unions, etc.). There was a follow-up ILO/OAS mission in 2012 to assist in the development of a gender plan for implementation. The Ministry is in the process of setting up a gender team to guide implementation and monitor and evaluate the gender plan.
255. Gender-responsive targets are mostly tied to reporting requirements for international conventions. Since 2003, the BGA has been responsible for the coordination of the national report on implementation of the Programme of Action of the 1994 International Conference on Population and Development (ICPD). It also coordinates Barbados' reports related to CEDAW. These two reports largely focus on data collection around violence against women and sexual and reproductive health, which do not necessarily include wider economic indicators other than those linked to poverty alleviation. The Gender Desk at the Ministry of Foreign Affairs and other ministries make requests to the BGA for any further information related to reporting on other international conventions. As a result there are no national gender-responsive targets and indicators in place.

8.2.3 LINKAGES TO CIVIL SOCIETY ORGANISATION

256. The BGA engages with a small number of civil society organisations relative to the total number of registered charities and groups in the country, but those relationships and partnerships are strong. Their engagement is diverse with regards to their role as member in committees, service providers and advocates. These charities include women's and men's organisations, some of which are within faith-based organisations, and those that represent other groups in the society such as youth, the elderly and the disabled. More organisations in the island work on women's issues than specifically target males. The latter do not tend to attract membership from younger men.
257. There is little use of evidence-based intervention approaches to addressing gender inequality, possibly related to lack of exposure and training to such approaches.
258. There are a few NGOs that do not have a direct link to the BGA but whose projects and programme initiatives in fact aim to address gender inequality.

NGOS AND NON-STATE ACTORS WITH DIRECT LINKS WITH THE BGA

259. The *National Organisation of Women (NOW)* is an umbrella body with a membership of several women's organisations,¹⁹⁶ representing a membership base of 5,000. NOW holds meetings bi-annually, including a general assembly where officers are nominated. It acts as an advocacy body on issues affecting women, particularly relating to domestic violence. There are plans to establish a formal secretariat to provide a referral service to public and private support systems for women seeking assistance. A building has been secured for this purpose. NOW is also working towards establishing a drug rehabilitation centre for women. It maintains a close relationship with the BGA, which offers support to some of the organisation's activities.
260. The *Business and Professional Women's Club (BPWC)* is the Barbados chapter of the International Federation of Business and Professional Women, represented in 96 countries. The organisation aims at "elevating the status of women, through training and development, business and entrepreneurship, improvements in health and freedom from violence".¹⁹⁷ Current programmes include advocacy and capacity-building initiatives. BPWC also operates a shelter for women who have been victims of violence. It receives assistance from the BGA for the management of the shelter, as well as donations from private entities and regional and international donors. The Crisis Centre provides counselling and support services to female victims of violence. The BPWC also runs one-week workshops and short sessions on violence, safety and skill building for unemployed women and health-care providers in antenatal clinics.
261. The *Men's Educational Support Association (MESA)* is a membership organisation for males 18 years and over. It has a mission "To educate, motivate and empower males towards becoming good fathers, caring spouses and responsible citizens, through precept, example and the general pursuit of excellence".¹⁹⁸ It also advocates on issues raised by its members, who meet once a month. MESA has participated in coordination committees of the BGA in the past.
262. The *Barbados Men's Anglican Association* is made up of an executive and two members of the Anglican Church from each parish. It meets quarterly. As a faith-based organisation, its activities include a segment on Faith FM radio station with daily devotion targeting a male audience, coordination of donations for the AIDS Food Bank and three observances during the year. It is currently planning to embark on a project to address care for the elderly and situations of abuse, particularly for men. The Association participates in the coordination committee for the development of the gender policy.
263. The *Caribbean Policy Development Centre (CPDC)* is a coalition of Caribbean NGOs. The Centre's work includes capacity building of NGOs and the general public on key policy issues and it engages in advocacy on a number of issues. It also coordinates projects on behalf of regional and international agencies and provides consultancy services on various development projects, including gender. CPDC has provided consultancy services to the BGA and is currently undertaking the development of the gender policy.
264. The *Institute for Gender and Development Studies: Nita Barrow Unit (IGDS: NBU)* is a unit at the UWI Cave Hill Campus that has a programme of teaching, research and outreach on women and gender issues in Caribbean society. The Institute currently offers undergraduate and graduate programmes in gender and organises the Caribbean Institute for Gender and Development (CIGAD). CIGAD is a training course that takes place every two years and is offered during the summer period. It brings together participants from across the Caribbean from a variety of backgrounds. To date, there have been 51 Barbadian participants,

¹⁹⁶ Business and Professional Women, Democratic League of Women, Barbados Labour Party Women's League, Soroptimist of Jamestown and Soroptimist of Bridgetown, Mother's Union, YWCA, Barbados Nurses Association, Daughters of Destiny, Women of Purpose, Women in Sports Commission, Women Entrepreneurs of Barbados, Women in Focus, Caribbean Women's League, Barbados Women's Club, Salvation Army and Women's Auxiliary.

¹⁹⁷ <https://bpwbarbados.wordpress.com/about/> (accessed 10th April, 2014).

¹⁹⁸ <http://mesabarbados.org/> (accessed 10th April, 2014).

including persons working in the BGA and the Division of Youth. IGDS: NBU currently chairs the National Advisory Committee on Gender and sits on the coordination committee for the gender policy.

NGOS AND NON-STATE ACTORS WORKING ON GENDER ISSUES BUT WITH RELATIVELY WEAK LINKS TO THE GBA

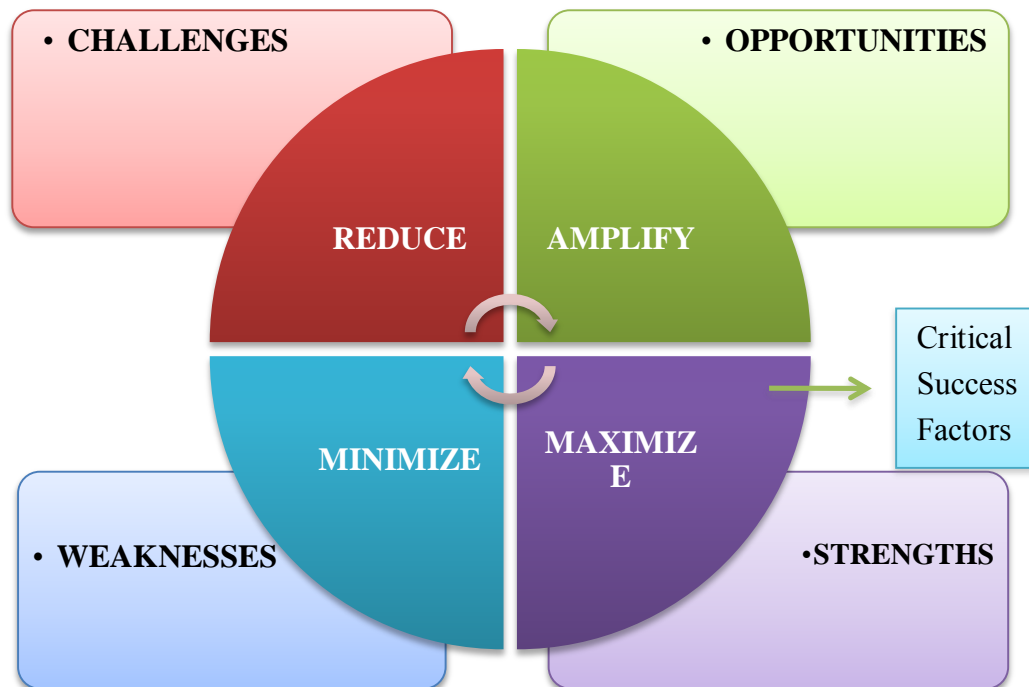
265. The *Association of Women in Agriculture (AWIA)* was created in 1999 following the Second International Conference on Women in Agriculture in Washington, DC. The Association works to create sustainable employment in agriculture by promoting products of rural and urban women producers and building their capacity in the agricultural sector. Membership is open to all women who are involved in agriculture. AWIA works to gain access to events and spaces for members to promote and sell their products and is currently mobilizing support for an agro-processing facility. AWIA has no direct link to the work of the BGA.
266. The *Barbados Homeless and Vagrants Society* advocates on behalf of homeless persons in Barbados. It organises collection of food and clothes and also offers skills training and personal development courses to homeless people and vagrants. The majority of the Society's clients are men.
267. *Pinelands Creative Workshop* was set up in response to social problems on the Pinelands government housing estate in the 1970s and now provides support to people on low incomes beyond Pinelands itself. It is oriented to community development, providing services such as schoolbooks and after-school lessons for children from low-income communities and assistance in kind to victims of disasters. As part of its social development programme, the Marcus Garvey Centre at Pinelands hosts computers for people to use along with career guidance and life skills counselling. It also assists the UWI Open Campus in teaching life skills at six secondary schools. It has conducted a women's economic empowerment programme, described in section 7.5.
268. The *European Union Non-State Actors' Panel* has as its main objective to encourage NGOs and civil society organisations to engage with European Union (EU) programmes. It currently has 16 members that include civil society organisations, trade unions and business support organisations. The Panel meets once a month to discuss common development challenges and upcoming projects. It also administers a grant for national and community projects. It currently has a sub-committee on domestic violence, which is not linked the committee coordinated by the BGA. One position on the panel is allocated to an organisation representing gender concerns. Initially NOW held this position, but it is now held by MESA.
269. The *Barbados Association of Non-Governmental Organisations (BANGO)* is a national network of NGOs established in 1997 and provides the Secretariat for the EU Non-State Actors Panel. Members of BANGO helped set up a UWI Open Campus course on NGO management, on which some of them teach. Some members are developing projects on alternative energy and recycling. BANGO's sole source of funding is via projects. It provides technical support for Barbadian NGOs to set up websites for themselves, with support from the Non-State Actors Panel (<http://www.ngo.bb/nsa/>). The EU is providing partial funding for the website project, and other donors are being sought.

PART IV

9.0 IDENTIFICATION OF STRATEGIC ENTRY POINTS

270. This section enhances understanding of the results by summarizing information shown in previous sections and relating them to capacity for gender mainstreaming under the headings challenges, opportunities, weaknesses and strengths (COWS) (see figure F19). Analysis of existing gender and development cooperation in Barbados is conducted through this analysis, which helps guide the recommendations regarding strategic entry points for gender equality. These involve reducing challenges, amplifying opportunities, minimizing weaknesses and maximizing strengths – strategies to achieve these are presented in the second column of the matrices below. The BGA is regarded as the central unit of analysis as the government entity formally responsible for the achievement of gender equality. Its ability to achieve will be conditioned by external challenges and opportunities and internal weaknesses and strengths. Multi-sectoral involvement, partnerships and coordination will be necessary to achieve gender equality at national level.

F19: THE CHALLENGES, OPPORTUNITIES, WEAKNESSES AND STRENGTHS (COWS) FRAMEWORK



271. Challenges and opportunities are external factors that impact on the achievement of objectives. Weaknesses and strengths are conceptualised as internal environmental factors. The COWS framework is adapted from the TOWS (threats, opportunities, weaknesses and strengths) framework. This differs from the well-known SWOT methodology in examining the external environment first (threats and

opportunities) and thus placing the internal factors (weaknesses and strengths) in a broader context since the external environment can affect these.¹⁹⁹ ‘Challenges’ have replaced ‘threats’ in this conceptual framework as factors in the external environment may not threaten an institution’s viability but may present it with challenges.

272. It should be noted that the recommendations below would require operationalisation in terms of responsibilities and timing, and a strategic planning exercise is recommended. Additionally, decisions are required regarding the phasing of the reforms, especially within the public service. At the National Stakeholders’ Workshop based on the previous draft of this report it was recommended that implementation include pilot projects in particular ministries with smaller, specific reforms across the board, followed by full implementation based on results from piloting.
273. Following the COWS analysis, some specific strategic entry points for the CDB are recommended based on the results of the current assessment and various strategy documents of the CDB, central to which are its Gender Equality Policy and Operational Strategy (GEPOS).

¹⁹⁹ See: www.mindtools.com/pages/article/newSTR_89.htm (accessed 25 July 2013).

9.1 CHALLENGES/ REDUCING CHALLENGES

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
POLICY AND STRATEGY	
<p><i>Gender is not central to national policy</i></p> <p>The Constitution of Barbados states that fundamental rights and freedoms of the individual should apply regardless of sex but does not speak to discrimination on the basis of sex, though other areas of discrimination are mentioned. The Social Partnership Framework, a critical mechanism through which the country has achieved very high human development, speaks of gender equality in general terms but only mentions education as regards specific areas in which to intervene. The Government’s Human Resource Development Strategy likewise only mentions gender inequality in relation to education. The BGA is not systematically involved in national policy debates relating to the economy and the environment.</p>	<p><i>Mainstream gender into national policy</i></p> <p>Political and institutional leadership should be exercised in placing gender at the Centre of development concerns and developing policy accordingly across a broader range of strategic areas than currently obtains.</p>
<p><i>Small public involvement in gender equality initiatives</i></p> <p>Only a few NGOs are actively involved in advocating for gender equality, and they sometimes do not present a united front. There is considerable scope for increasing the number of agencies and individuals speaking out and working in the interest of gender equality, notably in the private sector, among business support agencies and in government agencies other than MoSC and the Ministry of Labour and Social Security. Few agencies with an economic development agenda have included gender equality as a guiding principle.</p>	<p><i>Increase public involvement in gender equality initiatives, including the private and non-governmental sectors</i></p> <p>The results of this assessment and other research should be used to involve a broader range of actors in gender equality programming, especially the private sector, business support agencies and in government agencies other than the MoSC and the Ministry of Labour and Social Security.</p>
EVIDENCE-BASED POLICY AND PRACTICE	
<p><i>Evidence on economic inequality between the sexes has rarely been used in the implementation of policy</i></p>	<p><i>Utilise available evidence to develop gender-responsive policy</i></p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
<p>This CGA has analysed data readily available from the Barbados Census, Labour Force Surveys and a variety of research papers from UWI and other entities showing clear evidence of gender inequality in a variety of areas. Of the research analysed, that showing that boys and men participate less and do not perform as well in examinations as girls has been used to develop major reforms to the public education system with the move towards technical, vocational and competency-based training. Other evidence, notably showing large and persistent economic inequalities between women and men, mostly to the detriment of women, has apparently not affected policy sufficiently for any tangible impact on these inequalities. This may be related to a misguided belief that social and economic policy models used to date to generate gains in human development in Barbados are sufficient to eliminate gender inequalities, as shown in the statements of some interviewees on ‘gender neutrality’.</p>	<p>This CGA is a starting point that could be used for the development of gender-responsive economic and social policy in a number of areas. The wealth of existing data and research in Barbados should continuously be analysed for emerging gender trends deserving of reorientation of policy.</p>
<p><i>Lack of data disaggregated by sex</i></p> <p>Many agencies do not present sex-disaggregated data in any of their reports, despite the availability of information on sex in institutional records (e.g., admission and disbursement records). This applies to several business support organisations, government departments and other agencies. It prevents the conduct of gender analysis and impedes the effective targeting of interventions according to needs and economic demand and supply, which often differ by sex. Time-use surveys have not been conducted to identify optimal and efficient ways to balance productive and reproductive tasks between the sexes.</p>	<p><i>Promotion of evidence-based programming and policy-making based on sex-disaggregated data</i></p> <p>Routine data collected by agencies on clients, beneficiaries and staff should be disaggregated by sex and presented in publicly available reports.</p> <p>Research should be conducted on time use by women and men, leading to recommendations for the equitable distribution of productive and reproductive work and supportive social and economic policies, including social protection policies.</p> <p>Capacity should be built to use and analyse existing quantitative and qualitative data and research to inform strategies for gender equality, in partnership with higher education institutions. Data analysis skills should be strengthened among agencies with a strong gender focus such as the BGA and some NGOs. In line with the gender mainstreaming approach, a variety of ministries, business support agencies</p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
	and the CDB should also be sensitised and where necessary provided with skills to utilise sex-disaggregated data for policy and decision-making.
<p><i>Lack of monitoring and evaluation of gender-related outcomes</i></p> <p>The BGA responds to international reporting requirements on gender on behalf of the Government, but few of these requirements are infused in the work of other organisations. There is a lack of monitoring and evaluation data, particularly affecting NGOs, the private sector and business support agencies. Policies and programmes to address gender inequality are predominantly based on limited qualitative assessments rather than on robust empirical information</p>	<p><i>Strengthen monitoring and evaluation of gender-related outcomes</i></p> <p>Indicators relating to gender equality should be developed to monitor and evaluate the work of a variety of agencies in the public and private sectors and among NGOs. Quantitative research skills should be built among agencies and individuals working on gender inequality and poverty reduction initiatives and projects.</p>
<p><i>Lack of gender-disaggregated data on environmental issues and impact</i></p> <p>Government documents and policy relating to the environment in Barbados mention gender (see section 7.6) but do not propose evidence-based actions to redress gender inequalities in the environmental realm. There are little or no data disaggregated by sex showing environmental impacts and the relative involvement of women, men, girls and boys in environmental initiatives.</p>	<p><i>Produce gender-disaggregated data on environmental issues and impact</i></p> <p>Data relating to the environment should be disaggregated by sex wherever possible. This includes looking at environmental impacts in terms of how they affect females and males, and female-headed households in particular, in terms of dimensions such as housing, health, residence in disaster-prone areas, poverty, health and social support. This should also include data on the involvement of males and females in action and organisations to address environmental challenges.</p>
ECONOMIC INITIATIVES	
<p><i>Little or no gender budgeting</i></p> <p>Despite a couple of training initiatives (both including the Ministry of Finance and Economic Affairs), no evidence was found that agencies are using gender budgeting to influence the allocation of resources.</p>	<p><i>Implement gender budgeting</i></p> <p>Beyond training initiatives, specific measures should be implemented whereby budget allocation is oriented to reducing identified gender inequalities, especially in the Ministry of Finance and Economic Affairs. Budgetary data should be disaggregated by sex and research conducted to identify key gender inequalities, with budgets oriented to plans and policies to reduce these inequalities.</p>
<p><i>Inflexible working arrangements</i></p>	<p><i>Develop a flexible employment framework</i></p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
<p>Few employers in the formal sector have instituted facilities for flexi-time, flexi-place and part-time work, and legislation does not protect the right to work among people who wish to alter their hours, work from home or somewhere else or work part-time. This places a considerable brake on the prospects for employment and career advancement for people who have major caring responsibilities, the majority of whom are women.</p>	<p>Trade unions should be involved in negotiating with employers for broader access to paternity leave, leave for emergency care of dependents and options for part-time contracts, job-sharing and flexible working arrangements for people with caring responsibilities. Supportive legislation is needed to protect employment.</p>
<p><i>Large occupational and income gaps between women and men</i></p> <p>There is substantial evidence of persistent and in some cases growing occupational and income gaps between women and men. There appears to be little relationship between education and occupational/ salary/ wage outcomes for women and men.</p>	<p><i>Reduce occupational and income inequality between women and men</i></p> <p>Research is needed on emerging and potential areas of demand for Barbadian products and services, and appropriate skills should be made available to both girls and boys as part of the school curriculum and in adult education. Potential areas include environmentally friendly technologies such as solar power, eco-tourism and conservation. Partnerships should be developed with the private sector to assess emerging areas and to provide avenues from education to entrepreneurship and employment.</p> <p>Systems should be put in place to assess the value of different occupations and develop policies and legislation to achieve equal pay for work of equal value. Minimum wage legislation should be passed, and may benefit women especially since on average they get lower pay than men. Collaboration with trade unions is needed to achieve better conditions of work and safety and security on the job in the retail sector, which is dominated by women.</p>
<p><i>Vulnerability of domestic employees</i></p> <p>A survey of domestic employees in Barbados revealed that wages were often insufficient to cover monthly expenses, and some experienced unreasonable workloads, disrespect from employers, no lunch breaks, verbal abuse, sexual advances and impairment of health. Some were not registered with the NIS. Lack</p>	<p><i>Increase social protection and labour rights for domestic employees</i></p> <p>Efforts to implement ILO Convention 189 concerning decent work for domestic workers should be continued. Registration and payment of NIS contributions should be encouraged by publicizing the benefits and adopting a non-punitive</p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
<p>of registration also meant they were unprotected by legislation governing conditions of work.</p>	<p>approach to those not yet registered. Competency-based training and qualification should be increased.</p>
<p><i>Barriers to entrepreneurship among women</i></p> <p>Difficulties women face relative to men in making the most of entrepreneurial opportunities include inflexible requirements for access to credit, lack of alternative care options for dependents and weaker professional networks.</p>	<p><i>Promote entrepreneurship among women</i></p> <p>Gender-sensitive access to credit facilities should be developed based on project review, experience and motivation of applicants rather than largely on ownership of collateral. Private sector organisations, credit unions and banks should be encouraged to ensure that clear policies and procedures are in place that is not discriminatory with regard to access to credit and finance.</p> <p>Increased access to care facilities for dependents is needed.</p> <p>Professional networking among women should be promoted by, for example, sponsoring networking events, developing online groups and providing seed funding for collective organisations.</p>
<p><i>Limited access to skills and resources for entrepreneurship</i></p> <p>There are many initiatives across a number of agencies for young people and adults to develop entrepreneurial skills and opportunities. However, this diversity is associated with uneven coverage and limited opportunities, particularly for girls and young women and boys and young men of lower socio-economic status whose access to human and financial capital is limited. There is no mass education programme to develop entrepreneurial skills via mainstream education.</p>	<p><i>Increase skills and resources for entrepreneurship, including infusion in the national curriculum</i></p> <p>Entrepreneurship should be infused in the national curriculum by, for instance, presenting ways in which science can be applied to product development and language skills can assist in marketing and cultural industries. The Ministry of Education, Science, Technology and Innovation should partner with business support organisations and companies to provide examples of successful businesses. Certain perceptions should be counteracted, such as that self-employed persons are those who have failed in the academic system and that to be successful means you have to be employed, since entrepreneurship and innovation are crucial for the growth of the economy.</p> <p>Technical assistance, mentoring, training, small grants and microfinance should be extended to budding entrepreneurs and to ‘top up’ resources from family and friend</p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
	<p>networks. Innovative gender-focused programmes should be supported, such as those by BYBT and Pinelands Creative Workshop.</p> <p>Women and girls should be encouraged to develop professional networks, coalitions, industry clusters and cooperatives to maximise their collective resources. Initiatives to maximise access to markets and coordination of production should be supported, such as the Food Zone initiative and the idea of a central market for agricultural and agro-processed goods put forward by the Barbados Hotel and Tourism Association.</p>
<p><i>Intergenerational poverty</i></p> <p>Poverty remains concentrated in female-headed households with high dependency ratios.</p> <p>Teenage pregnancy rates remain high, and there is no legislation to assure continued education of schoolgirls who become pregnant.</p>	<p><i>Support programmes to address intergenerational poverty</i></p> <p>The Ministry of Education, Science, Technology and Innovation should formalise a policy to continue schooling for girl students who become pregnant.</p> <p>Following analysis of results of the pilot, if positive, further support should be provided for the ISEE Bridge project, which involves each member of poor families in structured programmes for improvement of psychological, social and economic status.</p> <p>Social safety nets should be rationalised in line with the recommendations of the Social Safety Net Assessment (Caddle, 2010).</p>
SOCIAL POLICY	
<p><i>Men are not ‘Sharing the Care’</i></p> <p>Few men carry out domestic chores and care for dependents to the same extent as women. This is a major reason why there are consistently more women than men in the so-called ‘economically inactive’ population. Gender equality requires redressing the balance between the sexes as regards responsibilities for productive and reproductive roles.</p>	<p><i>Encourage boys and men to ‘share the care’</i></p> <p>Legislation should be developed to support universal access to paternity leave based on a review of international good practice and parenting practices in Barbados.</p> <p>Discussion of joint male and female responsibilities for productive and reproductive roles should be included in the school curriculum from nursery age</p>

CHALLENGES	STRATEGIES TO REDUCE CHALLENGES
	<p>upwards. This should be further infused in health and family life education, which should be compulsory, and in other aspects of the curriculum.</p> <p>Extended communication campaigns are needed to increase public dialogue on why sharing the care responsibilities in the home is important. Values that see caring work as less prestigious than jobs in the formal economy should be challenged.</p>
<p><i>Lack of childcare and care for other dependents</i></p> <p>The demand for publicly funded day care far outstrips supply and there appears also to be excess demand for private day care. Some people work outside conventional office hours and require care options for those hours as well. There is a need for increased care options for the elderly and disabled as well as children. Such options will increase the capacity of women in particular to access labour market options, especially single parents who are heads of households.</p>	<p><i>Increase childcare and care for dependents</i></p> <p>The number of day-care places in the public and private sectors should be increased.</p> <p>Care should be provided outside conventional office hours, including at night and at school before school starts and after it finishes. Safe transport options also need to be provided for dependents between parents/ guardians and care locations.</p> <p>Subsidies and tax breaks should be made available to employers to establish workplace childcare services and for access to public and private childcare for low-income families.</p>
CULTURE	
<p><i>Damaging gender norms</i></p> <p>Patriarchal gender norms support male domination and violence against women and are insufficiently questioned and challenged by educational institutions. Occasional educational initiatives by the BGA and NGOs are insufficient to address the scale of the challenge and national leadership is necessary.</p>	<p><i>Infuse gender equality education in schools and develop communication campaigns</i></p> <p>Education should challenge gender stereotypes from nursery level upwards, especially regarding the domination of men and boys over women and girls. Public education should show the value of both production and reproduction to human development and challenge the gender associations of the two concepts.</p>

9.2 OPPORTUNITIES/ AMPLIFYING OPPORTUNITIES

OPPORTUNITIES	STRATEGIES TO AMPLIFY OPPORTUNITIES
POLICY AND STRATEGY	
<p><i>Interest of the CDB and other development partners in gender equality programming</i></p> <p>The GEPOS positions the CDB as a catalyst for gender equality programming. Interest in gender equality initiatives is also growing among other regional and international agencies concerned with development, such as the Inter-American Development Bank, Compete Caribbean and the European Union. These institutions increase the pool of resources available to advance gender equality, supplementing existing United Nations entity investments of technical and financial resources in this area.</p>	<p><i>Coordinate the efforts of development partners in supporting gender equality programming</i></p> <p>The CDB could lead the development of strategic alliances between Caribbean and international development agencies with regard to involvement and division of labour in gender equality programming, in collaboration with national machineries for gender mainstreaming.</p>
<p><i>Inclusion of Gender in the National Employment Policy</i></p> <p>The National Employment Policy of Barbados is unusual among government policies in that it addresses gender issues and recommends the following measures: <i>Formulate legislation to deal with gender discrimination</i> <i>Encourage work initiatives such as flexitime and day-care nurseries</i> <i>Promote gender sensitisation to the public</i></p> <p>These measures have not yet been implemented but the policy represents an opportunity for significant changes to be made to achieve gender equality at work and the reduction in time and income poverty among women. The gender audit and development of a strategy for gender equality at the Ministry of Labour and Social Security can assist in the advancement of this policy agenda.</p>	<p><i>Implement the National Employment Policy, including legislation on discrimination at work</i></p> <p>Legislation should be developed to address gender discrimination in the workplace. Economic policy should seek to promote the major sectors of employment for women and men, taking account of linkages between sectors, especially between tourism and labour-intensive sectors such as construction and retailing.</p>
ECONOMIC INITIATIVES	
<p><i>Development of technical, vocational and competency-based education and training</i></p> <p>The development of technical, vocational and competency-based education and training appears likely to improve educational outcomes for boys and men. It is also a positive development for people from lower educational and socio-economic backgrounds generally and may lead to a reduction in occupational segregation by sex.</p>	<p><i>Tailor technical, vocational and competency-based training to gender-related needs</i></p> <p>The impact of these initiatives should be monitored by using sex-disaggregated figures on enrolment and performance in CVQs and NVQs over time to assess the extent of occupational desegregation.</p>

OPPORTUNITIES	STRATEGIES TO AMPLIFY OPPORTUNITIES
	The transition of women and men into sectors and occupations traditionally associated with the other sex, as well as into new areas based on Barbados' profile as a modern service economy, should be supported.

9.3 WEAKNESSES/MINIMIZING WEAKNESSES

WEAKNESSES	STRATEGIES TO MINIMISE WEAKNESSES
POLICY AND STRATEGY	
<p><i>Limited organisational links with economists and the business community</i></p> <p>Links have been consolidated by the BGA with a limited range of NGOs, the Institute for Gender and Development Studies and focal points in various government ministries but not with individuals and organisations in the business community and specializing in economic development.</p>	<p><i>Work with the CDB and the Ministry of Finance and Economic Affairs to establish linkages and programmes</i></p> <p>The expert knowledge of the CDB and the Ministry of Finance and Economic Affairs can help identify strategic partners and modes of working to support gender mainstreaming across a wider range of organisations.</p>
<p><i>Limited capacity among NGOs</i></p> <p>Existing NGOs working on gender issues are largely dependent on volunteers and project funding and some do not have any office or equipment for their operations. There is limited organisational training or exposure to best practice models with regard to civil society initiatives on gender.</p>	<p><i>Boost capacity among NGOs</i></p> <p>Work should be undertaken in partnership with the European Union and other regional and international agencies to boost organisational capacity and skills among NGOs seeking to address gender inequalities.</p> <p>The sustainability and professionalisation of NGOs should be increased by seeking core funding and support of some personnel and accommodation costs.</p> <p>Partnerships should be created with organisations that have developed innovative approaches to the empowerment of men to address gender inequality. One example is the CariMan organisation, a Caribbean organisation which has been involved in the Partnership for Peace programme for male perpetrators of violence against women and the provision of psychological interventions and support (http://cariman.org/). CariMan does not currently have a local organisation in Barbados.</p>
<p><i>Limited inter-agency collaboration on gender</i></p>	<p><i>Increase inter-agency collaboration</i></p>

WEAKNESSES	STRATEGIES TO MINIMISE WEAKNESSES
<p>Reforms leading to major shifts in the gender order may need to be underpinned by cooperation between diverse agencies, such as the Government, the private sector, the Church, political parties, trade unions, women’s organisations, men’s organisations, youth organisations and the media. While there is good cooperation between the Government, the private sector and trade unions in the Social Partnership, this Partnership has not focused on gender in a major way and does not systematically include the other types of agencies listed.</p>	<p>The capacity-building and training needs on gender should be identified for each stakeholder group based on an assessment of its existing approaches to gender. Gender champions could be identified within the communities of each group. Areas of common ground should be identified as the basis for moving forward, respecting that some areas of difference may remain.</p> <p>Men and boys as well as women and girls should be included in initiatives for coalition-building. The various types of organisations where men and boys can be found should be mapped (e.g., sports and community groups as well as NGOs) and outreach conducted to involve them in gender debates and initiatives. Capacity-building support should be provided to men’s organisations seeking to empower working class men and boys.</p> <p>All agencies should be encouraged to produce sex-disaggregated data. With regard to the private sector, a gender audit is proposed – in the same way that there is a green audit/ energy audit – to look at areas such as employment, termination and access to services by sex. In trade unions, gender committees should be established and there should be more advocacy on gender issues based on use of data.</p> <p>There is a need for gender sensitisation of the media to improve its ability to dismantle gender stereotypes. Gender analysis should be included in news coverage.</p>
<p><i>Few women in leadership positions</i></p> <p>There are relatively few women Members of Parliament or business owners and managers.</p>	<p><i>Increase capacity for leadership among women</i></p> <p>Women’s participation in training workshops should be increased to build their capacity in political leadership and the development of gender-sensitive policies and strategies for political participation. The political participation of women – especially those who have participated in the workshops – should be monitored and evaluated, and recommendations made for change. These may include gender quotas for equity. There is also a need to work with young female and male leaders to encourage transformational leadership for gender justice.</p> <p>Research should be conducted among women in politics in Barbados to explore the challenges and opportunities they have faced in their careers and their recommended reforms for the promotion of greater political participation by women.</p>

WEAKNESSES	STRATEGIES TO MINIMISE WEAKNESSES
	Recommendations for increased access to entrepreneurial opportunities among women (see section on challenges above) should be implemented. Legislation on sex discrimination at work should also be developed and implemented.
ECONOMIC INITIATIVES	
<p><i>No gender budgets in most government ministries</i></p> <p>The BGA is tasked with mainstreaming gender throughout agencies of government but has to rely on its own limited financial and human resources to achieve this. Other government departments have not been allocated resources for the achievement of gender equality initiatives, and this may affect the ability and willingness of staff within these ministries to work on gender mainstreaming.</p>	<p><i>Create budgets for gender mainstreaming activities across ministries</i></p> <p>Resources should be sought or reallocated to support the development and implementation of strategies for gender mainstreaming in key ministries, especially the Ministry of Finance and Economic Affairs. Identified gender focal points should be provided with budgets and specific skills for implementation.</p>
<p><i>Human Resource Development Strategies have not (or rarely) incorporated gender analysis</i></p> <p>The Government’s current Human Resource Development Strategy document does not consider gender except in discussing the “declining level of participation of males at higher educational levels”. The broader roles of women and men in economic development have not been analysed.</p>	<p><i>Use gender analysis as part of the formulation of strategies for Human Resource Development</i></p> <p>A strategy to reduce the considerable occupational differences between women and men should form part of the Human Resource Development Strategy. The development of demand-driven approaches should look at these differences and at the areas of global and national economic demand most likely to provide opportunities for girls/ women and boys/ men while also opening opportunities for both sexes to participate in non-traditional fields. It should take account of the extent to which women and men are best able to take advantage of existing and created opportunities for mobility, possibly developing specific programmes to encourage equal participation (such as childcare provision and continued access to school for girls who become pregnant).</p>

9.4 STRENGTHS/ MAXIMISATION OF STRENGTHS

STRENGTHS	STRATEGIES TO MAXIMISE STRENGTHS
POLICY AND STRATEGY	
<p><i>Legislative reform and development of services on gender-based violence</i></p> <p>The BGA has made major strides in the development of legislation and institutional responses to gender-based violence, especially as regards domestic violence and human trafficking. This helps to prevent and punish abuse and remove critical barriers to the advancement of women.</p>	<p><i>Implement Sexual Harassment and Domestic Violence legislation</i></p> <p>The police response to sexual offences and domestic violence needs to be improved. Implement the Domestic Violence Bill detailed in section 7.1.2. Strengthen the domestic violence legislation to cover violence in visiting and casual relationships and to establish referral procedures between law enforcement and sexual and reproductive health services.</p>
<p><i>Provision of gender training</i></p> <p>The BGA has developed standardised and tailored education and training programmes on gender and has delivered them to ministries, schools and a variety of NGOs.</p>	<p><i>Extend gender training to other organisations using a train-the-trainer model</i></p> <p>Gender training should be promoted among a wider range of stakeholders, especially business support organisations and the private sector. For expansion, a train-the-trainer model may be utilised, possibly drawing on the resources of the Ministry of Labour where a gender mainstreaming project is underway. NGOs should be involved as providers as well as recipients of gender training.</p>
<p><i>Focus on key areas of the Beijing Platform for Action</i></p> <p>The BGA has made strategic interventions in several of the areas defined at the 1995 Beijing Conference: strengthening institutional capacity to mainstream gender, alleviating poverty among women, addressing violence against women, increasing the presence of women in decision-making positions, and health.</p>	<p><i>Increase the focus on poverty alleviation and extend this to economic development initiatives more generally</i></p> <p>There should be consideration of extending the remit and resources of the BGA and developing strategic partnerships with organisations specializing in economic development.</p>
<p><i>Involvement of men in gender initiatives</i></p> <p>Notable examples of strengths in this area are men’s health events and work with adolescent boys on HIV prevention</p>	<p><i>Increase Involvement of men in gender initiatives</i></p> <p>Men’s engagement in the reform agenda should be expanded, especially in initiatives to combat gender-based violence. Men should be included in initiatives to address gender norms on work, caring and domestic responsibilities and to expand the involvement of both sexes in entrepreneurship and exporting Barbadian products.</p>
ECONOMIC INITIATIVES	
<p><i>Work on poverty alleviation</i></p>	<p><i>Continue and extend work on poverty through strategic alliances</i></p>

The BGA has provided technical support and access to marketing opportunities for Women Entrepreneurs of Barbados (WEB)

In partnership with the Advisor on Poverty Alleviation and the MDGs, linkages should be developed with business support organisations that can assist WEB or similar entities in increasing expertise and opportunities to access markets in Barbados and abroad and to expand production in response to demand. Linkages should also be made with Pinelands Creative Workshop and UN Women to draw on their experiences of business development with women on low incomes.

9.5 STRATEGIC ENTRY POINTS FOR CDB

274. While the COWS analysis above proposes general recommendations for gender equality programming in Barbados, the focus in this section is on strategic entry points for the CDB based on a review of CDB documents and the analyses presented above. It follows the main components of gender equality identified in the World Bank framework presented in figure F1 above: economic opportunities, endowments and agency. These are congruent with the three objectives of the CDB's Gender Equality Policy and Operational Strategy (GEPOS), i.e.
- i. To reduce economic and social vulnerability by empowering women and men to build and protect their assets, including livelihoods and savings, as a means of building sustainable, equitable communities.
 - ii. To strengthen the capacity of all women and men, girls and boys, to acquire education, skills and self-confidence in order to access economic opportunities, increase livelihood options and improve their quality of life in the changing global economy.
 - iii. To support governance processes in which women and men have equal access to power and authority in society, and effectively influence policies and advocate for their rights.²⁰⁰
275. Ways to achieve each of these objectives in the light of the findings of this CGA are discussed in turn. This is followed by proposals to meet a further objective of building evidence-based policy and practice. Recommendations made at the CGA Validation Workshop of 7 December 2015 are highlighted and discussed.
276. An overall recommendation is that the CDB position itself as a leading development agency supporting gender equality programming in the Caribbean in collaboration with other development agencies and national machineries for gender mainstreaming. To achieve this it is necessary to build capacity among internal and external stakeholders and strengthen the evidence base for gender programming, as observed in the report that assessed the implementation effectiveness of the GEPOS.²⁰¹ The recommendations below are in line with the intended outcomes of the CDB's most recent strategy for Barbados, which focus on economic stability, enhanced infrastructure, a more competitive productive sector and enhanced social development.²⁰²

9.5.1 ECONOMIC OPPORTUNITIES

GENDER BUDGETING

277. The CDB should consider working with other development partners to support line ministries to operationalise gender budgeting. It should provide technical and financial support for research to identify gender inequalities in the allocation of resources or the outcomes of budgetary decisions and the design of budgets to reduce the inequalities identified. Key partners would be the Ministry of Finance and Economic Affairs and the BGA.
278. This is consistent with the recommendation made by stakeholders participating in the Barbados working group at the Validation Workshop – to assist the BGA in developing economic strategies for gender equality. The working group suggested that the CDB could assist in developing and strengthening linkages, working relationships and joint projects with the Ministry of Finance and Economic Affairs, Ministry of Labour, Private Sector Association, Chamber of Commerce and other business support agencies, trade unions. NGOs concerned with gender equality should be

²⁰⁰ Caribbean Development Bank (2008), *Op. Cit.*

²⁰¹ Caribbean Development Bank (2012), *Assessment of the Implementation Effectiveness of the Gender Equality Policy and Operational Strategy of the Caribbean Development Bank*, Evaluation and Oversight Division, CDB, Wildey, Barbados.

²⁰² Caribbean Development Bank (2010), *Country Strategy Paper 2010–2013: Barbados*, CDB, Wildey, Barbados.

encouraged to join such alliances. The working group recommended the development of monitoring and evaluation mechanisms to measure the impact of gender inequalities on economic outcomes and vice versa.

PROMOTE AND DEVELOP A FLEXIBLE EMPLOYMENT FRAMEWORK

279. The CDB should consider, in collaboration with development partners, supporting the Ministry of Labour in rolling out the strategies of the National Employment Policy that aim to promote gender equality:
- i. Formulate legislation to deal with gender discrimination;
 - ii. Encourage work initiatives such as flexitime and day care nurseries;
 - iii. Promote gender sensitisation to the public.
280. Legislation should include provision to stipulate that equal pay must be provided for work of equal value.²⁰³ As regards the second aim, work initiatives to be supported should include leave for emergency care of dependents, options for part-time contracts, job-sharing and flexibility in working hours and places of work. The CDB and development partners could thus also offer technical and financial assistance as part of the rollout of the Ministry's Gender Action plan, which was developed following the Ministry's gender audit conducted in collaboration with the ILO and OAS.

INCREASE CHILDCARE AND CARE FOR OTHER DEPENDENTS

281. The CDB should consider implementing, in collaboration with development partners, an infrastructure project to construct and equip childcare nurseries to support working parents, especially in the Warrens area where there is a concentration of government and other offices. Other residential and part-time day-care facilities for dependents should also be constructed. These facilities should be models of good practice, providing care not only within but also outside conventional office hours, especially when located in areas where people have to work outside these hours. They should be complemented by the provision of safe transport options for dependents between parents/ guardians and care locations. The CDB and its development partners should also consider working with the Government to establish a system of subsidies or tax breaks for employers to establish care facilities and to increase access to public and private care facilities by low-income families.
282. Participants in the Barbados working group at the Validation Workshop held on 7 December 2015 supplemented these recommendations on flexible employment and care for dependants by suggesting that a strategy be developed for greater involvement of the private sector in such initiatives. A communication strategy and technical assistance to the private sector should be provided, involving the provision of guidelines, tools and best practices for the establishment of flexible and part-time working arrangements and care facilities. The development of awards for gender-equitable business practices was suggested.

INCREASE ACCESS TO CAPITAL AMONG WOMEN

283. The CDB should consider working with development partners to assist lending institutions in Barbados to develop gender-sensitive access to credit facilities based on project review, experience and motivation of applicants, rather than largely on ownership of collateral. It should engage with

²⁰³ *Op. Cit.* Government of Barbados (2012).

private sector organisations, credit unions and banks to ensure that clear policies and procedures are in place that are not race or gender discriminatory with regard to access to credit and finance. Innovative gender-focused programmes for entrepreneurship should be supported, such as those by BYBT and Pinelands Creative Workshop.

REFORM AND SUPPORT POVERTY ALLEVIATION PROGRAMMES

284. As part of its work on public sector reform, the CDB and its development partners should consider providing technical assistance to the Government to roll out recommendations from the Social Safety Net Assessment (Caddle, 2010), particularly with regard to centralising and rationalising social security benefits. This will be particularly beneficial for single female heads of households, who are disproportionately represented among the poor.

9.5.2 ENDOWMENTS

SUPPORT ENTREPRENEURSHIP AND BUSINESS EDUCATION IN SCHOOLS

285. This study has identified lack of business expertise as a barrier to the economic advancement of poorer children and girls and women in particular. Thus business and entrepreneurship education may be seen as an important poverty alleviation measure that empowers females especially. It may also help reduce occupational segregation by sex and has been identified by the CDB as a strategy to build resilience of at-risk youth.²⁰⁴
286. The Government's Medium Term Growth and Development Strategy recommends the integration of "entrepreneurship education, creativity and innovation training in the curriculum of primary, secondary and tertiary institutions and rehabilitative agencies"²⁰⁵ with a target of "integrated curricula at institutions by 2015".²⁰⁶ The CDB and its partners should consider supporting the Ministry of Education, Science, Technology and Innovation in developing curricula and training to deliver basic business and entrepreneurial skills to all children, not just those who opt for business-related subjects. These should include project design, project management and accounting. Children should also achieve basic familiarity with procedures for incorporation and registration of businesses, taxation and social security. During academic courses in the arts and sciences, children should be encouraged to develop business ideas in collaboration with existing businesses via projects and competitions.

9.5.3 AGENCY

SUPPORT GENDER EQUALITY TRAINING AND EDUCATION

287. CDB, in collaboration with development partners could consider the following:
- i. Support the Ministry of Education, Science, Technology and Innovation to include discussions of joint female and male responsibilities for productive and reproductive roles in the school curriculum from nursery age upwards. Communication campaigns to encourage sharing the care between women and men should be supported.
 - ii. Support educational initiatives that challenge gender stereotypes from nursery level upwards, especially regarding the domination of men and boys over women and girls and the acceptability of violence against women and girls. Training in gender equality has been

²⁰⁴ Caribbean Development Bank (2012), *Discussion Paper on the Role of the Caribbean Development Bank in Enhancing Citizen Security in the Region*, Special Development Fund, CDB, Wildey, Barbados.

²⁰⁵ Government of Barbados (2012), *Op. Cit.*, p. 135.

²⁰⁶ *Ibid*, p. 138.

identified as an area for CDB intervention to reduce domestic and gender-based violence.²⁰⁷ Participants in the Validation Workshop also highlighted the importance of challenging racial stereotypes through education, since racial and gender discrimination compound each other.

- iii. Support gender training among a wider range of stakeholders, especially business support organisations and the private sector. Public awareness campaigns could suggest options for avoiding and combating gender discrimination.
- iv. Support the BGA in its gender sensitisation and training activities to enable i-iii above.

288. These recommendations are in line with:

- i. The Government of Barbados' Medium Term Growth and Development Strategy, which recommended development of a "programme of gender training through the country to educate persons on gender relationships and roles".²⁰⁸
- ii. The recommendation in the Barbados' Sustainable Development Policy to develop public awareness campaigns to suggest options for avoiding and combating gender discrimination.²⁰⁹

289. Educational strategies may be developed in partnership with United Nations agencies, notably UNICEF's Safe Schools Programme.²¹⁰

ESTABLISH A GENDER MANAGEMENT SYSTEM

290. Participants in the Barbados working group at the Validation Workshop noted that the implementation of policy in support of economic gender equality should be underpinned by a gender management system. This should be based on gender equality targets and indicators, some of which have been recommended at Caribbean regional and international levels. Participants recommended that the Gender Policy be adopted and implemented, with one of the first actions being the establishment of a gender management system. A communication strategy targeting Government officials should be implemented in support of the Gender Policy.

INCREASE CAPACITY FOR POLITICAL LEADERSHIP AMONG WOMEN

291. CDB, in collaboration with development partners, should consider supporting research on women in politics in Barbados to explore the challenges and opportunities they have faced in their careers and their recommended reforms for the promotion of greater political participation by women. It should also support the monitoring and evaluation of the political participation of women, especially those who have participated in training workshops to increase women's capacity in political leadership. Recommendations should be developed and implemented to increase political leadership among women.

9.5.4 EVIDENCE-BASED POLICY AND PRACTICE

292. Overall, the CDB in collaboration with development partners should play a strategic role in supporting the strengthening of systems to improve gender data and thus improving the evidence base for action to reduce gender inequality. Key partners in this endeavour could be the BGA, the Ministry of Labour via its Gender Action Plan developed with the ILO and OAS, and UWI.

²⁰⁷ Caribbean Development Bank (2012), *Discussion Paper, Op. Cit.*

²⁰⁸ Government of Barbados (2012), *Op. Cit.*

²⁰⁹ National Commission on Sustainable Development (2004), *National Sustainable Development Policy for Barbados*, Ministry of Housing, Lands and the Environment, Government of Barbados, Bridgetown.

²¹⁰ Caribbean Development Bank (2012), *Discussion Paper, Op. Cit.*

DISSEMINATE AND UTILISE THE EVIDENCE FROM THIS CGA

293. The findings from this CGA should be not only be disseminated but also used in discussions with the Government, development partners and business support agencies on priorities for the integration of gender considerations in development strategy, especially in labour, social and human resource policies and in partnerships with the private sector.

PROMOTE THE ONGOING ANALYSIS AND USE OF EXISTING SEX-DISAGGREGATED DATA

294. This CGA has made use of existing statistical data – notably Census data, Labour Force Statistics and Economic and Social Reports – to highlight gender differences and inequalities. In developing its own strategies and plans and in analysing the outcomes and impact of its interventions, the CDB should examine existing statistical collections to identify gender differentials and orient actions to achieve gender equality. The CDB in collaboration with development partners should also support technical assistance, such as training workshops and ongoing statistical support, for agencies to analyse and utilise existing sex-disaggregated data. This could be integrated with technical assistance for quantitative research (see the next paragraph). The disaggregation by sex of statistical data was recommended in the Government of Barbados’ Medium-Term Growth and Development Strategy 2013–2020.²¹¹

INCREASE THE PRODUCTION AND DISSEMINATION OF SEX-DISAGGREGATED DATA

295. The CDB in collaboration with development partners should support partner agencies, especially business support agencies, in the analysis, utilisation and (if acceptable) publication of data from institutional records to show numbers of female and male members, clients, customers and beneficiaries, and develop a gender profile of their work and its impact on women, men, girls and boys. A key focus should be to map the gender impact of the current economic recession and Government policies in response to it. The CDB should also support the strengthening of quantitative research skills at key agencies such as the BGA and NGOs working on gender issues and poverty reduction, in partnership with UWI and the Barbados Statistical Service. It should work closely with the BGA to develop national strategy for dissemination and use of sex-disaggregated data. This proposal was explicitly supported by participants in the Validation Workshop, who also proposed action at the Caribbean regional level to improve the production and use of gender data.

DEVELOP AND USE GENDER-DISAGGREGATED DATA ON THE ENVIRONMENT

296. The CDB in collaboration with development partners should support the production of sex-disaggregated data on vulnerability to and impact of environmental disasters. This should include data on housing, residence in disaster-prone areas, health hazards and impact, education and social support mechanisms and structures (such as family and community support and facilities such as shelter accommodation). ECLAC’s recommendation to craft a gender vulnerability index, based on the disaggregation of macroeconomic and social indicators by sex, should be supported by the CDB, “to give a clear sense of vulnerabilities among the sexes so that appropriate gendered policy responses may be identified”.²¹²

²¹¹ Government of Barbados (2012), *Op. Cit.*, pp. 131–32.

²¹² Economic Commission for Latin America and the Caribbean (2011), *Study on the Vulnerability and Resilience of Caribbean Small Island Developing States (SIDS)*, *Op. Cit.*

SUPPORT GENDER PROCESS AND IMPACT ASSESSMENTS

297. Gender process and impact assessments of development projects should be supported by the CDB and partner agencies. With reference to the CDB lending programme to Barbados, each of the projects and programmes should be analysed with regard to:
- i. the involvement of women and men in the development and implementation of the initiative;
 - ii. the development and utilisation of gender-sensitive monitoring and evaluation criteria and indicators;
 - iii. the impact of each initiative on key outcomes including economic opportunities, health, education and effective decision-making among women, men, girls and boys, especially those in poor households.

SUPPORT RESEARCH ON TIME USE BY WOMEN AND MEN.

298. The CDB should consider supporting research to be conducted on representative samples of women and men, showing the allocation of time by each to formal employment, informal income-earning activities, housework and childcare. This may be achieved through collaboration with the Institute for Gender and Development Studies and/or the Sir Arthur Lewis Institute for Social and Economic Studies at UWI. Such research may be used to make policy recommendations regarding redressing any imbalances found.
299. These recommendations relate to the full range of CDB projects and programmes, currently covering (for 2010-14) macroeconomic stability, environment, infrastructure, enhancement of competitiveness in the productive sector and enhanced social development. They also relate to future strategies of the CDB.

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