



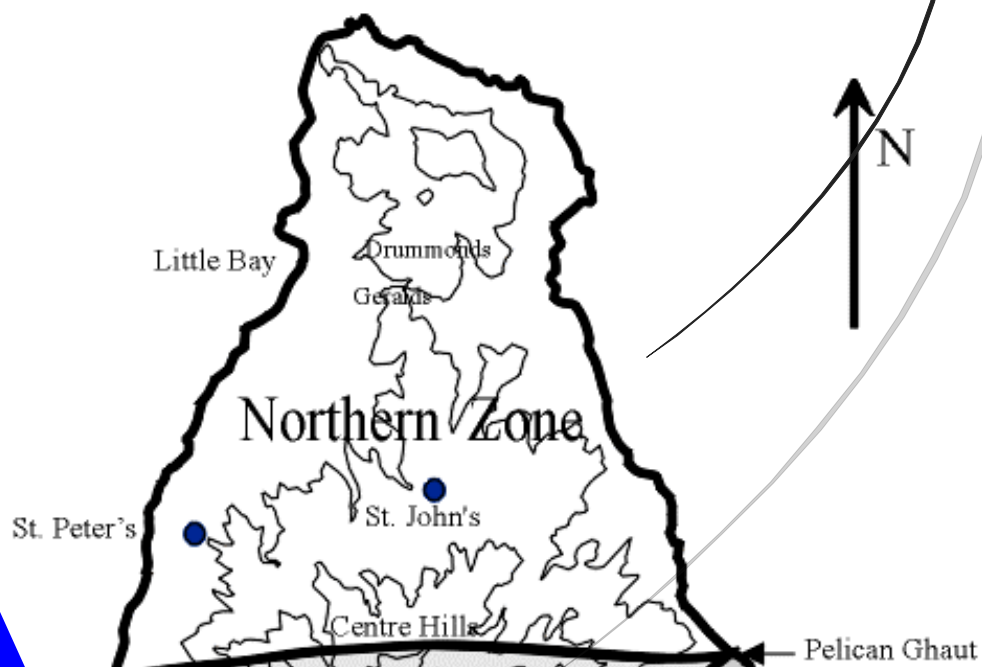
CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
MONTSERRAT**

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COUNTRY GENDER ASSESSMENT MONTSERRAT

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ACRONYMS AND ABBREVIATIONS

CAPE	CARIBBEAN ADVANCED PROFICIENCY EXAMINATION
CDB	CARIBBEAN DEVELOPMENT BANK
CCSLC	CARIBBEAN CERTIFICATE OF SECONDARY LEVEL COMPETENCE
CGA	COMPREHENSIVE GENDER ASSESSMENT
CSEC	CARIBBEAN SECONDARY EDUCATION CERTIFICATE
CBO	COMMUNITY-BASED ORGANISATION
CSO	CIVIL SOCIETY ORGANISATION
CXC	CARIBBEAN EXAMINATION COUNCIL
DFID	DEPARTMENT FOR INTERNATIONAL DEVELOPMENT, UNITED KINGDOM
ECCB	EASTERN CARIBBEAN CENTRAL BANK
FBO	FAITH-BASED ORGANISATION
GDP	GROSS DOMESTIC PRODUCT
GoM	GOVERNMENT OF MONTSERRAT
ILO	INTERNATIONAL LABOUR ORGANISATION
MCC	MONTSERRAT COMMUNITY COLLEGE
MDC	MONTSERRAT DEVELOPMENT COOPERATION
MoFEM	MINISTRY OF FINANCE AND ECONOMIC MANAGEMENT
NGO	NON-GOVERNMENTAL ORGANISATION
OECD	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
PAHO	PAN AMERICAN HEALTH ORGANISATION
UK	UNITED KINGDOM
UN WOMEN	UNITED NATIONS ENTITY FOR GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN
UWI	UNIVERSITY OF THE WEST INDIES

PART I

1.0 EXECUTIVE SUMMARY

1. Situated in the Leeward Islands in the Eastern Caribbean is Montserrat, an Overseas Territory of the United Kingdom. Following a volcanic eruption in 1995, a large portion of the island was demarcated as uninhabitable and half the population evacuated the country. To chart the way forward, the Government and people developed the nation's Sustainable Development Plan, visioning the policy, economic and social development of Montserrat from 2008 to 2020. It is in this context that the Country Gender Assessment (CGA) assesses the dynamics and opportunities for women and men and girls and boys in Montserrat.
2. The CGA reviews gender¹ in the following sectors, making recommendations for an enhanced gender equitable society:
 - i. The economy
 - ii. Education, training and labour
 - iii. Culture and socialisation
 - iv. Violence and crime
 - v. Institutional framework for gender equality
 - vi. National policies
 - vii. National capacity for gender mainstreaming
 - viii. Existing gender and development cooperation

THE ECONOMY

3. Four sectors have been identified to drive the country's economy: agriculture, tourism and related services, renewable energy and innovative mining/ manufacturing. Men presently dominate these sectors with marginal participation by women. Access to resources for economic development is deemed to be gender neutral, yet very few women access these.
4. The majority of women who participate in the tourism sector engage in livelihoods that are an extension of their domestic roles. Occupations are heavily segregated, with women mainly in the service sectors while men engage in management and infrastructural development.
5. Renewable energy is a relatively new sector to diversify the economic mix for Montserrat. Although the trend of male domination in the sector is already observed, this can be curbed with sensitisation and opportunities being made available for women. The large number of males in the quarrying sector can be attributed to archaic laws in the past barring women from working at night; these laws have been recently repealed. The manufacturing sector is yet to be fully developed.

EDUCATION, TRAINING AND LABOUR

6. The literacy rate in 2011 was 96.5%. Free public education is available up to the secondary level. Tertiary education is accessible via the national college and the University of West Indies (UWI) Open Campus. Montserrat's technical and vocational institution was lost during the volcanic eruption. In the absence of an institution, the college offers limited training. However, some state entities and NGOs periodically offer training for students.

¹ The terminology regarding gender used in this report is explained in Appendix 2: Glossary of terms.

7. Girls and boys experience almost equal participation at the primary and secondary level; nevertheless, the participation rate for females at the tertiary level tends to be higher. Analysis suggests that men envisage the opportunity cost for the time invested in tertiary education to be higher when compared to gainful employment to meet their socialised roles as breadwinners and providers for their families.
8. Recreation for young people in Montserrat is very limited. Research conducted by the Government, the Pan American Health Organisation and the European Union shows a large percentage of youth respondents, both girls and boys are sexually active.
9. The majority of labour force participants are situated in public administration, defence and social security, construction, wholesale and retail and health and social work. Although more women have attained post-secondary education than men, men dominate the work force, with the exception of the health sector and social work. Men hold 60% of leadership and decision-making positions in the public sector, while parity has been gained in the private sector with a slight advantage for women (51% female and 49% male).
10. Migrants from other Caribbean Community (CARICOM) countries form part of the labour force. The data show that work-permit holders between 2012 and 2013 were predominately low-skilled male labourers followed by female domestic workers. In the absence of legislation on sexual harassment and paternity leave, the Labour Code addresses those issues.

GENDER, CULTURE AND SOCIALISATION

11. The noticeable occupational segregation in Montserrat led to further examination of gender norms in the island. Focus group discussion participants were presented with a number of tasks and roles and asked to identify whether they associated these with females or males. All the participants identified the role of a farmer to be male, while that of a machine operator was identified as male by all the women and the majority of the men. Cooking was associated with females by 91.7% of men and 75% of women. All the participants identified sewing with females. All the men and 85.7% of the women associated a politician with being a male, while 66.7% of the men and 14.3% of the women identified a community leader as a female role. Although Montserrat has had a few women engaged in politics over the years, the number is below international standards.

GENDER, CRIME AND VIOLENCE

12. The effects of crime and violence on economic development have been well documented in the Caribbean region. Montserrat is a relatively peaceful country with very few incidents of crime and violence. Assaults and domestic violence were the highest category of crimes reported between 2006 and April 2012. In 2012 verbal abuse was the most reported case followed by physical abuse.
13. The research findings noted the long period of time it took the courts to deliver justice. Montserrat has not quantified the economic cost of domestic violence. Efforts to raise awareness have been focused on child abuse, and the Government recognises that more needs to be done in the area of violence against women.

INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY

14. Montserrat's Ministry of Health, Community Services, Sports and Youth is the national institution mandated to promote gender equality in the country. The legislative framework to facilitate this process has been minimal. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) has not yet been extended to Montserrat by the United Kingdom. The Constitution and a number of laws promote gender equality. These include the Matrimonial Proceedings Act 2010, The Family Protection Against Domestic Violence Act and the Labour Code. The national policy development framework, the 2008–2020 Montserrat Sustainable Development Plan, makes no reference to gender equality and nor does it employ gender indicators.

15. The policies that call for a move towards some form of gender equality are the draft youth policy and the draft culture policy. The 2012–2020 Education Plan, in presenting the wide contrast in some of the education statistics, recommends that attention be paid to addressing gender issues in the education sector.

NATIONAL CAPACITY FOR GENDER MAINSTREAMING

16. Although there is a ministry with responsibilities for the promotion of gender equality, neither focal points in other ministries nor a designated officer in the Ministry of Health, Community Services, Sports and Youth with sole responsibility to coordinate this response have been established. During the national consultation on the CGA, participants acknowledged the absence of gender mainstreaming capacity nationally and expressed an interest in addressing this issue in the very near future.

GENDER ENTRY POINTS

17. The findings of this CGA resulted in 58 gender entry points being identified by the consultant and key national stakeholders. International partners, the private sector, non-governmental organisations (NGOs), faith-based organisations (FBOs) and community-based organisations (CBOs) were identified as some of the stakeholders to assist the Government of Montserrat (GoM) in the execution of these gender entry points. A summary of the recommendations is given below.

GENDER ENTRY POINTS	GOM	INTER-NATIONAL PARTNERS	PRIVATE SECTOR	NGOs / FBOs CSOs
GENDER AND THE ECONOMY				
Develop a gender-sensitive agricultural sector plan/ policy that include an assessment of constraints faced by women in entering the industry.	X	X		
Introduce a gender-sensitive recruitment process for training in the tourism sector and ensure all forthcoming training sessions do not perpetuate the current segregation.	X	X	X	X
Develop a gender mainstreaming strategy for the Montserrat energy sector to address the gaps identified in the policy, ensuring that gender indicators are incorporated in forthcoming policy action plans.	X	X		
Introduce social dialogue on occupational segregation in the mining industry for senior managers and directors to develop a consultative strategy to bridge the gender gap in the industry.	X	X	X	
GENDER AND EDUCATION				
Create a gender balance among teachers, coupled with awareness-raising on the value of having a gender balance in the education sector.	X	X	X	X

GENDER ENTRY POINTS	GOM	INTER- NATIONAL PARTNERS	PRIVATE SECTOR	NGOs / FBOs CSOs
Establish a vocational school to meet the needs of students not opting for tertiary education at the university level.	X	X	X	
GENDER AND LABOUR				
Develop a labour market policy as recommended by the International Labour Organisation with an implementation plan to include specific targets and outputs for women and men with sex-disaggregated benchmarks. This strategic move will incorporate addressing occupational segregation.	X	X	X	
GENDER, CULTURE AND SOCIALISATION				
Develop innovative programmes and advocacy campaigns for age-specific groups to deconstruct the established gender biases and norms.	X	X	X	X
GENDER, CRIME AND VIOLENCE				
Develop a national strategy and action plan to end domestic and sexual violence, to include court advocacy services and counselling. Economic empowerment programmes should also be included to deter survivors from returning to perpetrators due to financial insecurities.	X	X	X	X
INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY				
Complete the national legislative review process and enactment of laws to facilitate the extension of CEDAW to Montserrat.	X	X		
GENDER AND NATIONAL POLICIES				
Mainstream gender into all development policies and plans with specific gender-sensitive indicators to measure implementation.	X	X		
NATIONAL CAPACITY FOR GENDER MAINSTREAMING				
Appoint a gender coordinator with the primary focus and responsibility for gender-related issues in order to effectively and efficiently deliver gender mainstreaming services and capacity building at the national level.	X	X		

2.0 INTRODUCTION

18. This Montserrat Country Gender Assessment (CGA) – commissioned by the Caribbean Development Bank (CDB) in partnership with the Government of Montserrat and Rawwida Baksh & Associates – aims to:
 - i. Critically analyse the national capacity for and constraints to gender mainstreaming in government, the private sector and civil society (including legislation, policy, institutional structures and mechanisms, financial and human resources, knowledge and skills, etc.);
 - ii. Uncover the links between gender equality and the different socio-economic life chances of women and men to enable the CDB to provide support for a more gender-responsive programme on poverty reduction, economic growth and sustainable development;
 - iii. Identify the constraints, opportunities and risks for the CDB to promote gender equality in its development programmes.
19. A research mission to Montserrat was conducted during 2–13 June 2013. This report presents an analysis of the findings, examining the socio-economic architecture from a gender perspective, ending with gender entry points to address the gaps.
20. The CGA is made up of four parts. Following this introductory Part I, Part II provides a background statistical profile of Montserrat followed by a gender assessment taking into consideration the economy, education, training and labour, culture and socialisation and violence and crime. Part III reviews and analyses the institutional framework for gender equality and the national capacity for gender mainstreaming. Finally, Part IV presents an overview of existing gender and development cooperation and a summation of the gender equality entry points.

3.0 METHODOLOGY

21. Quantitative and qualitative data comprising semi-structured interviews, focus group discussions and statistics derived from primary and secondary data were the research methods used. National and international reports, policy documents and legislation were reviewed and the technique of triangulation was used to validate the data. Although three focus group discussions were recommended, young people from the secondary school and the local Rotary Club were further consulted to provide clarity on issues pertaining to youth and the business community unearthed during the three discussions.
22. The Montserrat Sustainable Development Plan 2008–2020 was utilised as the main document to provide information on the national development agenda. A national consultation on the CGA was held with key stakeholders and participants who were engaged in the research. Participants validated the findings and provided additional gender entry points to enhance gender equality in Montserrat.

PART II

4.0 STATISTICAL PROFILE SUMMARY

23. A core range of national data including gender indicators are provided in table T1 to give a snapshot of Montserrat's journey towards gender equality.

T1: KEY STATISTICAL INDICATORS

INDICATOR	MALE	FEMALE	TOTAL	SOURCE & YEAR
Total de facto population	2,498	2,345	4,843	Statistics Dept, Ministry of Finance and Economic Development (MoFED), 11 June 2014
Male/ female-headed households (%)	1,481	904	2,385	Stats. Dept., MoFED, 11 June 2014
Male/ female-headed households in poverty (poorest) (%)				Not available (N/A)
Total population aged 0–14 (estimate)	489	475	964	Stats. Dept., MoFED, 11 June 2014
Total population aged 15–24 (estimate)	327	253	580	Stats. Dept., MoFED, 11 June 2014
Total population over age 64 (estimate)	313	305	618	Stats. Dept., MoFED, 11 June 2014
Gini coefficient				N/A
Human development index				N/A
Inequality-adjusted human development index				N/A
Gender inequality index				N/A
Multi-dimensional poverty index				NA
GNI per capita PPP terms				N/A
Percentage of population in poverty	N/A	N/A	3% – indigent	Survey of Living Conditions, 2008–2009

			36% – poor, not indigent 20% – vulnerable	
Poverty: the indigence line	-	-	(ECD) per day (ECD)	N/A
Poverty gap index Poverty severity index	-	-	10. 2	Survey of Living Conditions, 2008–2009
Population with income below poverty line (%)	%	%	%	N/A
Distribution of population in two poorest quintiles	%	%	(% of total population)	N/A
Average income (USD)				N/A
Life expectancy	75.31	71.91	73.65	2013 est. CIA WORLD FACT BOOK
Fertility rate			1.28 Children born/women	2013 est. CIA WORLD FACT BOOK
Adolescent (10–19) live births				N/A
Adolescent fertility rate			50.72 %	2011, Census
Maternal mortality rate per 100,000 live births	0	0	0.0	2005 , PAHO/WHO Selected Country Profile
Literacy rate Adult 15+ Youth 15 -24	% 92 96.5	% 90.7 97.4	%	2006 Department of Statistics
Expected years of schooling			15 years	2006 Department of Statistics
Mean years of schooling	N/A	N/A		N/A
Education gender parity index	(In favour of females)		Primary: Secondary:	N/A

Day-care and primary (3+ –12 years) school enrolment	310	325	635	2013 OECS Education Digest
Gross enrolment rate (primary)	%	%	%	2006 Department of Statistics
Gross enrolment rate (secondary)	%	%	%	N/A
Enrolment in junior secondary school	194	168	362	No junior secondary; data is for secondary – 2013 OECS Education Digest
Enrolment in tertiary education	27	22	49	Pursuing CAPE Montserrat Community College, 2013–2014 data
Labour force participation (15+)	1,485	1,233	2,718	Stats. Dept., MoFED, 12 May 2011 Census
Employment and unemployment rates			6. 5 % (estimate)	Stats. Dept., MoFED, 11 June 2014
Wage gap	N/A	N/A	N/A	N/A
Male/ female members in national parliament	8	1	9	June 2014
Men and women in decision-making positions in public administration:				Stats. Dept., MoFED, 11 June 2014
▪ Permanent secretaries	2	3	5	
▪ Senior government officials	5	3	8	
▪ Managing directors and chief executives	12	3	15	

5.0 COUNTRY GENDER PROFILE

24. Situated in the Leeward Islands of the Eastern Caribbean, Montserrat is a Small Island Developing State and an Overseas Territory of the United Kingdom (UK). With a current population of approximately 4,922² persons, the island experienced its peak economic activity in the 1980s when the population was approximately 12,000.
25. Montserrat experienced an exodus of its population due to volcanic activity in the Soufrière Hills between 1995 and 1997 and beyond. The eruptions led to the evacuation of the capital city Plymouth, the main economic hub of the country. Many nationals migrated to Antigua and Barbuda, the UK and the United States. Although sex-disaggregated data are not available on the population that migrated, it is generally thought that men ensured their wives and children migrated to safety. The population fell to fewer than 3,000 people. It is with this background that the country is rebuilding life in the northern part of the island – an area beyond the reach of volcanic activity (Holliday, 2009).
26. The resilient population who chose to remain and rebuild have had to also grapple with what Massiah (1999) refers to as a world of contradictions and rapid social change, where the global economic, political and cultural revolution that has come to be known as globalisation also brings to the fore the social revolution that questions attitudes, behaviour and the structural imbalances of power between women and men.
27. It is against this background that Part II of the CGA will explore and analyse gender implications in the following areas:
 - i. The economy
 - ii. Education, training and labour
 - iii. Culture and socialisation
 - iv. Violence and crime

5.1 GENDER AND THE ECONOMY

28. The definition of ‘the economy’ has generated many theories and debates, with the majority of textbooks limiting it to ‘production, exchange and consumption’. However, “in reality, people are not only consumers; they are also workers, students, citizens, family members, volunteers, law-makers or other public servants etc.; hence economic activity should properly be directed toward enhancing the well-being of human beings in all their roles” (Goodwin, 2010).
29. Empirical evidence continues to demonstrate that gender inequality is bad economics (International Labour Organisation, 2008). The World Bank Group’s 2007–2010 Gender Action Plan entitled “Gender Equality is Smart Economics” called attention to the fact that women and men and girls and boys have different needs in the use and benefits of services. The economy of Montserrat will therefore be analysed not only from the mainstream economic viewpoint but also from a social one, examining how it is influenced by the social attributes and opportunities associated with being female and male and the relationships between women and men, girls and boys, as well as the relations among women and those among men.³
30. Montserrat projects the growth rate of its official gross domestic product (GDP) for 2014 to be 3.59%. This figure, which was calculated by the Statistical Department of Montserrat and the Eastern Caribbean Central Bank (ECCB),⁴ takes into account productive taxes and GDP market prices excluding subsidies. Based on

² Figures from 2011 Census.

³ This CGA uses the UN Women’s definition of gender in its analysis. See <http://www.un.org/womenwatch/osagi/conceptsanddefinition.htm>

⁴ The ECCB is the monetary authority for a group of eight island economies: Anguilla, Antigua and Barbuda, Commonwealth of

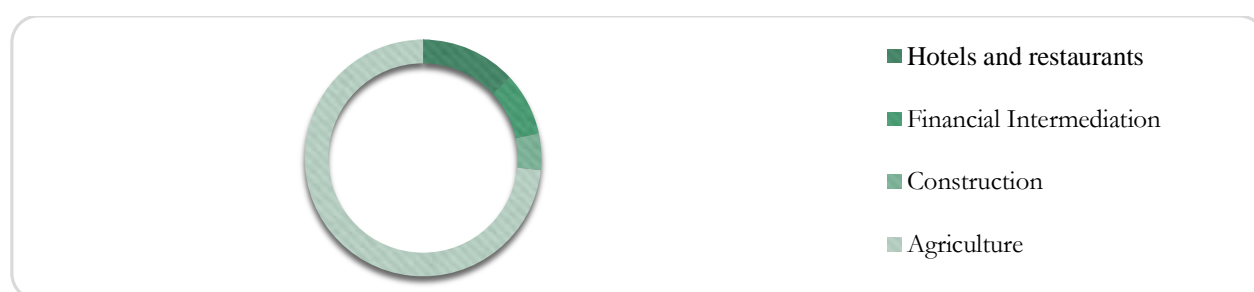
their estimated calculations, the sectors with the five highest contributions to GDP by economic activity in current prices for 2014 were public administration, defence and compulsory social security financial intermediation, real estate activities, banks and construction.

31. More men than women were actively looking for work in 2011⁵, when the overall unemployment rate was 6.4% but the male rate was 8.6% and the female rate was 4.1%.
32. Government officials and Montserratians interviewed for this study attest to economic activity having grown with ongoing implementation of the Montserrat Sustainable Development Plan 2008–2020. The economic drivers for future growth are expected to be agriculture, tourism and related services, renewable energy and innovative mining/ manufacturing. Thus the CGA’s review of the economy will focus on these sectors.

5.1.1 AGRICULTURE

33. Before the 1995 eruption, Montserrat had a vibrant agricultural sector in the southern part of the island. Subsequently, however, the most fertile side of the island for agricultural purposes was pronounced unsafe for habitation and evacuated. The 5.4% of the sector’s share of GDP in 1994 dwindled to 1.1% in 1998 (CARICOM Secretariat, 2011).
34. An economy that is heavily dependent on food imports may meet temporary needs, but long-term costs and challenges to food security cannot be sustained as fiscal reserves will diminish due to price fluctuations and external shocks. Efforts to mitigate this challenge and lead Montserrat to food security have been envisioned in the Sustainable Development Plan, which targets a 100% increase in this sector by 2020.
35. Preliminary positive returns have been seen as the 2012 fourth quarter budget reported agriculture as making a contribution to GDP of 36.9%, followed by hotels and restaurants (6.6%), financial intermediation (4.3%) and construction (2.5%).

F1: MONTSERRAT MAJOR GROWTH SECTORS



SOURCE: 2012 BUDGET REPORT, MINISTRY OF FINANCE.

36. Agriculture has continued to feature as the highest growth sector in Montserrat’s economy, although it experienced a 12.96% decrease from 36.9% in 2012 to 23.94% in 2013 (Ministry of Finance, 2013 & 2014). The contribution of the agricultural sector to GDP in current prices with estimates for 2013 is shown in table T2.

Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia and St Vincent and the Grenadines.

⁵ Latest Unemployment figures as of December 2014

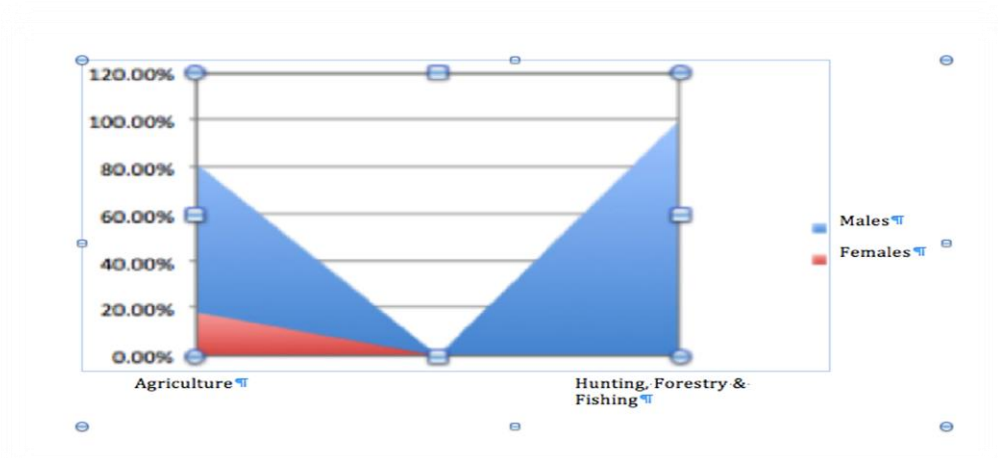
T2: GDP BY ECONOMIC ACTIVITY IN CURRENT PRICES (EC\$M)

Economic sector	2008	2009	2010	2011	2012	2013
Agriculture, livestock and forestry	0.85	-	-	-	-	-
Crops	0.33	0.49	0.32	0.44	0.46	0.77
Livestock	0.48	0.58	0.73	0.72	1.07	1.04
Forestry	0.06	0.06	0.06	0.06	0.06	0.06
Fishing	0.44	0.54	0.35	0.49	0.53	0.57

SOURCE: STATISTICS DEPARTMENT, MONTserrat AND ECCB.

37. As Montserrat anchors the agricultural sector – including hunting, forestry and fishing, as well as farming – to be one of its pillars for economic growth, an exploration of female and male employment in this sector revealed data reflected in figure F2.

F2: MEN AND WOMEN ENGAGED IN AGRICULTURE, HUNTING, FORESTRY AND FISHING



SOURCE: 2011 CENSUS, STATISTICS DEPARTMENT, MOFEM.

38. The majority of women in agriculture (57%) have concentrated their efforts in hoop house farming,⁶ where approximately 200 square feet of land is used, compared to the majority of men, who practice open land farming on larger plots (table T3).

T3: FARMERS DISAGGREGATED BY SEX

FARMING SECTOR	MALES	FEMALES	TOTALS
Open land farmers	65	10	75
Hoop house farming	17	23	40
TOTAL	82	33	115

⁶ Hoop houses are passive solar greenhouses that extend the production season for warm- and cool-season crops and permit winter harvesting of cold-tolerant vegetables. They are a critical tool for addressing demand for locally grown foods and enhancing farm revenue. Most tools allow farmers to farm more area, but a hoop house allows farmers to farm more time. See Waldman et al., 2010.

SOURCE: AGRICULTURE DEPARTMENT, JUNE 2014.

39. Farmers in Montserrat mainly grow vegetables and bananas for subsistence and local market consumption, with exports currently non-existent. Small ruminants, pigs and poultry and larger animals to a lesser extent are raised as livestock. Land for farming is generally half an acre to three acres under a tenant relationship, with most of the land owned by families. Authority to use the land is given to either female or male family members but not to their respective spouses. Accordingly, a single female can gain access to land.
40. Agri-business in Montserrat is mainly comprised of cottage processing of cassava bread, jams, jellies, sauces, wines, etc. There is a lack of data on the women and men engaged in this sector, but the Government is currently working on establishing facilities for semi-processing in communities in an effort to ensure proper standards and provide facilities for small-scale production at the individual level. The Montserrat Development Cooperation (MDC) grants small loans amounting to a maximum of \$40,000 Eastern Caribbean (EC) dollars to entrepreneurs in agri-business and other areas who fail to get a loan from a bank following the formulation of a successful business plan. The MDC also provides assistance in the preparation of business plans. Only males have accessed the three loans disbursed for agri-business since the establishment of the scheme (table T4).

T4: MONTSERRAT DEVELOPMENT CORPORATION LOANS GRANTED IN 2013

TYPE OF BUSINESS	MALE	FEMALE	LOAN AMOUNT EC\$
Agriculture	3	-	85,600
Health & wellness	2	-	80,000
Automotive paints & parts	1	-	40,000
Furniture & woodworking	1	-	30,000
Water bottling		1	30,000
Ice cream production	1	1	10,000
TOTAL	8	2	275,600

SOURCE: MONTSERRAT DEVELOPMENT COOPERATION, JULY 2014.

41. Agricultural workers in Montserrat have access to extension services, tractors, seedlings and duty-free concessions from the state. Additional services articulated as needed are training,

5.1.1 Gender Entry Points: Agriculture

- ✓ Develop a gender-sensitive agricultural sector plan/ policy that include an assessment of constraints faced by women and men in entering the industry.
- ✓ Engage young people at an early stage, namely primary and secondary levels, with specific vocational training and university scholarship opportunities and a special emphasis on girls in order to assist in closing the gender gap and ensure sustainability of the agricultural sector.
- ✓ The MDC's services should target the under-represented sex in agri-business, exploring partnerships for agricultural training for workers in the industry.
- ✓ Attract women to the MDC loan scheme through advocacy and awareness-raising.
- ✓ Establish a processing facility with training programmes available for women and men to prepare goods for the export market.
- ✓ Create a partnership between the state and private landowners to make special provision for women to farm the land in order to increase the agricultural sector's contribution to GDP.

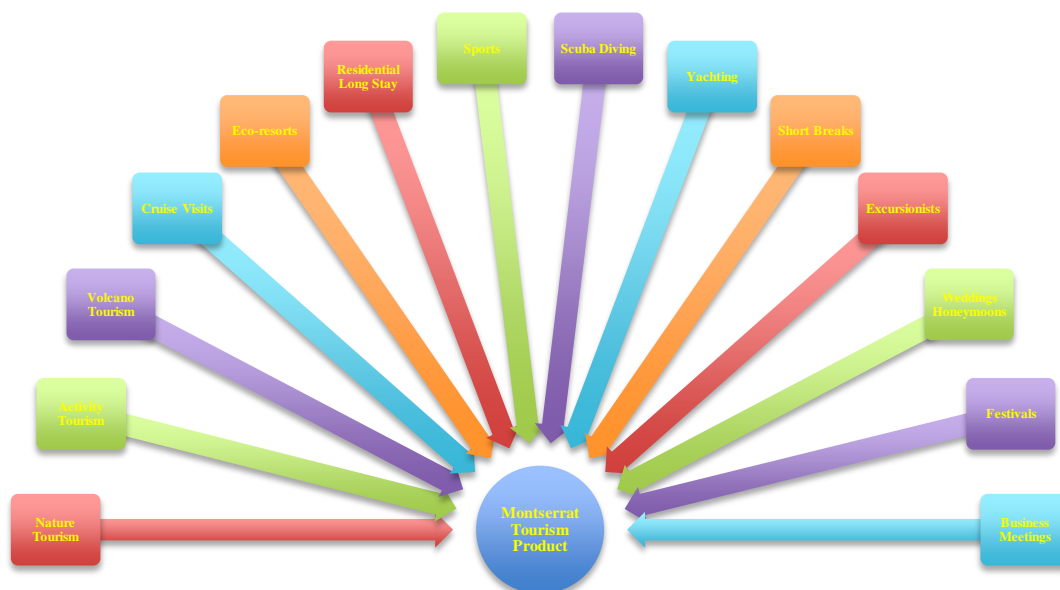
access to finance, processing facilities, access to overseas markets, access to agricultural loans and insurance.

42. In the absence of an agricultural policy or plan, the Montserrat Agricultural Department indicates that it operates in a gender-neutral environment towards all farmers, not showing any bias and giving equitable opportunities to both sexes. However, if the national aim is to achieve self-sufficiency in selected food products, the disparities of 81.58% and 100% males in the agriculture sector and the hunting, forestry and fishing industries, respectively, compared to 18.42% and 0% females in the same areas (figure F2), warrants strategic national intervention to ensure that the untapped resource of females in the labour force are utilised.
43. The fact that women in Montserrat have generally not seen employment in agriculture as a viable means of livelihood confirms the observation by the Food and Agriculture Organisation (2010) that the Caribbean has a limited number of women engaged in the agricultural labour force. The literature also demonstrates women and men to be as efficient in agriculture and likely to produce equal yields if productive resources and services are made equally accessible (*ibid.*). A further study could be conducted to discover how to engage more women in this sector as this might help reduce the country's dependence on imports for fresh produce and vegetables.

5.1.2 TOURISM AND RELATED SERVICES

44. Tourism has been earmarked as the second economic driver in the Montserrat Sustainable Development Plan 2008–2020, which targets contributions from this sector to increase by at least 100% by 2020. Although issues related to sexual exploitation and the sex trade dominate the literature on gender and tourism in the Caribbean, this is not primarily the case for Montserrat.
45. The volcanic eruption demolished a vast array of tourism products, leading to a depreciation of the national GDP output generated from the industry. While the tourism sector prior to the eruption contributed about 20–36% of GDP, present contributions amount to less than 5% (Government of Montserrat, 2012). As the volcano remains dormant and the relocation process has taken effect, the resilient people are ready to showcase the unique attributes of a safe, tranquil, serene and picturesque island to the world. Following a national assessment of the tourism sector by the Government, its potential for growth, diversification and expansion has been established. The Government's Tourism Development Plan 2012–2022 notes the next steps for the national tourism products (figure F3).

F3: MONTSERRAT TOURISM MARKET POTENTIAL FOR EXPANSION AND DIVERSIFICATION



SOURCE: GOVERNMENT OF MONTSERRAT TOURISM PLAN 2012–2022, PP. 57–59.

46. For Montserrat to experience economic growth from the tourism sector, an enabling environment would have to be created to harness the envisioned products. To this end, specific strategic medium-term actions that are targeted by the Montserrat Sustainable Development Plan 2008–2020 include:
 - i. Commence construction of a jetty, breakwater and fishing fleet safe harbour and reintroduce the ferry services;
 - ii. Complete infrastructure development for Little Bay Phase II;
 - iii. Improve the road network and utilities to St Peter's Parish and complete Phase I construction of government buildings;
 - iv. Improve air transportation services between Montserrat and Antigua;
 - v. Develop the tourism product and market and exploit niche tourism opportunities, i.e., volcano tours, day tours, university/college groups, diving, bird watching, etc.
47. It is evident from this list that many activities in the tourism industry will be heavily dependent on the construction sector. Montserrat's employment statistics in 2012 depicted the construction industry as the second largest industry in the country. A total of 388 persons work in the industry, of whom 380 are male and 8 are female (table T5).

T5: EMPLOYMENT IN THE CONSTRUCTION SECTOR

EMPLOYMENT STATUS	Males	Females
Employed	300	8
Unemployed	70	0
Not in labour force	9	0
Other	1	-
TOTAL	380	8

SOURCE: CENSUS 2011.

48. Although the data do not reveal the areas in the construction sector where women work, research conducted on gender and construction show that most are engaged with administrative, technical and professional work and no more than 1% are involved at the operative level (Clarke, 2005). On the other hand, more women work in the service side of the tourism industry (table T6).

T6: EMPLOYMENT IN THE HOTEL AND RESTAURANT INDUSTRY

EMPLOYMENT STATUS	Males	Females
Employed	28	77
Unemployed	0	3
Not in labour force	0	1
TOTAL	28	81

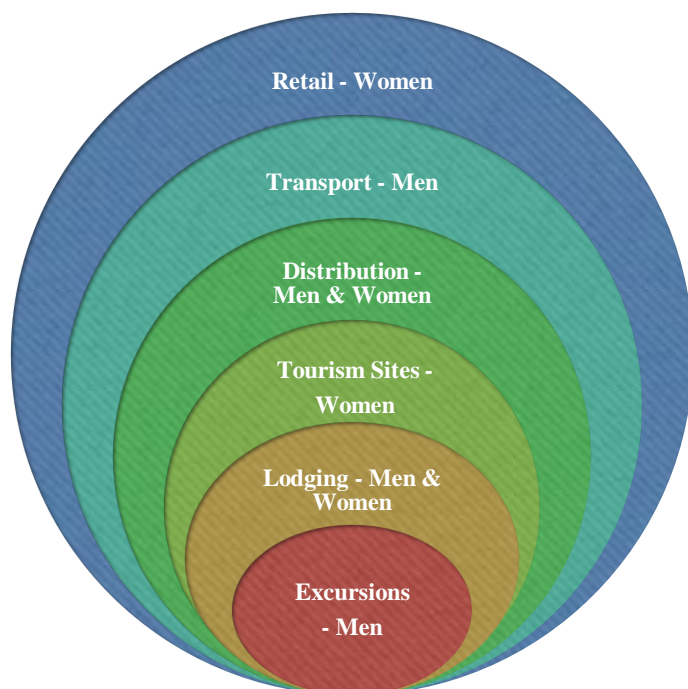
SOURCE: CENSUS 2011.

49. The tourism value chain is likely to extend employment in sectors such as public administration, transport, storage and communications as well as to other labour force participants who offer services to the industry e.g., gardeners, painters, electricians, etc. In the absence of data from the other sectors, the Tourism Department gave a picture of the industry based on its interaction with workers (figure F4).

5.1.2 Gender Entry Points: Tourism & Related Services

- ✓ Develop an awareness-raising campaign for both the construction industry and tourism-related services led by the unions, senior public and private sector officials as well as construction managers, regarding the benefits of diversity in the workplace and its link to economic growth.
- ✓ Conduct consultations with stakeholders to develop a policy for the construction industry to include an agreed percentage of women at construction sites to assist in altering the present homogenized industry. There could also be special provisions in the tourism service-related industry to have a percentage of males in the female-dominated fields and vice versa.
- ✓ Engage approximately equal members of each sex in all forthcoming training sessions for the tourism industry and introduce a gender-sensitive recruitment process.

F4: ESTIMATE OF WHERE MEN AND WOMEN WORK IN THE TOURISM SECTOR



SOURCE: TOURISM DEPARTMENT, JUNE 2014.

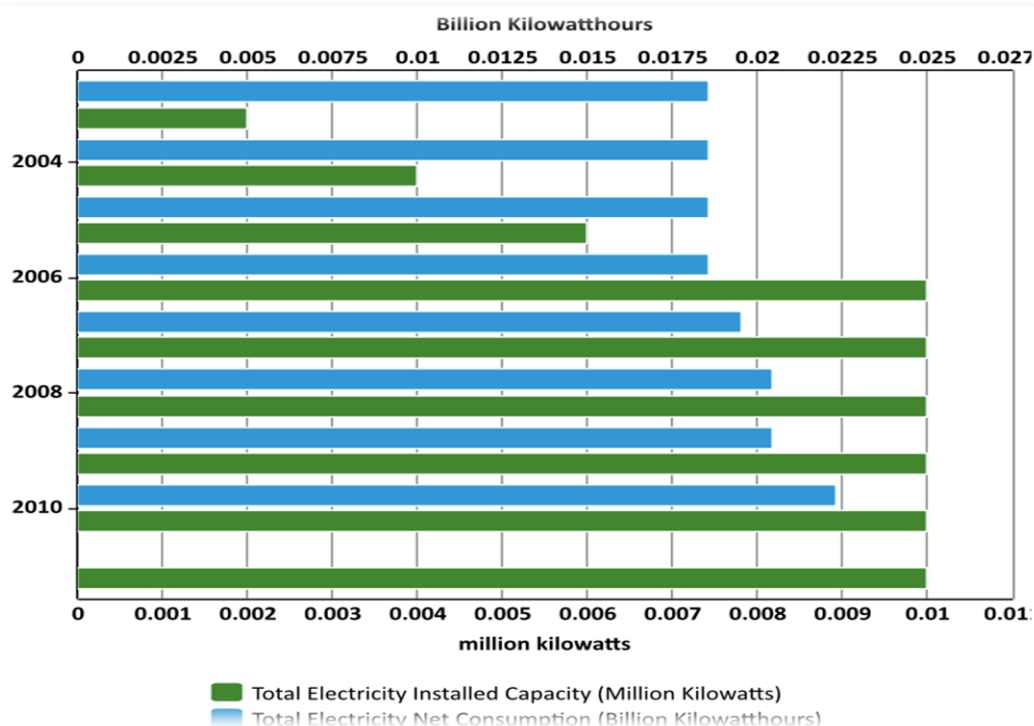
50. While both women and men play a role in the sector, there is an obvious occupational segregation. The skills base used by women in the domestic sphere is tapped into at the workplace to employ women in roles seen as an extension of their domestic duties (Harris, 2011). The lack of additional local data inhibits a complete analysis, but the industry globally is noted for issues of abuse, low wages and limited career mobility for certain categories of workers. The seasonal nature of the industry and the likelihood of small micro-enterprise owners performing duties that will be seen as an extension of their domestic work lead to a high number of unpaid work hours, leaving the high population of female workers in the industry vulnerable to economic shocks.
51. The Tourism Development Plan is silent on the gender issues in the industry and its impact on economic growth, but of concern to the Tourism Department is the prevailing number of women in the service sector and the limited number of men accessing the training opportunities available.⁷
52. As tourism and its related services feature prominently as one of the economic drivers of the Montserrat Sustainable Development Plan 2008–2020, more thought should be given to how the industry in its current state affects the livelihoods of both women and men. As the Plan is implemented and the infrastructure for tourism becomes fully operational, occupational segregation will continue to dominate the industry if the stereotypes currently being exhibited are not strategically addressed.

⁷ Discussions held with senior officials of the Tourism department during field mission, 8 June 2014.

5.1.3 RENEWABLE ENERGY

53. It is widely recognised that increases in oil prices have become a financial strain for countries with limited budgets, notwithstanding the negative environmental impact of fossil fuels and Carbon Dioxide (CO₂) emissions. Montserrat's electricity consumption is also approaching its maximum use, as figure F5 demonstrates. Hence, there is a move towards renewable energy sources.

F5: MONTSERRAT ELECTRICITY INSTALMENT CAPACITY AND CONSUMPTION



SOURCE: KNOEMA⁸ (ACCESSED JULY 2014).

54. The Montserrat Sustainable Development Plan 2008–2020 outlines the country's renewable energy objective as, to “diversify the county's energy supply by the harnessing of geothermal and wind energy for domestic consumption, export to Organisation of Eastern Caribbean States (OECS) neighbours as well as the attraction of high value-added energy-intensive business enterprises” (Ministry of Economic Development and Trade, 2010, p. 40).
55. Moving forward to create an enabling environment for renewable energy, an energy policy for 2008–2027 has been developed with proposals for the necessary legal framework. The policy is divided into four phases with targets for implementation within a 5, 10, 15 and 20-year period. Although the policy examines the economics, logistics, risk management and capacity development of renewable energy, it is devoid of gender considerations. In other words, whereas clearly an economy fuelled by renewable energy will have benefits for both women and men, there has been no analysis of its different impacts on their lives.

⁸ Knoema is an Energy International Administration knowledge platform. The source was validated with the Montserrat Statistical Department.

56. Research in other countries has provided substantial evidence demonstrating the gender dimensions of energy use and different impacts on the lives of women and men (Clancy & Roehr, 2003). As long as women continue to be socialised with responsibilities for domestic affairs in the home, which leads to occupational choices in that vein, while men are socialised to occupy fields that aid in defining their masculinity, gender implications will be found in the energy sector. The uses of energy in the public and private sectors / spheres vary between men and women. As women in Montserrat continue to be household energy consumers and end users, their involvement in product design and implementation can lead to a more equitable delivery of the national energy plan.
57. It is noted in the report of the Medium Term Development Strategy 2008–2012 that the policy is still in the exploratory stage, and hence a number of targets are yet to be met. Renewable energy is a highly technical and capital-intensive industry; it is thus laudable that capacity development and the creation of employment in the energy sector are national policy priorities.
58. The Montserrat Utilities Limited (MUL) currently oversees the country's energy supply. The policy grants the MUL the mandate to continue this function for the duration of the policy when the geothermal plant is operational. Table T7 shows that only about a quarter of the staff at the MUL is women, most of whom work in finance and administration and none of whom are among the technical staff.

T7: MONTSERRAT UTILITIES LIMITED STAFFING LIST

Staff	Male	Female	Total
Management			
Water	2	1	3
Electricity	3	0	3
Finance	1	1	2
Administration	3	1	4
Subtotal	9	3	12
Technical			
Water	13	0	13
Electricity	30	0	30
Subtotal	43	0	43
Finance	6	12	18
Administration	1	4	5
Subtotal	7	16	23
Total	59	19	78

SOURCE: MONTSERRAT UTILITIES LTD., AUGUST 2014.

59. The current gender gap in the MUL's staffing confirms Danielsen's observation that some countries view the modern energy technology business as 'men's work', with women expected to function in less profitable, biomass-based micro-

5.1.3 Gender Entry Points: Renewable Energy

- ✓ Develop a gender mainstreaming strategy in the medium-term for the energy sector to address the gaps identified in the policy, ensuring that gender indicators are incorporated in the forthcoming policy action plans.
- ✓ Appoint a gender focal point in the policy implementation unit, following consultation with the human resource department, with clear terms of reference and adequate training to guide the implementation of the policy.
- ✓ Ensure awareness-raising and sensitisation take place at the primary and secondary levels to inspire students to consider employment opportunities in renewable energy. This should be supported by government scholarships, with female applicants encouraged to apply to bridge the gender gap in the industry.
- ✓ Build the capacity of civil society organisations (CSOs) to raise awareness at the grassroots level on gender issues in the energy sector and the enterprise opportunities available. This will facilitate ownership and sustainability.

enterprises (2012, p. 19). As the renewable energy sector is in its infancy, Montserrat has the opportunity to create an equitable industry while ensuring that the implications for women and men are considered in the implementation process of the policy. Transformative gender programming can be introduced to not only tackle gender gaps but also seek to transform gender relations and promote gender equity.

5.1.4 INNOVATIVE MINING/MANUFACTURING

60. The fourth economic growth driver identified is mining and manufacturing. The medium term strategic objective calls for the “expansion of mining and quarrying activities and exploration of the feasibility of piloting the manufacturing of products from volcanic ash and pumice and to create policies and regulations that facilitate sustainable private sector development” (Ministry of Economic Development and Trade, 2010, p. 62). The target is to get this sector to increase its contribution to GDP at least by 100%.
61. The contributions from this sector have fluctuated over the years, as seen in table T8, with a recent upward trend from the manufacturing sector and a projection for increased productivity in 2014. Activity in the mining sector is gaining momentum with a projected estimate of 0.98% in 2014. A review of the industries in 2012 revealed satisfactory performance, notably the development of an investment promotion strategy; nevertheless, concerns were raised regarding the absence of the private sector in the implementation of the policy and action plan.

T8: GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY IN CURRENT PRICES (EC\$M)

Industry	2008	2009	2010	2011	2012	2013	2014
Mining & quarrying	1. 55	0. 61	0. 30	1. 20	0. 79	0. 96	0. 98
Manufacturing	2. 72	2. 50	2. 31	2. 31	2. 54	2. 73	3. 03

SOURCE: MONTSERRAT STATISTICS DEPARTMENT AND ECCB. 2013 AND 2014 FIGURES ARE ECCB ESTIMATES.

62. As the second largest growing sector in the Montserrat economy, experiencing a 15% growth rate (Ministry of Finance, 2013 & 2014), the mining and quarrying industry is poised to yield benefits in household income for Montserradians. In March 2012 the industry accounted for 131 persons: 86 males (76 employed, 8 unemployed and 2 not in the labour force) and 45 females (43 employed and 2 not in the labour force) as shown in table T9.

T9: EMPLOYMENT IN THE MINING, QUARRYING AND MANUFACTURING INDUSTRIES

Industry	Males employed	Male unemployed	Males not in labour force	Females employed	Females unemployed	Females not in labour force	Total
Mining & quarrying	24	1	0	4	0	0	29
Manufacturing	52	7	2	39	0	2	102
Total Industry	76	8	2	43	0	2	131

SOURCE: 2011 CENSUS

63. The manufacturing industry has recently added an additional producer in the form of a tobacco company that currently employs 14 persons 3 males and 11 females⁹.
64. The data demonstrate that the quarrying and mining sectors are predominately male: 86% male and only 14% female. This supports the literature review, which shows the sector is engendered with cultural nuances of male machismo. The gap is closer in the manufacturing sector, which is approximately 60% male and 40% female.
65. As the industry grows, intentional efforts to close the gender gap will have to be addressed, not from the standpoint of adding women but from a strategic injection of training, social dialogues and awareness-raising to address the structural gender constructs in the society that lead to occupational segregation.

5.2 GENDER, EDUCATION, TRAINING AND LABOUR

5.2.1 EDUCATION AND TRAINING

66. Poverty reduction, economic growth and sustainable development cannot be attained in the absence of gender-equitable education and training. Governments worldwide have shown their commitments to education by enacting legislation, policies and plans to guarantee equal access for all. In Montserrat an Education Act and an Education Development Plan 2012–2020 are in place. Schooling is compulsory and free until the age of 16 or when a certificate or diploma has been attained; within this age limit; “subject to available resources all persons are entitled to receive an educational programme appropriate to their needs”(Education Act, 2008).
67. The island has facilities for early childhood, primary, secondary and community college education. The University of the West Indies (UWI) offers online courses for tertiary education through its Open Campus. Efforts have been made by some teaching staff and civil society organisations (CSOs) to offer special needs education. Following local advocacy efforts, teaching for special needs students came into effect in 2012/2013 at the Montserrat Secondary School, with individual education plans are used for instruction.

⁹ Data provided by the manager of the Tobacco Company in March 2015.

68. The 2011 national Census shows 96.5% of the population to be literate (table T10). Although the data are not disaggregated by sex, it is evident that the majority of Montserrat's illiterate population is over the age of 60. While ad hoc adult literacy classes are sometimes held on the island, there is currently no formal adult literacy programme.

T10: LITERACY STATUS OF THE POPULATION OVER 10 YEARS

Age Group	Literacy Status			
	Literate	Illiterate	Don't know	Total
10 - 19 years	669	1	0	670
20 - 29 years	557	2	0	559
30 - 39 years	642	9	0	651
40 -49 years	764	10	0	774
50 - 59 years	611	19	0	630
60 -69 years	447	34	0	481
70 years and over	329	70	1	400
Total	4019	145	1	4,165

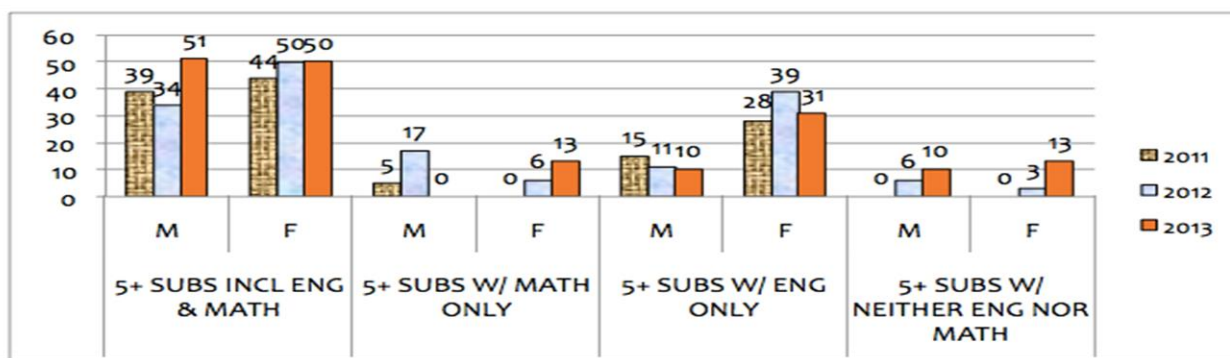
SOURCE: MONTSERRAT STATISTICS DEPARTMENT, MARCH 2012.

69. Due to the small population size, it is rare to encounter children who are not enrolled in school. Gender parity – which ensures an equal enrolment ratio of girls and boys – will therefore only reflect numeric figures of the school population, with student performance presenting the scenario for enhanced analysis. Girls at the primary level outperform boys in all grades with the exception of grades 1 and 4 where parity is manifested in the two government primary schools. 'For example, in Brades the range for writing for boys is 39 and for girls 74' (Ministry of Education, 2013, pp. 19-24).
70. Montserrat has one secondary school. Students at the end of their fifth year can be assessed up to a maximum of 10 subjects via the Caribbean Examination Council's (CXC) Caribbean Secondary Education Certificate (CSEC) and the Caribbean Certificate of Secondary Level Competency (CCSLC). The Ministry of Education's 2012/2013 review of students' achievement based on five subjects taken at CSEC demonstrated a near parity performance in 2013 (figure F6). The trend from 2011 and 2012 had girls performing at a higher rate than boys. Montserrat's data for performance in five subjects with mathematics only had boys performing at a better rate than girls until 2013; however, the trend of girls having higher grades in English prevailed. This observation when juxtaposed with CCSLC performance (figure F7) highlights secondary school boys faring comparatively better than girls in the last three years.

5.1.4 Gender Entry Points: Innovative Mining/ Manufacturing

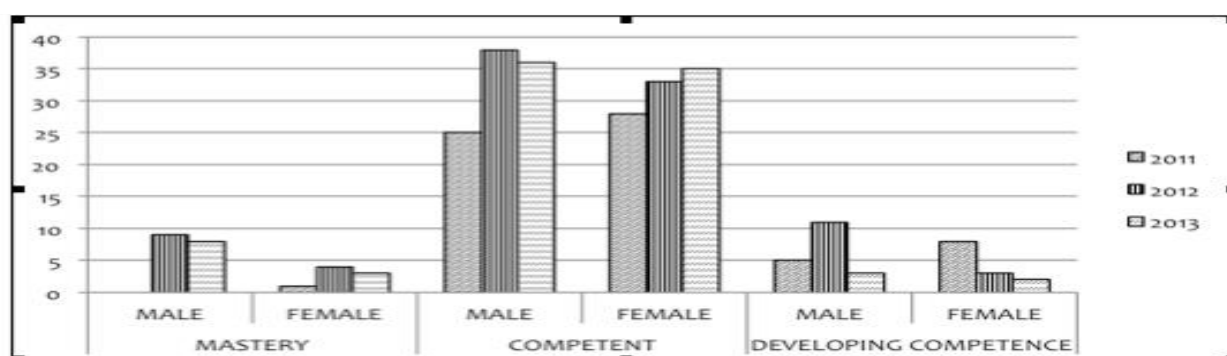
- ✓ Conduct social dialogue on occupational segregation for industry senior managers and directors to develop a consultative strategy to bridge the gender gap in the industry.
- ✓ Engage with NGOs and FBOs to raise awareness on gender issues, assisting national efforts to deconstruct socialized gender norms.
- ✓ Advocate at the primary, secondary and tertiary level for female students to explore career opportunities in the mining and quarrying sectors.
- ✓ Encourage female participation in the mining and quarrying sectors through strategic support such as government scholarships.
- ✓ Develop equitable strategies to ensure that neither girls nor boys are marginalized in the pursuit of empowerment initiatives.

F6: SEX-DISAGGREGATED PERFORMANCE AT CSEC, 2011



SOURCE: MINISTRY OF EDUCATION.

F7: SEX-DISAGGREGATED PERFORMANCE AT CCSLC, 2011-2013



SOURCE: MINISTRY OF EDUCATION.

71. The limited data available hampers the examination of gender issues at the primary and secondary levels. A number of Caribbean practitioners and policy makers deduce from enrolment and performance rates the underperformance of either boys or girls in the education sector. This conclusion omits the range of personal, social and economic factors that deters the performance of boys and girls in schools as well as labour force participation issues (Bailey¹⁰ & Charles, 2010). The political economy of the Caribbean, including the nexus of patriarchy and an engendered socialisation, will play a pivotal role in identifying the specific gender-related issues in education. Discussions with education practitioners suggest that Montserrat's underperforming boys primarily come from economically marginalised backgrounds; nevertheless, an in depth study with empirical evidence is needed to support this observation.
72. The Education Department has noted the possibility of boys going through the education system and barely interacting with men in the classroom due to a shortage of male teachers, though it must be noted that students have interactions with other male support staff in the school system. Options to engage men are being raised, including increased salaries. As with other sectors, socialised norms of what constitutes 'women's work' and 'men's work' are critically at play in the education sector. Higher salaries for teachers

¹⁰ Barbara Bailey is a retired Professor of Gender and Education and former Director of the Institute of Gender and Development Studies. Her work on gender differentials in the secondary school level of Caribbean education systems informed the development of a policy framework for CARICOM member states.

across the board would be commendable and much deserved, but this will not tackle the socially constructed nuances associated with the profession. For example, an OAS study in the Caribbean noted educators steering girls away from engaging in certain tasks or enrolling in certain subjects regarded as more suited to boys (Williams, 2012). Finding ways to challenge and deconstruct the gender biases and barriers will assist in creating an enabling society, where all professions are valued and not stereotyped.

T11: TEACHERS IN THE MONTSERRAT EDUCATION SYSTEM

LEVEL OF EDUCATION	MALE TEACHERS	FEMALE TEACHERS	TOTAL
PRIMARY	2	32	34
SECONDARY	15	19	34
TERTIARY	2	1	3
TOTAL	19	52	98

SOURCE: MINISTRY OF EDUCATION

73. According to the Ministry, although curricula are developed to engage both girls and boys, the preferred teaching style is generally more favourable to the former. A review of primary and secondary schools' organisation and instructional practices in curriculum delivery undertaken in 2012 assessed the "usefulness of resources and materials for use in class on addressing issues relating to gender". In response, three of the respondents at the secondary school agreed the resources were useful, three disagreed and three did not know, while six of the primary school respondents agreed, nine disagreed and four did not know (Ministry of Education, 2012). This varied response demonstrates either uncertainties on the conceptualisation of gender or the inability of the curriculum to convey the gender-sensitised instruction it is intended to deliver.
74. The Montserrat Community College (MCC) offers the Caribbean Advanced Proficiency Examination (CAPE) Associate Degree, building construction and nursing assistant programmes. Courses are offered both full and part time. The comprehensive list of courses offered is outlined in table T12.

T12: COURSES OFFERED AT MONTSERRAT COMMUNITY COLLEGE

FULL-TIME PROGRAMMES	ADULT AND CONTINUING EDUCATION (PART-TIME)
CAPE Associate Degree Programme <ul style="list-style-type: none"> ○ CAPE Examination subjects 	Caribbean Advanced Proficiency Courses <ul style="list-style-type: none"> ○ Entrepreneurship ○ Digital media unit ○ Agricultural science ○ Economics ○ Law ○ Geography ○ Computer science
Building construction/ maintenance <ul style="list-style-type: none"> ○ Carpentry ○ Masonry ○ Electrical Installation ○ Plumbing 	Caribbean Secondary Education Certificate (CSEC) at CXC <ul style="list-style-type: none"> ○ Additional mathematics ○ English language ○ Mathematics ○ Electronic document preparation and management ○ Office administration ○ Principles of business ○ Principles of accounts ○ Information technology ○ Technical drawing

FULL-TIME PROGRAMMES	ADULT AND CONTINUING EDUCATION (PART-TIME)
Provided sufficient qualified applicants are available, the following courses are also offered	General interest courses
<ul style="list-style-type: none"> ○ Office administration (secretarial) ○ Nursing assistant – 18 months 	<ul style="list-style-type: none"> ○ Computer literacy (beginners) ○ Computer literacy (advanced) ○ Home maintenance skills for women ○ Conversational French ○ Conversational Spanish ○ Surveying ○ Selected CAPE courses

SOURCE: MONTSERRAT TRAINING COLLEGE.

75. Due to a large percentage of the population migrating for tertiary education post-secondary school, the MCC has a low annual student enrolment rate. The student population size over the last three years has been under 200 (table T13).

T13: MONTSERRAT COMMUNITY COLLEGE ENROLMENT, 2010–2013

	FULL TIME														
YEAR	CAPE YEAR 1		CAPE YEAR 2		NURSING ASSISTANT		TOTAL		FULL TIME	PART TIME		TOTAL ENROLLMENT			
	M	F	M	F	M	F	M	F		M	F	TOTAL	M	F	TOTAL
2010/2011	6	9	3	5	0	6	9	20	29	18	44	62	27	64	91
					BUILDING CONSTRUCTION										
2011/2012	12	10	2	5	11	0	25	15	40	28	89	117	53	104	157
2012/2013	12	11	12	7			24	18	42	15	41	56	39	59	98

SOURCE: MONTSERRAT COMMUNITY COLLEGE

76. An immediate concern is the high drop-out rate from the CAPE programme transitioning from year 1 to year 2, which averages about the same for men and women with the exception of 2011/12 when a higher percentage of the male population did not return for their second year. The non-CAPE nursing assistant programme and building construction course, offered bi-annually, are accessed by females and males respectively. This in (table T13) attests to the occupational segregation that exists in the labour force. The building construction programme comprises courses in plumbing, masonry, electrical installation, communication and language.
77. The Montserrat Technical College was demolished during the volcanic explosion. To date, a replacement has not been built. Thus a limited number of vocational courses are taught by the MCC bi-annually or when a sufficient number of students register for the class. Local institutions offer ad hoc vocational training courses; however, these courses cannot be certified at the Caribbean Vocational Qualification (CVQ) level. The trainings include but are not limited to the Youth Department Helping Youth Prepare for Employment (HYPE) Training Course, Ministry of Tourism training programmes and Montserrat Development Corporation business plan development training.
78. Degree-level tertiary education mainly caters to working adults, and the majority of the students are female. This observation is applicable for first degree and associate degree programmes. Table T14 shows enrolment by programme at the UWI Open Campus in 2012–2013. UWI also offers a varied array of short non-degree courses annually.

T14: UWI OPEN CAMPUS ENROLMENT BY PROGRAMME AND STATUS, 2012–2013

PROGRAMME	STUDENT STATUS						TOTALS
	New			Continuing			
	M	F	T	M	F	T	
BSc Accounting	-	4	-	1	12	13	17
BSc Banking & Finance	-	-	-	-	1	1	1
BSc Youth development work	1	1	2	-	-	-	2
BEd Early childhood development & family studies	1	-	1	-	-	-	1
BEd Primary education	-	-	-	-	1	1	1
BEd Literacy	-		-	-	1	1	1
BSc Management studies	1	2	3	1	21	22	25
ASc. Business management	-	1	1	-	-	-	1
ASc. Paralegal studies	-	-	-	-	-	-	-
ASc. Social work	1	4	5	-	5	-	10
ASc. Administrative professional office management	-	-	-	-	3	3	3
Certificate in Criminology	-	-	-	-	-	-	-
Community policing	-	-	-	-	-	-	-
Diploma in youth development work	1	-	1	-	-	-	1
TOTAL	5	12	17	2	44	46	63

SOURCE: UWI OPEN CAMPUS, MONTSERRAT.

79. The low participation rate of men in tertiary education should be an area of great concern. Although some students may choose to go abroad for studies, the participation rate of 4.35% males and 95.65% females among continuing students and 29.41% males and 70.59% females among new students calls for further research in this area to determine the overarching issues.
80. Enrolment in the Associate Degree programmes is also highly disproportionate, with 80% females at in any given year. Practitioners and participants in the focus group discussion suggested that men have more commitments to provide for their families and the means to earn money and thus do not opt to invest their time in a long programme.
81. Although these statements by participants will require further research, their assumptions support the United Nations Educational, Scientific and Cultural Education's (UNESCO) Latin America and the Caribbean regional review in the 2009 *Educational for All Report*. The report, based on empirical findings, puts forward that the "socio-economic context, occupational practices and gender identity in school all appear to play a role in keeping boys away. Particularly, among disadvantaged and excluded groups, boys are more likely to leave school early to earn a living, opting for shorter and less academic secondary education programmes that do not offer the chance to continue to the tertiary level" (UNESCO, 2009).
82. The majority of the population have received a secondary level education up to fifth form, with men outnumbering women in this category. Beyond the secondary level, more women have received an education at the pre-university, post-secondary/ college and university levels.

5.2.1 Gender Entry Points: Education & Training

- ✓ Conduct research on underachieving boys in the education system to target interventions to suit their needs.
- ✓ Create a gender balance among teachers, coupled with awareness-raising on the value of having a gender balance in the education sector.
- ✓ Establish a technical and vocational school to meet the needs of students not opting for tertiary education at the university level. In the medium term, the Montserrat Community College should expand its vocational training subjects.
- ✓ Promote equal opportunities for females and males in all professions.
- ✓ Seek innovative means of establishing recreational facilities for young people as Montserrat rebuilds its new capital.
- ✓ Engage NGOs and FBOs as indicated by the youth policy to promote delayed sexual intercourse among the youth.
- ✓ Introduce health and family life education in the schools and parenting education at the community level to increase sensitivity to gender issues in the society.

T15: MONTSERRAT POPULATION LEVEL OF EDUCATION

EDUCATION LEVEL	SEX		
	MALE	FEMALE	TOTAL
No Schooling	97	65	162
Day-care	42	50	92
Pre-Schooling/ Nursery	50	46	96
Infant/ Kindergarten	24	30	54
Primary Grade (Standard 1-3)	219	176	395
Primary Grade (Standard 4-7)	605	481	1086
Junior Secondary	111	94	205
Secondary (Form 1-3)	185	146	331
Secondary (Form 4-5)	595	501	1096
Sixth Form	20	28	48
Pre-University/ Post- Secondary/ College	274	343	617
University	235	337	572
Don't Know	5	10	15
Not Stated	4	2	6
TOTAL	2466	2309	4775

SOURCE: MONTSERRAT STATISTICS DEPARTMENT, MARCH 2012.

83. The Government offers scholarships for tertiary education annually to its citizens. The observation of a high number of females educated at the tertiary level, coupled with scholarships being offered, will be explored in section 5.2.2 on labour to ascertain how the educational level of women and men is reflected in the labour market and how the scholarships offered are aligned to labour market needs.
84. Education for youth is meant to be holistic, with one aim being the development of social skills that will enhance young people's interaction in the work place. Recreational opportunities can assist in this regard, but young people in Montserrat express their dismay at the lack of recreational facilities on the island. This absence of recreational options has the potential to create opportunities for negative behaviour among young people.
85. Research conducted by the Pan American Health Organisation (PAHO), the Government and the European Union revealed that almost half (47.4%) of the 230 young people surveyed were sexually active. The youth attested in the same survey during focus group discussions that "a lot of people have sex here" and "about 98% are sexually active (boys and girls)"; 13% of the male and female respondents had also either been pregnant or got someone pregnant at the time the survey was conducted (Government of Montserrat, Pan American Health Organisation and European Union, 2012). Although data on national teenage pregnancy rates are not readily available, the issue of teenage pregnancy and early sexual debut should not be overlooked.

5.2.2 LABOUR

86. The volcanic eruption in 1995 challenged the labour force in Montserrat as three quarters of the island become uninhabitable. Businesses, government institutions and other places of work in the capital city of Plymouth were demolished and a large number of the population emigrated. Challenged with these unique experiences, labour force participation in industries such as tourism obviously contracted. The labour force currently consists of workers predominately situated in public administration, defence and social security, construction, wholesale and retail and health and social work.

87. Men dominate all the industries with the exception of health and social work. Similarly to many Caribbean countries, the Government has been the largest employer in the country for quite a number of years. Nevertheless, unlike most of the Eastern Caribbean where women dominate in the public sector, in Montserrat the number of men in the sector exceeds that of women.

T16: ECONOMIC ACTIVITY- EMPLOYMENT IN THE PAST 12 MONTHS BY SEX AND INDUSTRIES

Industries	Sex																							
	Total								Male								Female							
	Total	EMP	UNE	NLF	O	DK	NS	N/A	Total	EMP	UNEMP	NLF	O	DK	NS	N/A	Total	EMP	UNEMP	NLF	O	DK	NS	N/A
Total	4775	2540	178	1080	12	0	1	964	2466	1357	128	483	9	0	0	489	2309	1183	50	597	3	0	1	475
Agriculture Hunting & Forestry	38	37	1	0	0	0	0	0	31	31	0	0	0	0	0	0	7	6	1	0	0	0	0	0
Fishing	20	18	1	1	0	0	0	0	20	18	1	1	0	0	0	0	0	0	0	0	0	0	0	0
Mining & Quarrying	29	28	1	0	0	0	0	0	25	24	1	0	0	0	0	0	4	4	0	0	0	0	0	0
Manufacturing	102	91	7	4	0	0	0	0	61	52	7	2	0	0	0	0	41	39	0	2	0	0	0	0
ElectricityGasWater Supply	77	75	2	0	0	0	0	0	58	56	2	0	0	0	0	0	19	19	0	0	0	0	0	0
Construction	388	308	70	9	1	0	0	0	380	300	70	9	1	0	0	0	8	8	0	0	0	0	0	0
Wholesale & Retail Trade	292	278	8	6	0	0	0	0	148	143	3	2	0	0	0	0	144	135	5	4	0	0	0	0
Hotels & Restaurants	109	105	3	1	0	0	0	0	28	28	0	0	0	0	0	0	81	77	3	1	0	0	0	0
Transport Storage and Communication	179	176	3	0	0	0	0	0	115	114	1	0	0	0	0	0	64	62	2	0	0	0	0	0
Financial Intermediation	69	65	3	1	0	0	0	0	17	14	2	1	0	0	0	0	52	51	1	0	0	0	0	0
RealestateRenting & Business Activities	86	84	0	2	0	0	0	0	54	53	0	1	0	0	0	0	32	31	0	1	0	0	0	0
Public Administration & Defence Compulsary Social Security	649	633	10	6	0	0	0	0	355	344	6	5	0	0	0	0	294	289	4	1	0	0	0	0
Education	132	126	3	3	0	0	0	0	23	22	1	0	0	0	0	0	109	104	2	3	0	0	0	0
Health & Social Work	221	212	4	5	0	0	0	0	30	27	1	2	0	0	0	0	191	185	3	3	0	0	0	0
Other Community Social and Personal Service Activities	73	67	4	2	0	0	0	0	32	28	4	0	0	0	0	0	41	39	0	2	0	0	0	0
Activities of Private households as employers of Undifferentiated	138	130	6	2	0	0	0	0	51	48	3	0	0	0	0	0	87	82	3	2	0	0	0	0
Never Worked	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Dont know	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Not Stated	4	3	0	0	0	0	1	0	3	3	0	0	0	0	0	0	1	0	0	0	0	0	1	0
Not Applicable	2169	104	52	1038	11	0	0	964	1035	52	26	460	8	0	0	489	1134	52	26	578	3	0	0	475
EMP-Employed / UNEMP - Unemployed / NLF - Not in Labour Force / O - Other / DK - Don't Know / NS - Not Stated / N/A - Not Available																								

SOURCE: MONTSERRAT STATISTICS DEPARTMENT, MARCH 2014.

88. Census data from 2001 and 2011 in the section on education disclosed a trend of more women attaining post-secondary education than men. However, this achievement has not translated to more women achieving leadership positions as decision makers. Men make up 60% of leadership positions in the public sector compared to 40% for women, contradicting anecdotal observation of a Montserrat without issues of gender imbalance at the workplace due to the high number of women in government leadership positions.¹¹ The private sector is more equitable, with 51% female and 49% male decision makers.

¹¹ Statements made by persons interviewed to indicate Montserrat having achieved gender equality due to the high population of women supposedly in government decision-making positions.

T17: DECISION MAKERS IN THE PUBLIC AND PRIVATE SECTORS

MANAGERS	TOTAL	MALE	FEMALE
Public Sector Decision Maker	68	41	27
Private Sector Decision Maker	72	35	37

SOURCE: MONTSERRAT STATISTICS DEPARTMENT, MARCH 2012.

89. As stated previously, due to socialised gender norms of men's and women's work, men dominate the construction sector. Limitations of the research did not allow for a deeper understanding of the gender issues in the wholesale and retail industry. Doctors are perceived as both females and males; however, nursing is seen as 'women's work', with concerns expressed over the sexuality of men who choose to work in that profession. To date there are no male nurses in the island. Discussions on work in the health-care industry unearthed gender biases, stigma, discrimination and homophobia, despite the extension to Montserrat by the UK Government of legislation decriminalizing same-sex sexual activity.¹²
90. Unemployment in Montserrat as of 2011 was at 6.5%, with 8.6% of this population being male and 4.1% female. The ongoing implementation of the Montserrat Sustainable Development Plan 2008–2020 augmented economic activity between 2006 and 2011. In 2006 the unemployment rate was 13.7%, comprised of 11.6% males and 16.3% females (Statistics Department 2006 & 2011). Limited information on the sectors represented by the unemployed, hinders further analysis to ascertain the categories of persons thus classified. Nevertheless, the 2012 CDB-supported Survey of Living Conditions noted a large proportion of the unemployed "to be single persons and over 80% are headed by older persons, most of whom received pensions or other benefits; only one is headed by someone aged under 50 years. These findings are important as they reveal that poverty on the island is largely unrelated to unemployment" (Government of Montserrat and CDB, 2012, p. 55).
91. The volcanic eruption has increased the discourse around immigration for Montserratians. Issues range from immigrant communities in Montserrat contributing towards tax revenue and meeting labour market demands to Montserratians emigrating for either economic opportunities or tertiary education. As a member of the Caribbean Single Market Economy (CSME), Montserrat supports the Chaguaramas Revised Treaty, which includes 'free movement of labour' as one of its eight components. The number of Montserratians emigrating from 2001 to 2011 was 408.

T18: PERSONS EMIGRATING BETWEEN 2001 AND MAY 2011, BY YEAR MOVED AND SEX

YEAR MOVED	SEX		
	MALE	FEMALE	TOTAL
2001	16	9	25
2002	3	11	14
2003	19	16	35
2004	16	14	30
2005	18	13	31
2006	13	16	29
2007	17	13	30
2008	21	20	41

¹² Caribbean Territories (Criminal Law Order) 2000.

YEAR MOVED	SEX		
	MALE	FEMALE	TOTAL
2009	22	32	54
2010	30	65	95
2011	8	14	22
DON'T KNOW	1	1	2

SOURCE: MONTSERRAT STATISTICS DEPARTMENT, MARCH 2012.

92. The focus group discussions suggested that men tend to facilitate the migration of their female partners. The data do not allow for further probing to ascertain whether families are migrating together or individuals are migrating alone. Thus, the issues of women and migration and of children left behind due to migration could not be explored. Seventy-eight first-time work permit applications were received between 2012 and 2013. The data show the applicants to be predominately low-skilled men who are labourers followed by female sales clerks and domestic workers.

T19: WORK PERMIT APPLICATIONS/RENEWALS/VARIATIONS, 2012–2013

<i>Top 3 First Time Work Permit Applications 2012-2013</i>					
INDUSTRY	MALE	FEMALE	INDUSTRY	MALE	FEMALE
	2012	2012		2013	2013
Labourer	5	1	Sales Clerk	1	4
Sales Clerk	1	5	Bartender	0	4
Domestic Worker	0	5	Supervisor	3	0
TOTAL	6	11		4	8
<i>Two Additional Industries were in the third position, Pilot 3 men 0 Females and Cook/Chef 0 men and 3 females</i>					
<i>Top 3 Renewals/ Variations Work Permit Applications 2012-2013</i>					
INDUSTRY	MALE	FEMALE	INDUSTRY	MALE	FEMALE
	2012	2012		2013	2013
Labourer	45	4	Domestic Worker	0	43
Sales Clerk	0	43	Labourer	39	2
Domestic Worker	6	33	Sales Clerk	4	28
TOTAL	51	80		43	73
TOTAL WORK PERMITS ISSUED	166	144		151	126

SOURCE: DEPARTMENT OF LABOUR, JUNE 2014.

93. Migration trends to Montserrat are in line with the observation in the 2013 *World Migration in Figures* that almost 6% of all persons born in Latin America and the Caribbean were living in Organisation for Economic Co-operation and Development (OECD) countries in 2010/11. This figure increased by half a percentage point in the previous 10 years, corresponding to approximately 7 million additional emigrants. The emigration rate for Latin America and the Caribbean was more than twice the rate for Africa and almost seven times that for Asia (UN-DESA and OECD, 2013). Although undocumented workers in either the formal or informal economy are unaccounted for, anecdotal account of the high numbers of undocumented workers and migrants living in Montserrat, supports the 2013 World Migration observation on Caribbean migration.

5.2.2 Gender Entry Points - Labour

94. As Montserrat rebuilds its economy, there is a segment of the labour force that requires attention and consideration for policy makers. The calculation of productivity most often neglects activities engaged in by unpaid workers whose labour still makes contributions to fuel the economy. Work spent in caring for children and aging or physically challenged family members, in domestic responsibilities in around the home and in volunteering for community-based organisations to promote civic education and community development, just to name a few examples, are time consuming. Participants in focus groups discussions affirmed that women constitute the majority of persons engaged in the work identified as unpaid.
 95. This is substantiated by Stuart and Esquivel, who expounded on the toll of this type of work by women to include material costs such as energy, delayed or forgone employment opportunities, lost income and social security benefits. Other costs include the enjoyment (or not) of leisure time. These costs are major determinants of gender inequalities within both the non-market private sphere of the household and the public sphere of the market (Esquivel, 2013). It is important for the Government to employ time-use surveys as a development tool to present an accurate picture of economic contributions and as a means of data collection on the needs of the citizenry to inform policy development. Time-use studies provide a more complete picture of the society by making visible areas of productivity that contribute towards its well-being. By throwing a light on the paid and unpaid work of women and men, they improve conventional economic statistics and contribute to better estimates of national income or GDP in the economy and equitable, evidence-based policy-making.¹³
 96. The International Labour Organisation (ILO) Equal Remuneration Convention (C100) is yet to be extended to Montserrat by the UK. In its absence, the Montserrat Labour Code calls for “equal remuneration to men and women performing work of equal value for the employer and there shall be equal evaluation for equal work”. Legislation enforcing this includes the Employment Act 2002 (Government of Montserrat, 2012, p. 56). Complaints of wage gaps or any forms of wage discrimination in the workplace were not articulated during the course of the study. Although legislation on sexual harassment is currently non-existent, bringing into question the potential for redress, the Public Administration Bill makes mention of sexual harassment in its attached annex and reference to indecent assault is made in the Penal Code.
- ✓ Review the Women, Young Persons and Children’s Act to repeal hindrances to women working at night.
 - ✓ Develop a labour market policy with an implementation plan to include specific targets and outputs for women and men with sex-disaggregated benchmarks, as recommended by the ILO. This strategic move will incorporate addressing occupational segregation.
 - ✓ Conduct time-use surveys to quantify unpaid work and inform policy decisions and explore social security for unpaid workers.
 - ✓ Encourage the private sector, in the absence of a technical and vocational training institution, to facilitate public-private partnerships in the apprenticeship of females and males in occupationally segregated fields. The Ministry of Education can lead certification of students.
 - ✓ Conduct an advocacy campaign on occupational segregation as a priority.
 - ✓ Advocate for men to be involved in unpaid work at home and in the community as these responsibilities create an enabling environment for sustainable development.
 - ✓ Engage civil society in advocacy work for women in leadership and decision-making positions.

¹³ For more information on time-use surveys see Hirway, n.d. and Stuart, 2014.

97. Access to loans in Montserrat is not generally a challenge, with the exception of a few older persons 55 years and over who are deemed too old by the bank. Delivery of financial services and loans according to the institutions are gender neutral, with both women and men able to access loans once they meet the institution's requirements. In 2013, the Montserrat Building Society Limited issued 18 loans, 14 of which were granted to women and 4 to men, all of which were primarily used for home mortgages. The Royal Bank of Canada also noted an even disbursement of loans with the exception of those for vehicles, which were mostly accessed by women. An interrogation of the high number of women accessing loans would be useful in providing a fuller comprehension of the economic issues being faced by these women; however, the limitations of the research does not allow for further probing.
98. The 2009 Survey of Living Conditions, published in 2012, found 25% of households and 36% of the population to be poor and 19% of households and 20% of the population to be vulnerable to poverty (Government of Montserrat and CDB, 2012, Table 3.3, p. 50). As Montserrat rebuilds its lost infrastructure and the majority of the economic activity can be found in the construction sector, it is likely that women identified as 'statistically poor or vulnerable', including migrant women, might consider engaging in such untraditional livelihood opportunities to meet basic needs. However, although no longer in existence, a history of archaic laws such as the Employment of Women and Young Persons and Children's Act, which barred women from working at night, has strengthened occupational segregation and made the industry unwelcoming for females.
99. Both the Labour Code and the Employment Act make provision for women in the labour force to be granted 28 days paid maternity leave after not less than one year of continuous service with an employer. The subject of paternity leave is not commented on in the Employment Act; however, the Labour Code grants the husband or de facto spouse, upon application, paternity leave for no more than two weeks. This is a commendable move towards gender equality as paternity leave provides an important opportunity for fathers to nurture their infants and to support new mothers with the many physical and emotional demands related to childbirth and caring for new-borns. Paternity leave provisions are becoming more common and reflect evolving views of fatherhood. These shifts in relationships and perceptions of parenting roles may herald more gender-balanced approaches to care-giving and unpaid work (International Labour Organisation, n.d.).
100. People living with HIV and AIDS are protected under the labour code prohibiting discrimination against employees or any person based on their HIV status. No formal records or complaints were made regarding discrimination in the work place based one's HIV status

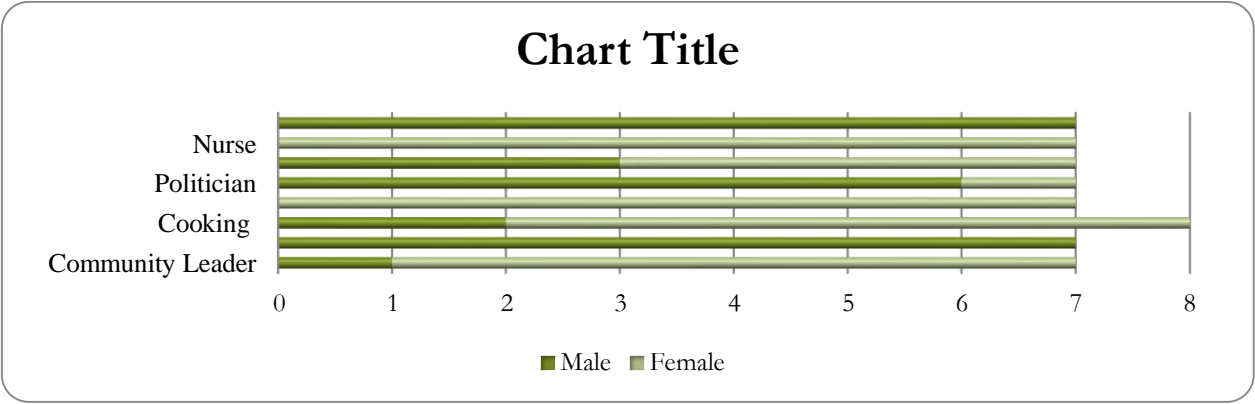
5.3 GENDER, CULTURE AND SOCIALISATION

101. According to the draft culture policy, the culture of Montserrat is "the distinctive way of life of a people called Montserratians" (Government of Montserrat, 2012). However, as in the rest of the Caribbean, this culture has been shaped by gendered experiences that have evolved over time. Mohammed (1998) attests to the residual effects of euro-centrism and the elitism of the white planter class on the dynamics of race and gender in each society and the construction of masculinities and femininities. While race is not in the forefront of the Montserratian culture, issues surrounding class can be observed. Gender socialisation has taken place to create the current understanding of what it means to be female or male. Gender socialisation here refers to the shaping "process during which values, customs and behavioural norms that account for sexual differentiation in adult personal identity and behaviour are transmitted" (Chevannes, 2001).
102. Focus group discussions revealed the belief that 'gender' meant the inclusion of women rather than the "social attributes and opportunities associated with being male and female, and the relationships between women and men and girls and boys, as well as the relations between women and those between men" (UN-Office of the Special Advisor on Gender Issues and the Advancement of Women, 2001). These attributes, opportunities and relationships "are socially constructed and learned through socialisation processes. They

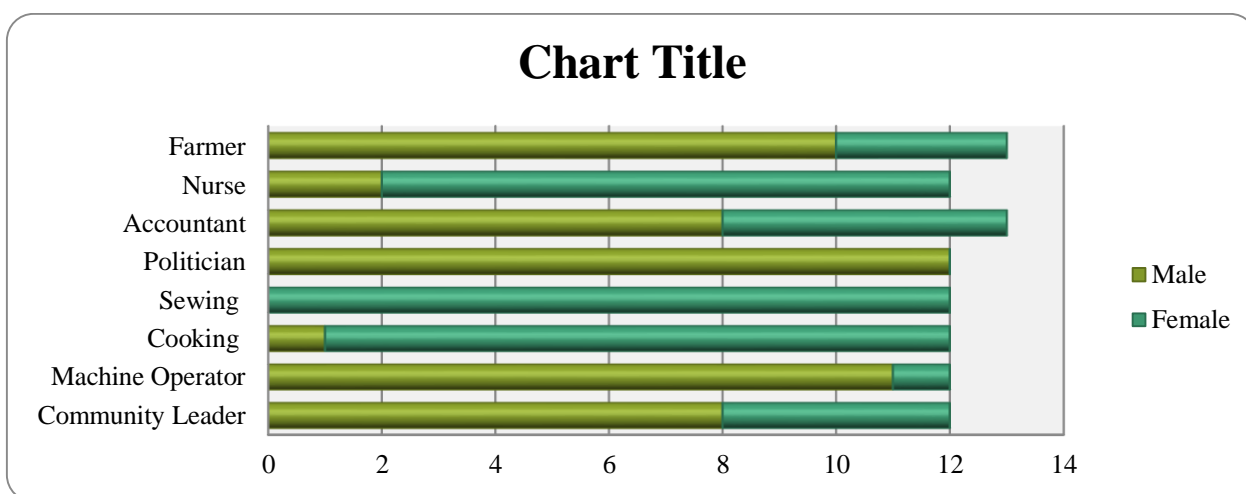
are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in given socio-cultural context” (ibid.). Additionally, gender identity refers to the complex relationship between sex and gender, referring to a person's experience of self-expression in relation to social categories of masculinity or femininity. A person's subjectively felt gender identity may be at variance with their sex or physiological characteristics (Amnesty International, n.d.).

- 103. This limited knowledge of gender elucidates the minimal gender analysis reflected in government plans, programmes and policies. Operating from a gender-neutral premise, national development strategies and plans run the risk of omitting structural inequalities, some of which have been disclosed in the previous sections.
- 104. The prevalence of occupational segregation led to an interrogation of gender roles with focus group participants comprising of 8 women and 12 men in the formal economy. Survey participants were presented with a number of tasks and roles – sewing, cooking, a farmer, a nurse, an accountant, a politician, a machine operator, budgeting and a community leader – and asked which of the roles they identified with females and males. Additionally, the tasks/ roles of the breadwinner, planning, decision-making and head of the family were explored to ascertain who it was felt had access to decision-making in Montserrat.
- 105. All the participants identified the role of a farmer to be male, while that of a machine operator was identified as male by all the women and the majority of the men. Cooking was associated with women by 91.7% of males and 75% of females. All the men and women identified sewing with females. All the men and 85.7% of the women associated a politician with being a male, while 66.7% of the men and 14.3% of the women identified a community leader as being female (see figures F8 and F9). An accountant was identified as male by 72.7% of the men and 57.1% of the women.

F8: WOMEN’S RESPONSES ON ROLES REGARDED AS FEMALE OR MALE

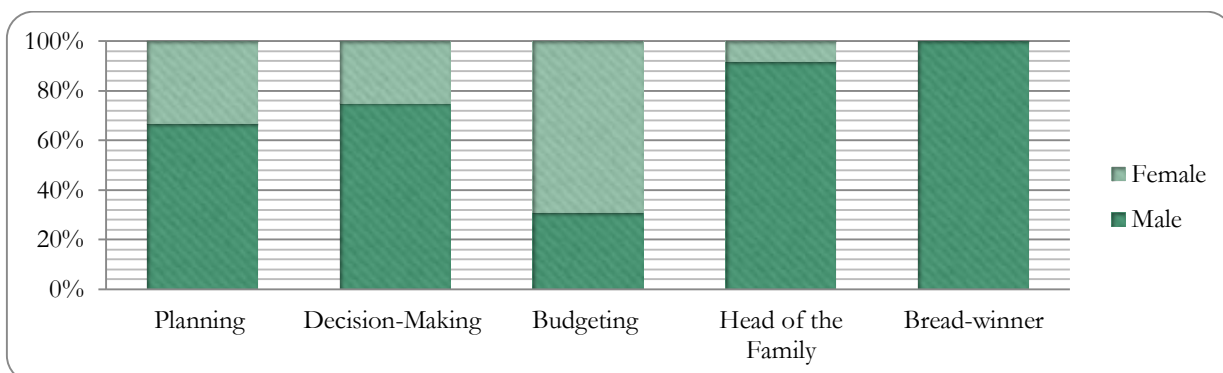


F9: MEN'S RESPONSE ON ROLES REGARDED AS FEMALE OR MALE

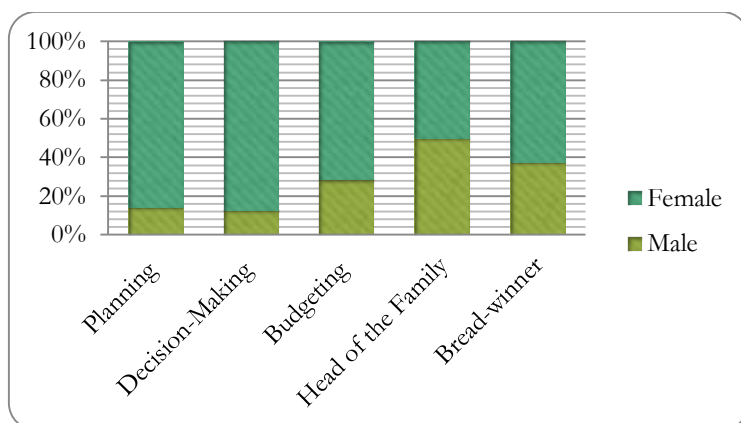


106. These findings provide an insight into the prevalent occupational segregation in Montserrat. Various schools of thought have explored the notion of socialisation playing a part in solidifying traditional sex roles. Corcoran and Courant's investigation of sex role socialisation and occupational segregation, discussed by Marini and Brinton (1984), asserts the possibility of sex role socialisation influencing economic behaviour. Eccles and Hoffman (1984) reasoned that socialisation shapes the preferred choice of tasks to be performed by girls and boys, with each sex opting for sex-appropriate actions. Thus "families treat boys and girls differently in a way that advantages boys once they enter the labour market and sex typicality of mothers' occupation influences that of daughters" (Corcoran and Courant, 1987).
107. In assessing access to decision-making, all the men in the focus groups identified males as breadwinners but only 37.5% of the women did so. Nevertheless, 50% of the women saw males as heads of the family while 50% of both men and women associated budgeting with females. Both women and men primarily associated their own sex with planning and decision-making, with 87.5% of the women seeing females as decision-makers compared to 75% of the men who saw males in this role.

F10: MEN'S RESPONSE TO ROLES ASSOCIATED WITH DECISION-MAKING



F11: WOMEN'S RESPONSE TO ROLES ASSOCIATED WITH DECISION-MAKING



108. A high percentage of the women identified themselves as decision makers and community leaders. This perception requires further interrogation when juxtaposed with the absence of female members of parliament in Montserrat, which could mean that either women see politics as an arena for men or the political environment as too hostile for them, as observed in many Caribbean countries. Although girls' and women's educational achievement surpasses that of boys and men, this has not translated into political representation (Barrow-Giles, 2005). The severe underrepresentation of 48.3% of Montserrat's population in parliament presents a lack of diversity and contradicts the principle of representational democracy (Caul, 1999). Table T20 depicts representation of female politicians in party politics dating back to 1958. The under representation of females in parliament is a challenge in the Caribbean.

T20: WOMEN CANDIDATES IN NATIONAL ELECTIONS, 1951–1979

	MARGARET KELSICK	MARY TAITT
Election Debut	1958	1970
Outcome of First Election	Lost	Won
% Vote Received	23.7	52
Contested Elections	2	3
Political Affiliation	MLP	PDP

SOURCE: BARRITEAU 2001, COMPILED FROM THE APPENDICES IN EMMANUEL 1979.

109. The culture and socialisation of Montserratians over time has led to the systemic occupational segregation currently exhibited in the country's labour force. This societal divide denies women and men livelihood opportunities, perpetuates gender inequality and retards economic growth, thus diminishing the expected returns on sustainable development. Strategic interventions by the state, the private sector, CSOs, FBOs and families working together can address the divide. A Montserrat where girls and boys and women and men can envision themselves performing at their fullest potential in any given economic activity irrespective of their sex and without prejudice can be realised.

5.4 GENDER, VIOLENCE AND CRIME

110. The effects of crime and violence on the economies of the Caribbean region have been well documented to include high social, economic and cultural costs as well as the destruction of social capital, all impeding the development process (Ayres, 1998; Caribbean Development Bank, 2012; United Nations Development Programme, 2012). Nevertheless, the island of Montserrat has generally been sheltered from the negative outcomes of crime. Table T21 shows that between 2002 and 2006, 60% of the reported crimes were minor offences and contraventions. However, almost half of the serious crimes (18%) were cases of domestic violence (Government of Montserrat & Caribbean Development Bank, 2012). Table T22 shows that domestic violence continued to be the most reported crime between 2006 and 2012 (Government of Montserrat, 2012).

5.3 Gender Entry Points – Culture and Socialisation

- ✓ Conduct a national gender sensitisation campaign involving NGOs, CSOs and FBOs.
- ✓ Develop a transformative leadership training programme for females to prepare and encourage them to access leadership positions.
- ✓ Develop innovative programmes and advocacy campaigns for age-specific groups to deconstruct established gender biases and norms.

T21: REPORTED CRIMES, 2002–2006

TYPE OF CRIME	2002	2003	2004	2005	2006	ALL	%
Minor offences/ contraventions	553	717	683	646	626	3,225	58.9%
Burglary/ theft	88	65	66	78	62	359	6.7%
Assault	76	115	141	147	122	601	11%
Criminal damage	20	14	15	18	22	89	1.62%
Serious offences	393	448	427	522	449	2,250	41.1%
Wounding	17	17	9	5	9	57	1.04%
Drugs	19	32	38	24	23	136	2.48%
Domestic violence	164	201	155	251	205	976	17.82%
Rape/ sexual	9	4	3	10	6	32	0.58%

SOURCE: MONTSERRAT ROYAL POLICE SERVICE.

T22: REPORTED CRIMES, 2006 – APRIL 2012

CRIME CATEGORY	2006	2007	2008	2009	2010	2011	2012 JAN-APRIL
Homicide/ Murder	1	1	1	0	0	0	1
Attempted Murder	1	1	0	1	2	0	1
Suicide	0	0	0	0	1	0	0
Wounding	9	11	12	15	7	9	4
Assaults	122	136	110	119	111	87	16
Domestic Violence	205	160	103	166	144	117	31
Rape/ Sexual Offenses	6	2	11	7	1	7	2
Burglary	46	70	69	81	63	70	14
Attempted Burglary	5	9	8	0	0	6	3
Robbery/ Att Robbery	0	0	1	1	1	1	1/1
Theft	19	27	19	36	54	63	21
Fraud	6	2	1	0	0	0	1
Criminal Damage	24	17	21	36	32	31	3
Arson	0	1	1	1	1	2	0
Dangerous Drugs	23	39	17	10	39	27	1
TOTAL	467	476	374	473	456	420	100

SOURCE: MONTSERRAT ROYAL POLICE SERVICE.

111. Domestic violence stems from issues of power and control and inequalities based on gender roles is generally perpetrated against women. The agreed international definition of violence against women cited in Article 1 of the Declaration on the Elimination of Violence against Women describes this crime as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life” (United Nations, 1993). It includes physical abuse, sexual abuse, psychological/emotional abuse, financial abuse and verbal abuse. Due to the personal nature of the crime, which often causes shame and fear to survivors, it is often under-reported.

112. In providing data for further analysis on the dynamics of domestic violence reporting, the Montserrat Royal Police Service presented the table below, which highlights the most reported domestic violence to be verbal abuse, followed by physical abuse. Data also provided by the police in 2011 during a review of CEDAW-related issues in Montserrat revealed the majority of the persons involved in domestic violence incidents to be in non-spousal relations, including individuals in visiting relations, followed by de facto spouses (Gabriel, 2012).

T23: TYPES OF REPORTED ABUSE, JAN–DEC 2012

TYPES OF ABUSE	SEX OF THE VICTIM		SEX OF THE PERPETRATOR	
	Male	Female	Male	Female
Physical	1	4	4	1
Sexual	0	4	4	0
Psychological / emotional	0	2	2	0
Financial	0	0	0	0
Verbal	39	45	61	19

SOURCE: MONTSERRAT ROYAL POLICE SERVICE, 2014

113. Despite the high number of reported cases of domestic violence, very few protection order applications are made at the magistrate courts. In examining reported cases from 2008 to July 2011, Gabriel (2012) notes only 45 persons making an application out of the 492 cases reported to the police within that period. The magistrate noted the lack of support for court advocacy services to survivors, which could be a plausible reason for the limited number of applications. Cases before the high court were noted to take an exceedingly long period of time for justice to be delivered. Additionally, although the maximum sentence for rape is life imprisonment, the maximum given between 2008 and 2011 was three years (ibid.).
114. Montserrat has not quantified the economic costs of domestic violence, including the cost to the state, to employers and in human suffering. A study conducted in the United Kingdom quantified these costs at £23 billion per year (Walby, 2004). Thus although most people see this form of crime as a ‘domestic issue’ and tend not to intervene, there are costs to taxpayers and businesses as well as the individual when these issues remain covered and are unaddressed. Interviews and focus group discussions revealed the concealment of this crime by family members and a lack of sensitivity from the police.
115. Despite both women and men generally feeling safe and secure in Montserrat, citizen insecurities expressed included sexual harassment towards women and verbal abuse of lesbians, gay, bisexual, transgender/transsexual and intersexed (LGBTI) persons. The misuse of alcohol was seen as a catalyst for gender-based violence.
116. Provision for redress on violence against women is made under the Family Protection Against Domestic Violence Act. However, the law only caters for family members and grants protection orders only to cohabitating couples, resulting in some victims being unprotected and deprived of their right to redress. National efforts are currently in place with the OECS to develop a Domestic Violence Act that will address these issues and repeal the current Act. Additionally, a bill to amend the Penal Code regarding the

commission of sexual offenses was placed before the legislative assembly in May 2014. While the Labour Code addresses the issue on sexual harassment, legislation is yet to be established.

117. National efforts to address violence against women have been minimal; emphasis has been placed on child abuse with the support of the United Nations Children’s Fund (UNICEF) and launch of the ‘Break the Silence Campaign’. There is one police officer dedicated to domestic violence who works closely with the Community Services Department. There are currently no safe houses or shelters for domestic violence in Montserrat. The state offers restorative justice education for perpetrators.

5.4 Gender Entry Points – Violence and Crime

- ✓ Introduce police sensitisation training on violence against women to enhance the confidence of the citizenry in the police to tackle issues of domestic violence.
- ✓ Enact legislation on sexual harassment to provide an avenue for redress at the highest level.
- ✓ Educate the public on all forms of violence against women and its economic costs to increase awareness and create an enabling environment for support and reporting.
- ✓ Urgently amend the Family Protection Against Domestic Violence Act to include persons not living together.
- ✓ Finalize the drafting of the Domestic Violence Act.
- ✓ Develop a national plan to end domestic and sexual violence, to include court advocacy services and counselling. Economic empowerment programmes can also be included to deter survivors who return to perpetrators due to financial insecurities.
- ✓ Engage CSOs as partners with the state to address domestic violence.
- ✓ Make provision for a shelter or safe house for survivors of domestic violence

PART III

6.0 INTERNATIONAL FRAMEWORK ON GENDER EQUALITY

118. The Ministry of Health, Community Services, Sports and Youth is responsible for the institutional mechanism to promote gender equality in Montserrat. The Community Services Division executes this mandate in the absence of a gender policy.
119. The Constitution protects women and men from discrimination as it states “no person shall be treated in a discriminatory manner by any person acting by virtue of any written law or in the performance of the functions of any public office or any public authority” (Government of Montserrat, 2010). Although this is the highest law of the country, guiding the values of the people, a few contradictions to this in national legislation have been noted in Part II of the CGA for review and amendment.
120. A UK Government guidance note on “Extension of Treaties to Overseas Territories” states that, “Unless expressly authorised to do so by the UK Government, Overseas Territories do not have the authority to become party to treaties in their own right. The UK must extend the territorial scope of its ratification of treaties to include them. This is normally done either at the time of ratification or at some later date” (Foreign and Commonwealth Office, 2013). It continues by saying that “The relevant UK Government Department is responsible for ensuring that the Overseas Territories are ready to have the treaty extended to them, e. g. by checking that an enabling legislation is in place. They also need to consider whether it will be possible to accept any reservations that a territory proposes” (ibid.).
121. To this end the UK Government has not yet extended one of the main internationally recommended institutional frameworks to promote gender equality: the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) to Montserrat. Nonetheless, discussions with the UK Government to ascertain whether legislation is in place to support the extension of CEDAW to Montserrat is on the national agenda. International treaties extended to Montserrat to advance gender equality are listed in table T24.

T24: INTERNATIONAL GENDER EQUALITY CONVENTIONS EXTENDED TO MONTERRAT

ABOLITION OF FORCED LABOUR CONVENTION, 1957 – ILO NO. 105	FREEDOM OF ASSOCIATION AND PROTECTION OF THE RIGHT TO ORGANISE CONVENTION, 1948
Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages, 1964	Migration for Employment Convention (Revised), 1949 – ILO No 97, and Recommendation – ILO No. 86
Convention on the Political Rights of Women, 1954	International Convention on the Elimination of All Forms of Racial Discrimination, 1969
Convention against Discrimination in Education, 1962	Labour Relations (Public Service) Convention, 1978
Convention on the Rights of the Child, 1990	Forced Labour Convention, 1930 – ILO No. 29
Forced Labour Convention, 1930 – ILO No. 29, and Recommendation – ILO No. 35	Protocol to the Convention against Discrimination in Education, 1968

ABOLITION OF FORCED LABOUR CONVENTION, 1957 – ILO NO. 105	FREEDOM OF ASSOCIATION AND PROTECTION OF THE RIGHT TO ORGANISE CONVENTION, 1948
International Covenant on Economic, Social and Cultural Rights, 1976	Migration for Employment Convention (Revised), 1949 – ILO No. 97
Convention Concerning the Abolition of Forced Labour, 1957 – ILO No. 105	Convention Concerning the Application of the Principles of the right to Organize and Bargain Collectively, 1949 – ILO No. 98

SOURCE: GENDER EQUALITY AND DECENT WORK SELECTED INTERNATIONAL LABOUR ORGANISATION CONVENTIONS AND RECOMMENDATIONS PROMOTING GENDER EQUALITY AND ILO DECLARATIONS FOR MONTSERRAT

122. National legislation to support the implementation of international conventions and progress towards gender equality in Montserrat include:
 - i. The Matrimonial Proceedings Act 2010, which makes provision for marriage, divorce, child custody, child maintenance and property settlement but does not speak to separation.
 - ii. The Family Protection Against Domestic Violence Act, which addresses gender-based violence perpetuated against women and men.
 - iii. The Intestates Estates Act, which covers not only intestate issues but also inheritance of land, properties and assets.

123. The Labour Code guides employment, labour and equal remuneration for work of equal value including the situation of domestic and agricultural workers. Provision is also made for maternity and paternity leave. There are a number of pertinent gender-related issues that require legislation where the law is silent. For situations where protection is an issue, the Montserrat Constitution Order is applied. These include:
 - i. Rights of common-law partners with regard to child custody and property;
 - ii. Social security;
 - iii. Pensions.

124. A legislative review regarding compliance with CEDAW was commissioned by the Government in 2011 (Sealey-Burke, 2011). Its recommendations, if followed, will assist in the creation of a gender-equitable society in Montserrat. Legislation recommended for amendment or enactment includes:
 - i. The Penal Code – to legislate marital rape as a crime under sexual violence.
 - ii. Immigration Act – to recognise all wives regardless of current marital status as laws currently restrict the definition of dependant to only wives living with their husbands. The definition of a ‘wife’ needs to be clarified, as most Caribbean unions are not formalised by marriage.
 - iii. The Education Act – to include family life education, non-expulsion of pregnant students, rehabilitation of students and criminalizing sexual harassment of students by teachers and other students.
 - iv. Incorporation of family planning and sexual reproductive health education for young people into law.
 - v. Legal recognition of common law unions.
 - vi. Contributions by the state to marginalised expectant and unmarried mothers.
 - vii. Review of legislation regarding divorce.

6.1 NATIONAL POLICIES

125. The overarching national policy development framework is the Montserrat Sustainable Development Plan 2008–2020. This well-articulated plan highlighting avenues for the strategic rebuilding of the island, however, incorporates limited gender analysis. On the other hand, the culture policy, the education plan and the youth policy, all currently in draft format, do contain gender considerations.
126. The draft culture policy attempts to incorporate a gender balance in promoting self-worth and national pride. It notes that ‘deserving women’ will be added to a list created to emblazon important buildings, roads and monuments (Government of Montserrat, 2012, p. 20).
127. The draft education development plan 2012–2020 presents sex-disaggregated data commenting on the unequal opportunities in the education system and cites evidence from students’ learning outcomes depicting gender as an important factor in educational success (Government of Montserrat, 2011, p. 42). Attention should be paid to what strategies will be used to close the attainment gap between girls and boys where these are stark.
128. The draft youth policy has as one of its policy goals to “guarantee equal opportunities for all young persons regardless of gender, religion, race and ability or family background”. The policy includes gender balance as one of its core principles and values. This is articulated in the policy to read, “It is recognised that to advance one sex to the detriment of the other is to under-develop the country’s human resources and to erect artificial social divisions and inequities. A policy of inclusiveness, does not, however, preclude the recognition of gender differences and the need to build on the differing strengths of each sex” (Government of Montserrat, 2013, pp. 5, 13).

6.0 Gender Entry Points – Institutional Framework

- ✓ Complete the national legislative review process and enactment of laws to facilitate the extension of CEDAW to Montserrat.
- ✓ Put in place gender sensitisation training for legal drafters to ensure laws take into account gender considerations.
- ✓ Adopt the CARICOM model legislation on sexual harassment to inform the drafting of Montserrat’s sexual harassment legislation.
- ✓ Review the health sector from a gender perspective with a particular focus on non-communicable diseases. Although this area is outside the scope of the CGA, the Government together with its development partners can assess this sector to address any disparities that might be observed.

6.1 Gender Entry Points – National Policies

- ✓ Incorporate gender as an issue in the Government’s Medium Term Plan.
- ✓ Provide gender-sensitive training to policy makers to guide their work in policy development.
- ✓ Mainstream gender into all development policies and plans with specific gender-sensitive indicators to measure implementation.
- ✓ Develop a gender policy to complement the national sustainable development plan, including a target for all ministries to collect sex-disaggregated data to facilitate gender-sensitive evidence-based policy-making.

7.0 NATIONAL CAPACITY FOR GENDER MAINSTREAMING

129. The Government of Montserrat does not have a department or bureau with the sole mandate to promote gender equality. The Director of the Social Services Department is the assigned national focal point for gender. The Department comprises four Community Development Officers, two Welfare Officers, two Wardens, one Child Protection and Safeguarding Specialist and a Clerical Officer and focuses mainly on delivering social care.
130. With a vision to be the prime agent for the empowerment, care, protection and socio-economic advancement of all people in Montserrat, the Department's services include providing family and childcare, welfare assistance, social welfare, elderly care and probation services (figure F12).

F12: SOCIAL SERVICES DEPARTMENT SERVICES



SOURCE: SOCIAL SERVICES DEPARTMENT, 2014.

131. The Department acknowledges its overwhelming mandate and has limited human resources to mainstream gender into government policies and plans; hence gender-related issues are inadequately addressed. The national focal point for gender currently manages the national services depicted in figure F12 thus; these competing priorities tend to overshadow the attention needed to advance gender equality. The Department does not have a budget for gender-related issues.
132. Attempts are made by the various departments to collect sex-disaggregated data; however, the capacity to analyse the data from a gender perspective to inform the policy development process is a challenge. Gender

reporting will need to be aligned with the National Monitoring and Evaluation System to make the collection and analysis of sex-disaggregated data a regular routine with other data collection practices.

133. Focal points are non-existent in other ministries. Policy makers and technical officers interviewed admitted to their department's limited capacity on gender-related issues. These challenges combined with a lack of gender expertise, an absent gender policy or plan and an inadequate institutional framework for gender equality perpetuates inequalities as implications of policies and programmes on women and men and girls and boys are left unanalysed and hence unaddressed.
134. Government officials are aware of recent requests by development partners such as the CDB, the UK Department for International Development (DFID) and the European Union to incorporate gender in development planning processes.
135. Montserrat does not have international commitments to gender equality, hence reporting at the international level to guide national implementation as a baseline is absent.

7.0 Gender Entry Points – Gender Mainstreaming

- ✓ Appoint a gender coordinator with the primary focus and responsibility for gender-related issues in order to effectively and efficiently deliver gender mainstreaming services and capacity building at the national level.
- ✓ Develop a national gender policy or plan to advance gender equality issues in Montserrat.
- ✓ Assign gender focal points in all ministries to support the implementation of the gender policy or plan.
- ✓ Design and implement an ongoing gender-specific training programme for the various ministries.
- ✓ Support and build the capacity of local NGOs to advocate and promote gender issues.

PART IV

8.0 EXISTING GENDER AND DEVELOPMENT COOPERATION

134. Montserrat as an Overseas Territory of the UK is directly affiliated with DFID. International cooperation has also been developed with CARICOM, the (CDB), the European Union, the International Labour Organisation (ILO), the Organisation of Eastern Caribbean States (OECS), the International Federation of Red Cross and Red Crescent Societies and the United Nations Children's Fund (UNICEF). Although international organisations' project documents provide brief inputs on gender, gender-specific projects are not currently being executed.
- i. CARICOM and the OECS work closely with Montserrat on various regional initiatives. The organisations consider gender issues in the execution of their work.
 - ii. The focus of the CDB's Basic Needs Trust Fund (BNTF) is on a constructing a slaughter facility, a community resource centre, a community centre and rehabilitating a road. The projects prior to implementation are analysed from a gender perspective.
 - iii. The Single Programming Document of Montserrat for the 10th European Development Fund provides a brief paragraph on gender, noting gaps in conventions, equal remuneration and women in leadership and decision-making positions
 - iv. The ILO is working closely with the Government to address issues of HIV and AIDS in the workplace.
 - v. The work of the Red Cross focuses mainly on disaster risk reduction, a protected schools programme, psycho-social response, radio communication, community emergency response teams, water safety, restoring family links, vulnerability and capacity assessments.
 - vi. UNICEF works with the Education Department and the Social Services Department. Gender-related work is with the Social Services Department on the Break the Silence Campaign to end child abuse.

9.0 GENDER EQUALITY ENTRY POINTS

137. This section presents a summation of the recommendations and opportunities identified in the analysis to advance gender equality in Montserrat, with suggestions of possible actions to be taken by the Government of Montserrat (GoM), international partners or local NGOs, CSOs and FBOs. It thus serves as a guide for all stakeholders interested in promoting and enhancing gender equality in Montserrat.

T25: LIST OF GENDER EQUALITY ENTRY POINTS

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOs/ CSOS
1. Develop a gender-sensitive agricultural sector plan/ policy that include an assessment of constraints faced by women and men in entering the industry.	X	X		X
2. Engage young people at an early stage, namely primary and secondary levels, with specific vocational training and university scholarship opportunities with a special emphasis on girls in order to assist in closing the gender gap and ensure sustainability of the agricultural sector.	X	X	X	X
3. Drawing on the gender-sensitive agricultural sector plan, the MDC's services should target the under-represented sex in agri-business, exploring partnerships for agricultural training for workers in the industry.	X	X	X	X
4. Attract women to the MDC loan scheme through advocacy and awareness-raising.	X		X	
5. Establish a processing facility with training programmes available for women and men to prepare goods for the export market.	X	X	X	
GENDER & THE ECONOMY: TOURISM				
6. Develop an awareness-raising campaign for both the construction industry and tourism-related services led by the unions, senior public and private sector officials as well as construction managers regarding the benefits of diversity in the workplace and its link to economic growth.	X		X	X
7. Conduct consultations with stakeholders to develop a policy for	X	X	X	X

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOS/ CSOS
the construction industry to include an agreed percentage of women at construction sites to assist in altering the present homogenised industry. There could also be special provisions in the tourism service-related industry to have a percentage of males in the female-dominated fields and females in male-dominated ones.				
8. Engage approximately equal numbers of each sex in all forthcoming training sessions for the tourism industry and introduce a gender-sensitive recruitment process.	X	X	X	X
GENDER & THE ECONOMY: RENEWABLE ENERGY				
9. Develop a gender mainstreaming strategy in the medium term for the Montserrat energy sector to address the gaps identified in the policy, ensuring that gender indicators are incorporated in forthcoming policy action plans.	X	X		X
10. Appoint a gender focal point in the policy implementation unit, following consultations with the human resource department, with clear terms of reference and adequate training to guide the implementation of the policy.	X	X		
11. Ensure awareness-raising and sensitisation take place at the primary and secondary levels to inspire students to consider employment opportunities in renewable energy. This should be supported by government scholarships, with female students encouraged to apply to bridge the gender gap in the industry.	X	X	X	X
12. Build the capacity of CSOs to raise awareness at the grassroots level on gender issues in the energy sector and the enterprise opportunities available. This will facilitate ownership and sustainability.	X	X	X	X
GENDER & THE ECONOMY: INNOVATIVE MINING / MANUFACTURING				

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOs/ CSOS
13. Conduct social dialogue on occupational segregation for industry senior managers and directors to develop a consultative strategy to bridge the gender gap in the industry.	X	X	X	X
14. Engage with NGOs and FBOs to raise awareness on gender issues, assisting national efforts to deconstruct socialised gender norms	X	X	X	X
15. Advocate at the primary, secondary and tertiary level for female students to explore career opportunities in the mining and quarrying sectors.	X	X	X	
16. Encourage female participation in the mining and quarrying sectors through strategic support such as government scholarships.	X			
17. Develop equitable strategies to ensure that neither boys nor girls are marginalised in the pursuit of empowerment initiatives.	X	X		X
GENDER & EDUCATION				
18. Conduct research on underachieving boys in the education system to target interventions to suit their needs.	X	X		
19. Create a gender balance among teachers coupled with awareness-raising on the value of having a gender balance in the education sector.	X	X	X	X
20. Establish a vocational school to meet the needs of students not opting for tertiary education at the university level.	X	X	X	
21. Promote equal opportunities for females and males in all professions.	X	X	X	X
22. Seek innovative means of establishing recreational facilities for young people as Montserrat rebuilds its new capital.	X	X	X	X
23. Provide ongoing gender training for teachers as part of professional development.	X	X		
24. Engage NGOs and FBOs as indicated by the youth policy to promote	X	X		X

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOS/ CSOS
delayed sexual intercourse among the youth.				
25. Introduce health and family life education in the schools and parenting education at the community level to increase sensitivity to gender issues in the society.	X	X	X	X
GENDER & LABOUR				
26. Review the Women, Young Persons and Children's Act to repeal hindrances to women working at night.	X	X		
27. Develop a labour market policy with an implementation plan to include specific targets and outputs for women and men with sex-disaggregated benchmarks, as recommended by the ILO. This strategic move will incorporate addressing occupational segregation.	X	X	X	
28. Conduct time-use surveys to quantify unpaid work and inform policy decisions and explore social security for unpaid workers.	X	X		X
29. Offer apprenticeships for females and males in the occupationally segregated fields.	X	X	X	
30. Conduct an advocacy campaign on occupational segregation as a priority.	X	X	X	X
31. Advocate for men to be involved in unpaid work at home and in the community as these responsibilities create an enabling environment for sustainable development work.	X	X	X	X
32. Engage civil society in advocacy work for women in leadership and decision-making positions.	X	X	X	X
33. Encourage the private sector, in the absence of a technical and vocational training institution, to facilitate public-private partnerships in the apprenticeship of females and males in occupationally segregated fields. The Ministry of Education can lead certification of students.	X	X	X	

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOS/ CSOS
GENDER CULTURE & SOCIALISATION				
34. Conduct a national gender sensitisation campaign involving NGOs, CBOs and FBOs.	X	X	X	X
35. Develop a transformative leadership training programme for females to prepare and encourage them to access leadership positions.	X	X	X	X
36. Develop innovative programmes and advocacy campaigns for age-specific groups to deconstruct established gender biases and norms.	X	X	X	X
37. Mainstream gender into the culture policy and develop gender-specific indicators.	X	X		X
GENDER, CRIME & VIOLENCE				
38. Introduce police sensitisation training on violence against women to enhance the confidence of the citizenry in the police to tackle issues of domestic violence.	X	X	X	
39. Enact legislation on sexual harassment to provide an avenue for redress at the highest level.	X	X		
40. Educate the public on all forms of violence against women and its economic cost to increase awareness and create an enabling environment for support and reporting.	X	X	X	X
41. Urgently amend the Family Protection Against Domestic Violence Act to include persons not living together.	X	X		
42. Finalise the drafting of the Domestic Violence Act.	X	X		
43. Develop a national plan to end domestic and sexual violence, to include court advocacy services and counselling. Economic empowerment programmes can also be included to deter survivors who return to perpetrators due to financial challenges.	X	X	X	X

GENDER & THE ECONOMY: AGRICULTURE	GoM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOS/ CSOS
44. Engage CSOs as partners with the state to address domestic violence.	X	X	X	X
45. Make provision for a shelter or safe house for survivors of domestic violence.	X	X	X	X
INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY				
46. Complete the national legislative review process and enactment of laws to facilitate the extension of CEDAW to Montserrat.	X	X		X
47. Put in place gender sensitisation training for legal drafters to ensure laws take into account gender considerations.	X	X		
48. Adopt the CARICOM model legislation on sexual harassment to inform the drafting of Montserrat's sexual harassment legislation.	X	X		
49. Review the health sector from a gender perspective with a particular focus on non-communicable diseases. Although this area is outside the scope of the CGA, the Government together with its development partners can assess this sector to address any disparities that might be observed.	X	X		
GENDER & NATIONAL POLICIES				
50. Provide gender-sensitive training for policy makers to guide their work in policy development.	X	X		
51. Mainstream gender into all development policies and plans with specific gender-sensitive indicators to measure implementation.	X	X		X
52. Develop a gender policy to complement the national sustainable development plan, including a target for all ministries to collect sex-disaggregated data to facilitate gender-sensitive evidence-based policy-making.	X	X	X	X
53. Incorporate gender as an issue in the Government's Medium Term Plan.	X	X	X	X

GENDER & THE ECONOMY: AGRICULTURE	GOM	INTERNATIONAL PARTNERS	PRIVATE SECTOR	NGOS/ FBOS/ CSOS
NATIONAL CAPACITY FOR GENDER MAINSTREAMING				
54. Appoint a gender coordinator with the primary focus and responsibility for gender-related issues in order to effectively and efficiently deliver gender mainstreaming services and capacity building at the national level.	X	X		
55. Develop a national gender policy or plan to advance gender equality issues in Montserrat.	X	X	X	X
56. Assign gender focal points in all ministries to support the implementation of the gender policy or plan.	X	X		
57. Design and implement an ongoing gender-specific training programme for the various ministries.	X	X	X	X
58. Support and build the capacity of local NGOs to advocate and promote gender issues.	X	X	X	X

10. CONCLUSION

138. The value of economic activity in the agriculture, tourism and related services, renewable energy and innovative mining/ manufacturing industries has been articulated by the Government, and a gender assessment of the sectors yielded the following conclusions.
139. The agricultural industry constitutes a substantial percentage of the country's economic activity. Identified as one of the national areas of focus for economic growth, the industry is heavily male-dominated with less than 20% female participation. Sustainable development in the agricultural sector cannot be attained in the absence of women and young people. The literature on the industry illustrates the ability of women and men to produce at the same level of efficiency when resources and services are equitably available to them. Women can play a significant role in addressing the food security issues of their families, yet attempts have not been made to engage them in the industry. Immediate attention to address this glaring gender gap is warranted to meet the national target of a 100% increase in the agricultural industry.
140. Tourism has the potential to play a prominent role in national economic activity. Efforts are in progress to rebuild the infrastructure necessary to make this vision a reality. Present trends reveal an industry that is heavily dominated by males in the rebuilding phase and women in the service sector, with a heavy male presence exhibited in jobs traditionally dominated by men such as taxi drivers. Sustainable tourism development for Montserrat will require a strategic engendering of the tourism product to ensure that the post-infrastructure phase fully utilises the national human capital. Within a couple of years, the male labour force in the construction sector will need other means of employment, and the tourism sector has the ability to absorb this group of workers with careful gender-sensitive strategic actions.
141. The access, use and services of renewable energy will impact women and men differently. Montserrat's energy policy has the potential to be balanced across the three dimensions of sustainable development – social, economic and environmental – once a gender analysis is integrated. Resource capacity for renewable energy is highly skilled and presents a challenge as the limited capacity that exists is predominantly male. Once the industry is gender sensitised and measures are put in place for the sector to be gender balanced, both women and men will experience the benefits of renewable energy that meets their needs and it can create income generation and renewable energy livelihoods opportunities for women.
142. Women are under-represented in the mining, quarrying and manufacturing industries. The subtle discriminatory practices they experience call for social dialogue and gender sensitisation to address the endemic socialised gender norms and practices permeating the industry.
143. A review of the four economic growth drivers for Montserrat from a gender perspective was undertaken in the absence of a labour market survey.
144. The deconstruction of stereotypical gender biases exhibited in the private and public spheres requires immediate attention to curb the deepening gender inequality exhibited in key areas of the society.
145. Policies, programmes and plans in Montserrat are considered to be gender neutral, including budgetary allocations. However, a gender-responsive budget that identifies the impact of public revenue allocations and expenditures on women and men creates an avenue to ensure that resources and benefits are equitably distributed. It is imperative that Montserrat's sustainable development plan is implemented to ensure that no one is left behind.

146. A minimal institutional framework for gender equality currently exists in Montserrat. The extension of CEDAW to the island and the review of national laws to remove gender biases and discrimination will be needed to advance gender equality.
147. All the above suggests that the decision to commit the country to the achievement of gender equality will have to be taken at the highest level.

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APPENDIX 1: GLOSSARY OF TERMS

SEX

Sex refers to the biological characteristics of women and men. These characteristics are not mutually exclusive as there are individuals who possess both, but they tend to differentiate humans as females and males.

GENDER¹⁴

Gender refers to social attributes that are learned or acquired during socialisation as a member of a given community. In other words, it refers to the socially given attributes, roles, activities, responsibilities and needs connected to being a woman (feminine) or a man (masculine) in a given society at a given time and as a member of a specific community within that society. It is therefore an acquired identity. Because these attributes are learned behaviours, they are context/ time-specific, changeable and vary across cultures. Women and men's gender identity determines how they are perceived and how they are expected to think and act as women and men. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

GENDER ANALYSIS¹⁵

Gender analysis refers to the variety of methods used to understand the relationships between women and men, their access to resources, their activities, and the constraints they face relative to each other. It provides information that recognises that gender – and its relationship with race, ethnicity, culture, class, age, disability and/or other status – is important in understanding the different patterns of involvement, behaviour and activities that women and men have in economic, social and legal structures.

GENDER BLIND

Gender blindness is the failure to recognise that gender is an essential determinant of social outcomes impacting on projects and policies. A gender-blind approach assumes gender is not an influencing factor in projects, programmes or policy.

GENDER EQUALITY¹⁶

Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a 'women's issue' but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

GENDER MAINSTREAMING¹⁷

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

¹⁴ UN-Office of the Special Advisor on Gender Issues and the Advancement of Women, 2001.

¹⁵ Definitions of gender analysis and gender blind were adapted from United Nations Development Programme, n.d.

¹⁶ UN-Office of the Special Adviser on Gender Issues and Advancement of Women, 2001.

¹⁷ United Nations, 1997

GENDER ROLES

Gender roles are learned behaviours in a given society/ community or other special group that condition which activities, tasks and responsibilities are perceived as male or female. Gender roles are affected by age, class, race, ethnicity and religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts. Both women and men can and do play multiple roles in society. The gender roles of women are often categorised as reproductive, productive and community managing roles, while men's are categorized as either productive or community politics. Men are able to focus on a particular productive role and play their multiple roles sequentially. Women, in contrast, must play their roles simultaneously and balance competing claims on their time for each.

SEX-DISAGGREGATED DATA¹⁸

For a gender analysis, all data should be separated by sex in order to allow differential impacts on women and men to be measured. Sex-disaggregated data provide quantitative statistical information on differences and inequalities between women and men. They might reveal, for example, quantitative differences between women and men in morbidity and mortality; differences between girls and boys in school attendance, retention and achievement; differences between women and men in access to and repayment of credit; or differences between women and men in voter registration, participation in elections and election to office.

¹⁸ Reeves and Baden, 2000