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CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
ST. LUCIA**

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PRESENTED TO
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ACRONYMS AND ABBREVIATIONS

BeIFUND	James Belgrave Microenterprise Fund
BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
CANROP	Caribbean Network of Rural Women Producers
CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CGA	Country Gender Assessment
CSO	Central Statistical Office
CSP	Country Strategy Paper
CTCS	Caribbean Technological Consultancy Services
CWIQ	Core Welfare Indicators Questionnaire
DGR	Department of Gender Relations
ECE	early childhood education
ESDP	Education Sector Development Plan
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
HACCP	Hazard Analysis Critical Control Points
IICA	Inter-American Institute for Corporation on Agriculture
MOE	Ministry of Education, Human Resource Development and Labour
MOST	Ministry of Social Transformation, Local Government and Community Empowerment
MSE	micro and small enterprises
MSME	micro, small and medium enterprises
NEMO	National Emergency Management Organisation
NGO	non-governmental organization
NPRS	National Poverty Reduction Strategy
NSDC	National Skills Development Centre
OAS	Organization of American States
OECS	Organisation of Eastern Caribbean States
PSA	Public Sector Assessment
RSLPF	Royal St. Lucia Police Force
SALCC	Sir Arthur Lewis Community College
SEDU	Small Enterprise Development Unit
SLNRWP	St. Lucia Network of Rural Women Producers
TEPA	Trade Export and Promotion Agency
TVET	technical and vocational education and training
VAT	value added tax
YEAP	Youth Agriculture Entrepreneurial Programme
YEAF	Youth Enterprise Equity Fund

PART I

1.0 EXECUTIVE SUMMARY

1. This Gender Assessment (CGA), commissioned by the Caribbean Development Bank (CDB), provides a gender analysis of the economic, social and governance sectors in St. Lucia. As per the Bank's Gender Equality Policy and Operational Strategy (GEPOS) and implementation framework, which focuses resources on analysing and addressing gender inequalities in its operations and within its Borrowing Member Countries (BMCs), the CGA aims to enhance the effectiveness of CDB's development programmes to respond to development needs related to gender equality. It is expected to be the first and most critical step towards gender-responsive planning and programming as part of a process of mainstreaming gender into CDB's mission programmes and project activities.
2. The CGA aims for mutual responsibility and accountability in promoting gender equality and equity. It recognises that in order to realise the national goals of economic growth, poverty reduction and sustainable development, gender-based policy-making, planning and service delivery is necessary, and equal focus must be placed on social development to complement economic growth and achieve overall development.
3. According to St. Lucia's Central Statistical Office (CSO), the estimated mid-year population for 2012 was 172,547. However, the 2010 national census reported that as of May 2010, the population was 165,595 persons: 82,227 males and 83,368 females.¹ There was an overall household population increase of 5% between May 2001 and May 2010.
4. In analysing general statistics, sector data and qualitative information on gender equality in St. Lucia, the CGA also presents a gendered analysis of the micro, small and medium enterprises (MSME) sector/private sector so as to identify constraints and pinpoint opportunities and risks for CDB to promote gender equality in the country's priority business sectors. Private sector development is a priority for the CDB.
5. According to the CDB's *Compete Caribbean Private Sector Assessment Report for St. Lucia 2013*, the size of the economy grew rapidly from 1980.² However, due to the downturn in the global economy as well as natural disasters, it contracted by 17% in 2009. Tourism remains a key driver of the economy, while the banana industry – though expanding slowly once again – has declined significantly over the years due to the loss of preferential markets in Europe coupled with the losses sustained from Hurricane Tomas in 2010. The private sector accounts for 60% of gross domestic product (GDP). The Government has sought to increase sustainable economic growth through increased support for the sector, but its statement on economic growth lacks gender analysis, especially given the prevalence of gendered segregation in employment in the private sector.
6. It is estimated that the informal sector contributes 8% to GDP.³ Among informal enterprise operators, 58% are male and 42% are female, with the majority of the enterprises having sole proprietors. The informal sector is 8% of nominal GDP, with agriculture contributing the largest share.⁴ The size of the informal sector in terms of employment is 27%.⁵

¹ Central Statistical Office 2011.

² Special Studies Unit 2013.

³ Central Statistical Office 2010, Figure 16, p. 44.

⁴ Ibid., p. 45.

⁵ Ibid. p. 46.

7. Micro Small and Medium Enterprises (MSMEs) account for an estimated 85% of businesses,⁶ and the Government is focusing special attention on them as a tool for poverty reduction since many are owned by and employ low-income families and have extremely limited access to credit and skilled labour. While programmes exist to assist MSMEs, there is no formal coordination to ensure that the needs of all potential client groups are met.
8. Since the 1970s, the economy has shifted from largely agrarian to service-oriented dominated by tourism and other services. Tourism amounted to \$656 million in 2013 and providing 64% of economic output.⁷ It is important not also in attracting foreign direct investment to the country but also in providing employment. It has generated 27% of all jobs in the formal economy.⁸ Furthermore, due to government subsidies and management of diseases, the total banana exports increased by 37.4% to 14.57 tons in 2012. The agriculture sector's contribution to total (GDP) moved from 2.8% in 2011 to 3.10% in 2012. The services sector, however, comprises 79.5% while industry comprises 17.4% of national GDP.
9. Despite females' educational outperformance of males, the agriculture, forestry and fishing sectors remain male- dominated. Even as agriculture has declined, the number of students enrolled in the Division of Agriculture at Sir Arthur Lewis Community College (SALCC) has also remained less than those enrolled in other divisions such as Arts and General Studies, Continuing Education and Technical and Management Studies, for instance.⁹ Although agriculture and rural development still account for a significant percentage of exports and employment in rural areas – and a significant number of women are involved in subsistence farming – CGA research shows that the Ministry of Agriculture, Food Production, Fisheries, Co-operatives and Rural Development currently has no programmes to promote rural women in agriculture. The Ministry does, however, provide training to the members of the St. Lucia Network of Rural Women Producers (SLNRWP).
10. Economic growth and sustainability and poverty reduction remain critical goals for the Government, especially given that the country's 2014/2015 national Budget estimates total revenue and grants at \$960,137,390 and total expenditure (excluding principal repayments) at \$1,173,635,453, thus signalling a deficit. The CGA therefore reveals cuts in social spending on some social programmes as well as mechanisms by the Government to counteract this deficit such as the removal of the subsidy on brown sugar and an adjustment to the VAT (value added tax) Exempt List. In October 2012, the Government introduced a 15% VAT on goods and services and, as of April 2014, a 10% VAT for tourism providers on some services. However, while the VAT Exempt List seeks to assist the poor and indigent, the number of items that now attract the 15% VAT has increased at the same time as the prices of food and services have gone up. Such a debt-restricting strategy has been uneven and is likely to affect women, especially as heads of households, disproportionately.
11. In June 2013, the Government proposed a 5% salary cut and wage freeze for public servants. These measures also fail to take into account the rising cost of living, the impact on purchasing power and the uneven impact on poorer and female-headed households. Additionally while the National Insurance Scheme (NIS) provides retirement, disability, maternity, workers' injury and survivor's benefits, women have lower insurable wages than men (\$1,670 for men and \$1,282 for women in 2003) and lower pensions (\$663 to men and \$432 to women in 2003). In addition, women may leave the workforce to care for children or parents, which has implications for lifetime pensionable earnings. Only a small percentage of self-employed, seasonal, domestic or informal sector workers contribute. This suggests that women, particularly single women, are less protected by social insurance and that, as a result, their requirements

⁶ Government of Saint Lucia 2011, p. 43.

⁷ \$ = Eastern Caribbean (EC) dollars unless otherwise indicated.

⁸ Saint Lucia Tourist Board 2014.

⁹ Ministry of Education 2013.

for social assistance are likely to be greater in the long term.¹⁰ Thus, focus on gender-responsive social security/ protection/ safety nets, etc. is necessary.

12. Education is a key enabling factor linked to capacity building for employment in the public/private/civil society sectors and facilitating entrepreneurship. As such, the Ministry of Education and Culture's Education Sector Development Plan 2009–2014 (in addition to the Education Act, 1999) seeks to promote universal access to early childhood education (ECE) and a reconceptualization and enhancement of primary, secondary and tertiary education and the National Skills Development Centre (NSDC). These are important given that ECE is not universal in St. Lucia and furthermore many primary schools have become underutilized due to a declining school population. Additionally, while there are no structural mechanisms that debar females or males from accessing education, girls outperform boys at all educational levels including in the Common Entrance Examination and thus are placed in the secondary schools with better academic reputations. For the 2010/11 and 2011/12 periods, the male drop-out rate at the secondary level was almost double that of the female rate: 180 male to 93 female dropouts and 182 to 79 female dropouts, respectively.
13. Enrolment at the SALCC is also female dominated, with 1,401 female students enrolling in the 2012/13 academic year as compared to 841 male students. Females also dominate males in all main divisions of specialization in the college, though there is near parity in enrolment in Technical Education and Management Studies. Females also outnumber males in accessing technical/vocational skills training. However, gendered segregation by subject choice in skills training is manifested.
14. According to the 2010 Population and Housing Census, the total labour force in that year was 85,310 persons, an increase of 18,072 from the 2001 census. Of the total labour force, 67,703 persons were employed and 17,607 persons were unemployed. Of those unemployed, 51.3% were males as compared to females at 48.7%. As of 2010, the unemployment rate stood at 20.6%. However, this rate was slightly higher for females than males (22% compared to 19%). The labour force participation rate in 2001 and 2010 was 61.5% and 67.8%, respectively. The youth unemployment rate was 34% (M: 33%, F: 35%).¹¹
15. Violence and crime data indicate that more males than females are committed to penal imprisonment. Furthermore, according to 2008 crime statistics, only adult males were arrested for sexual offences. The CGA statistical data and qualitative information presented indicate linkages between the high numbers of male dropouts from secondary school and male engagement in violence, crime and insecurity. With regards to gender-based violence, the Division of Gender Relations is proactive in raising awareness of this but there is no national action plan for its elimination. Crime and insecurity has also had some impact on the business sector as 22% of firms have identified crime, theft and disorder as a major constraint to doing business in the country.¹²
16. Addressing the issues of environmental sustainability, disaster management and climate change is imperative, especially given St. Lucia's geographic location in the Caribbean's hurricane belt. As a Small Island Developing State (SIDS), the country's economy is vulnerable to hurricanes and other disasters. In 2008, the National Emergency Management Organisation (NEMO) presented a "Draft Hazard Mitigation Plan of Action", however, this does not explicitly address gender issues. Given the economic and environmental devastation caused by Hurricane Tomas in 2010, there is an urgent need to integrate gender in the Hazard Mitigation Plan of Action, with a focus on practical actions including hazard mitigation, public education, environmental education, etc.
17. Women in St. Lucia face specific gender challenges including: teenage pregnancy; responsibility for children, often as single parents; low levels of child support payments and stress in collecting child support; very high levels of youth unemployment; shortage of childcare and lack of 24-hour day-care to

¹⁰ Blank 2009, p. 18.

¹¹ Central Statistical Office 2011.

¹² Special Studies Unit 2013.

accommodate work in the tourism sector; labour market segregation; domestic and gender-based violence; and inadequate pensions and income in their senior years. Men also face specific challenges including: elevated secondary school drop-out rates; inadequate training for employment; very high levels of youth unemployment; negative perceptions of young men; and inadequate pensions and incomes for the elderly. Cultural beliefs and socialization are critical to perpetuating – and challenging – traditional gender roles and stereotypes. These inform the persistence of gender-biased legislation, gendered occupational segregation, gender-based violence and other factors that undermine economic and social development in the society.

18. In terms of decision-making at the national level, men predominate. Of the 18 members of the Lower House of Parliament or House of Assembly, currently only 3 or 16.7% are women. Of these, the Honourable Gale Rigobert is the first woman to hold the position of Leader of the Opposition. Additionally, Dame Pearlette Louisy is the first woman to hold the position of Governor General of St. Lucia. This is actually an improvement following the 2006 general elections where no women were elected, but one woman – Honourable Sarah Flood Beaubrun – was appointed as the country’s first Speaker of the House. Within the Upper House or Senate, only 2 out of 11 members, or 18.2%, are women. The country ranks at 91 out of 142 democracies in the Inter-Parliamentary Union world classification.¹³ With regard to local government, on the other hand, of the 14 constituency councils (one city council – Castries – and 13 ‘quarter’ councils), which comprise 129 persons, 59 are women as compared to 71 men. While females are out-performing males in education, this has thus not translated to decision-making positions of at the national level. The education curriculum requires a rigorous overhaul so as to promote women’s leadership roles in teacher instruction and in texts, for example. The Women’s Leadership Caucus as well as trainings conducted by the Caribbean Institute for Women in Leadership (CIWiL) are two strategies for increasing women’s numbers in positions of political leadership.
19. In addition to gender analysis of economic and social development, the CGA examines St. Lucia’s constitutional, legislative and policy framework for promoting gender equality. There is no national gender policy, and while the Department of Gender Relations (DGR) is the agency responsible for achieving gender equality and equity, its work is limited due to financial and human resource constraints. In addition to the DGR’s public campaigns on gender-based violence, it also monitors national policy, conducts research on issues such as child abuse and incidences of gender-based violence and provides counselling and residential facilities for abused women. St. Lucia also does not have a system of gender focal points, and CGA research reveals that gender mainstreaming is absent in all government ministries.
20. In addition, St Lucia was selected as one of the pilot countries for undertaking activities to facilitate the establishment of an Observatory for Gender Equality through the United Nations Economic Commission for Latin America and the Caribbean’s (ECLAC) Division of Gender Affairs. According to St. Lucia’s Report to the 11th Session of the Regional Conference on Women in Latin America and the Caribbean, June 2010, “an important function of the observatory is to provide gender indicators and analytical tools necessary for policy-making, as such it will provide St. Lucia with a useful mechanism through which many of the country’s goals towards the improvement of gender equality can be realized”.¹⁴
21. The CGA found that while gender mainstreaming was absent, quantitative sex-disaggregated data are accessible from the website of the CSO. Online databases for the 2010 and 2001 Census, labour force surveys and labour market statistics allow for the creation of sex-disaggregated statistics/reports. However, gender is absent in sectoral strategic plans, and analyses are conducted with little or no engagement with gender issues. The CGA therefore makes recommendations concerning strategic entry points and mechanisms to promote, support and integrate gender-mainstreaming initiatives in all agencies and ministries in St. Lucia and in CDB core operational sectors.

¹³ See IPU 2014.

¹⁴ Ministry of Health, Wellness, Human Services, National Mobilization, Family Affairs and Gender Relation 2010, p. 14.

2.0 INTRODUCTION

22. The CDB's Gender Equality Policy and Operational Strategy (GEPOS) and implementation framework aims to take into consideration gender equality issues and integrate gender analysis in its work with Borrowing Member Countries (BMCs), clients and stakeholders. The Bank, through the GEPOS, is therefore committed to focusing resources on analysing and addressing gender inequalities in its operations and within its BMCs.
23. The Bank has recognised gender equality as a major cross-cutting theme in its Strategic Plan (2010–2014) and resolved to improve analytic and sector work as well as the design of projects for greater responsiveness to development needs related to gender equality in BMCs. Gender equality is therefore to be mainstreamed throughout the Bank's strategic objectives.
24. In line with its strategic focus, the Bank seeks to incorporate a results-based approach as part of the overall programming and poverty reduction strategy. As such, the Country Gender Assessment (CGA) of St. Lucia provides a situational analysis of gender equality to inform national planning and programming processes and also to inform CDB programming in the country.
25. As such, the updated St. Lucia CGA:
 - i. Presents general statistics, critical sector data and qualitative information on gender equality in St. Lucia;
 - ii. Critically analyses the current legal, political and institutional framework for gender equality and reviews the status of implementation of a national gender policy;
 - iii. Undertakes an in-depth assessment of the national capacity for institutionalizing gender equality in mainstream processes, with special attention to the role and performance of government mainstream institutions, the national machineries for gender equality, the private sector and civil society;
 - iv. Undertakes a gender analysis of the micro, small and medium enterprises (MSME) sector/private sector.
 - v. Identifies constraints and pinpoint opportunities and risks for CDB to promote gender equality as a means of enhancing the effectiveness of its development programmes in its focus on economic growth and poverty reduction.
26. The CGA comprises three main parts:
 - Part I Data and context analysis** – provides a comprehensive but focused country gender profile identifying the core statistics and sex-disaggregated data available, including labour statistics and occupational segregation patterns by sex, as well as critical/emerging gender issues and gender-related barriers to and country priority interventions for poverty reduction and economic growth.
 - Part II Legal, policy and institutional framework** – consists of a review of the country's legislative and policy context as well as an assessment of the institutional framework and implementation capacity of key institutions for gender mainstreaming initiatives.
 - Part III Strategic entry points for CDB** – identifies critical gaps, entry points and risks that can represent opportunities for CDB to address through its instruments to support the BMC to achieve gender justice and people-centred development.

3.0 METHODOLOGY

27. The focus of the CGA is chiefly informed by the CDB Strategic Plan for 2010–2014, the St. Lucia’s Country Strategy Paper 2013–2016 and the 2011 St. Lucia CGA.
28. The consultant reviewed the current and pipeline projects identified by the CDB to explore their relation to the above-mentioned proposed strategies and actions and to prioritize the sectors selected for further data gathering and gender analysis.
29. The following sectors/areas were prioritized as key to the CGA:
 - i. Economic growth;
 - ii. Private sector development;
 - iii. Tourism development
 - iv. Agriculture and agri-business development;
 - v. Climate change;
 - vi. Poverty reduction;
 - vii. Education;
 - viii. Employment and training;
 - ix. Violence, crime and security and;
 - x. Decision-making.
30. The methodology used to conduct the CGA consisted of:
 - i. A review of relevant CDB documents, including the “Gender Equality Policy and Operational Strategy (GEPOS)”, “Country Strategy Paper (CSP) 2013–2016 – St. Lucia”, “St. Lucia Country Poverty Assessment 2005–2006” and CDB sector policy documents.
 - ii. An extensive review of recent policy documents, reports, policy briefs, statistics and public awareness brochures related to economic planning and growth, poverty reduction, and gender equality issues produced by the Government of St. Lucia and other institutions.
 - iii. A mission to St. Lucia to facilitate semi-structured interviews with key stakeholders in the Government, non-governmental organizations (NGOs), community-based organizations, trade and export development agencies and others (see Appendix I for the list of persons interviewed).

4.0 STATISTICAL GENDER PROFILE

31. The statistical gender profile (see Table T1) sets out core sex-disaggregated statistics and indicators in areas including population, income, poverty, social development, sexual and reproductive health, leadership and decision-making. The data indicate the following:
 - i. The last National Census was conducted in 2010 and estimated the total resident population as 165,595 persons, comprising 83,368 (50.3%) males and 82,227 (49.75%) females;
 - ii. Life expectancy at birth is 77.41 years: 80.28 years for females and 74.69 years for males;
 - iii. St. Lucia's human development index (HDI) is 0.725, and in 2012 the country was ranked 88th out of 187 countries;¹⁵
 - iv. The labour force participation rate is 70%: 76% for males and 65% for females.
 - v. Women are more likely to be unemployed: With a total unemployment rate of 20.6%, female unemployment is 22% as compared to males at 19%;
 - vi. Critical mass in decision-making has not been achieved. Of the 18 elected members to the lower house or Parliament, only 3 (16.7%) are women as compared to 15 (83.3%) who are men.
32. The other key indicators related to gender equality presented in Table T1 below are analysed in the Executive Summary and section 5.

¹⁵ UNDP 2012.

T1: SUMMARY OF KEY GENDER EQUALITY INDICATORS

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
Total population (2010)	82,227 (49.7%)	83,368 (50.3%)	165,595 (100%)	Central Statistical Office 2011
Population 0–14 years old (2014)	17,814	16,809	34,623 (100%)	CIA 2014
Population 15–24 years old (2014)	13,701	13,368	27,069 (100%)	CIA 2014
Population 65 years and over (2014)	7,760	9,396	17,156 (100%)	CIA 2014
Life expectancy at birth (2014)	74.69 years	80.28 years	77.41 years	CIA 2014
Gross national income (GNI) per capita (2012) The GNI is similar to the gross national product (GNP), except that the GNP does not include indirect business taxes	-	-	\$US7,090 (Atlas Method)	World Bank 2013
Gini coefficient (2005/2006) The Gini Index measures the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution.	-	-	0.42	Kairi 2007
Human development index (HDI) (2012)	-	-	0.725 (ranked 88 of 187 countries)	UNDP 2012
Inequality-adjusted human development index (IHDI)	-	-	N/A	
Gender inequality index (GII)	-	-	N/A	
Number of male- or female-headed households (2005)	56.4%	43.6%	100%	Kairi 2007
Percentage of population in poverty	N/A	N/A	1.6% – indigent 28.8% – poor, not indigent	Kairi 2007
Poverty: the ‘indigence line’	-	-	\$3.40 (US\$ 1.27) per day	Kairi 2007

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
Poverty line	-	-	\$13.93 (US\$5.22) per day	Kairi 2007
Poverty gap index	-	-	9.0	Kairi 2007
Male-/female-headed households in poverty (poorest) (%)	57.5%	42.5%	100%	Kairi 2007
Average income (US\$)	N/A	N/A	N/A	
Fertility rate (2013)	-	-	1.77	CIA 2014
Infant mortality rate	11.15 deaths/ 1,000 live births	12.4 deaths/ 1,000 live births		CIA 2014
Maternal mortality rate	-	35 deaths/ 100,000 live births		CIA 2014
Literacy rate (2001)	89.5%	90.6%	90.1%	CIA 2001
Expected years of schooling (2012)	12 years	13 years	12 years	CIA 2012
Mean years of schooling (2012)	N/A	N/A	8.3 years	UNDP 2013
Day-care enrolment (2012/2013)	698 (48%)	756 (52%)	1,454 (100%)	Ministry of Education 2013
Primary school enrolment (2012/2013)	8,640 (51.6%)	8,124 (48.4%)	16,764 (100%)	Ministry of Education 2013
Secondary school enrolment (2012/2013)	N/A	N/A	13,796 (100%)	Ministry of Education 2013
Labour force participation rate (2012)	76%	65%	70% (67,238)	Special Studies Unit 2013
Unemployment rate	19%	22%	20.6%	Central Statistical Office

INDICATORS	MALES	FEMALES	TOTAL	SOURCE(S)
				2011
Unemployment (youth)	33%	35%	34%	Central Statistical Office 2011
Male/female employment by economic activity	(See Table T18)			Special Studies Unit 2013
Number of males/females in Parliament (2011)	15 (83.3%)	3 (16.7%)	18 (100%)	IPU 2014
Number of males/females in local government (2014)	71 (54.3%)	59 (45.7%)	129 (100%)	MOST 2014 ¹⁶

¹⁶ Data provided by Ms. Tanzia Toussaint, Assistant Director, Social Transformation. Ministry of Social Transformation.

5.0 STATISTICAL PROFILE SUMMARY

5.1 GENDER AND ECONOMIC GROWTH

33. St. Lucia had a PPP (purchasing power parity) of US\$ 1.914 billion in 2013. For this period, the GDP per capita is US\$11,300. The economic growth rate was -2.3% in 2013 and -1.3% in 2012.¹⁷ In 2012, such a contraction in the economy was experienced despite growth of 4.1% in the hotel and accommodation sector and an 8.4% expansion within the agricultural sector.¹⁸
34. Activity in the construction sector decreased by 5.0% in 2012. So too did expenditure on public sector construction, which decreased by 28.7% due to less rehabilitation work post-Hurricane Tomas, the near completion of work on the national hospital and decreased expenditure on road infrastructure. The agriculture sector expanded in 2012, however, as did banana production after the hurricane.¹⁹
35. In 2011 the inflation rate was 2.8%. In 2012 the rate increased to 4.2%. This increase was caused in part by the October 2012 introduction of a 15% value added tax (VAT) on goods and services. It must also be noted that, as of April 2014, a 10% VAT on tourism providers on some services was also introduced by the Government.
36. The services sector continues to drive the economy, with a contribution to GDP of 79.5% in 2013. Tourism, however, provided 64% of total economic output. St. Lucia is still recovering from the shocks of the global financial crisis of 2008. As such, rising unemployment has been experienced – from 13.5% in 2001 to 16.8% in 2010.²⁰ According to the National Poverty Reduction Strategy (NPRS), this has caused increased reliance on debt to support the Public Sector Investment Programme (PSIP).
37. The country's 2014/2015 Budget estimates total revenue and grants of \$960,137,390 and total expenditure (excluding principal repayments) of \$1,173,635,453, thus signalling a deficit. The country's Debt Management Unit within the Ministry of Finance, Economic Affairs, Planning and Social Security was, however, strengthened in terms of loan negotiation techniques and debt service estimation so as to allow the country to better deal with the rising deficit, debt repayment and further debt restructuring strategies.
38. Given such a deficit, there have been cuts in spending on some social programmes as well as the implementation of mechanisms by the Government such as a proposed 5% salary cut and wage freeze for public servants as well as the removal of the subsidy on brown sugar and an adjustment to the VAT Exempt List. This strategy is likely to disproportionately affect female heads of households who, given their responsibility for care work and their higher rates of unemployment and thus disposable income, must now find ways of meeting these increased costs.
39. For 2014–2015, the Government is focused on managing public finances by reducing the deficit, containing expenditures and decreasing public debt. Its agenda for economic growth is thus based on the following:
 - i. Continuing investment in infrastructure, which will support future development and investment;
 - ii. Strengthening public and private sector competitiveness and boosting exports and investments;
 - iii. Maintaining social peace and inclusion;
 - iv. Strengthening fiscal stability as a means of economic resilience and the promotion of growth;
 - v. Expanding employment opportunities.

¹⁷ CIA, 2014.

¹⁸ Central Statistical Office 2014.

¹⁹ Government of St. Lucia 2010.

²⁰ Central Statistical Office 2011.

40. The Country Strategy Paper (CSP) 2013–2016 of CDB is also focused on sustained economic growth and poverty reduction. Given St. Lucia’s development objectives, which are based on “the attainment of a resilient and highly productive economy capable of providing meaningful employment opportunities and raising the general standard of living”,²¹ the CSP is aimed at improving the country’s economic and social resilience by supporting the improved efficiency of social and economic infrastructure.
41. CDB’s assistance will be implemented through investment loans and technical assistance. Projects/programming as outlined in the CSP include investments in transportation infrastructure and the water and sanitation sector, support for the agriculture sector inclusive of the development of new technologies and assistance in the areas of business continuity planning and support for MSME entrepreneurs.
42. Additionally, the Basic Needs Trust Fund (BNTF) programme was launched in St. Lucia in 1979, and 90% of sub-projects have been completed under BNTF5 and BNTF 6. On 5 June 2013, BNTF7 was launched. The Government’s Medium Term Development Strategy (MTDS) and Public Sector Investment Plan (PSIP) have also sought to increase the rate of economic growth, reduce the level of unemployment and poverty, increase the level of savings and investment, increase productivity, improve the standard of living of the population and protect the environment.
43. Given the country’s continued deficit, the Government’s Three-Point Plan for Recovery, outlined in the 2012/2013 Budget, seeks to promote fiscal consolidation through the introduction of a value added tax (VAT), a revision of taxes on income through an increase in personal income tax allowances, a reduction in corporate tax and a revision of property taxes.
44. While the Government has set its development goals for the 2014–2015 fiscal year, the agenda for economic growth lacks gender analysis. Development affects women and men differently. VAT, for instance, has certain gender implications due to their different consumption patterns.²² Women, especially as heads of households, are more likely to be the ones to purchase goods and services for their families. Thus, while there has been a VAT exemption list (inclusive of chicken, lentils, pigeon peas, canned tuna and mackerel and bread) and a zero-rated list (which includes rice, flour, sugar, baby formula and pasta), this was reduced and non-local fish, butter and margarine, beans (excluding lentils and pigeon peas) and salt were removed. The subsidy on brown sugar has also been removed. This means that women, especially poor women and women heads of households bear a larger VAT burden.
45. Social and gender programmes must also be seen as a priority for the Government as it continues to implement its debt restructuring activities. Gender-responsive economic strategies are needed so that economic policy includes gender equality and takes into consideration the implications for women and men and all groups in society.

²¹ Caribbean Development Bank 2012, p. 13.

²² GTZ undated.

46. The Department of Economic Planning within the Ministry of Finance, Economic Affairs, Planning and Social Security is responsible for integrating gender analysis into the medium-term economic plan. However, training in gender analysis is needed – particularly how gender relates to economic growth, poverty alleviation and productivity – so that the Department can increasingly incorporate gender analysis into development policy and planning. For example, while there is awareness that poor St. Lucians are more likely to be female and rural-based, gender analysis is needed on how economic growth and investment in various sectors benefit poor women and men, children and the elderly. With economic growth as one of the pillars of the NPRS, gender-responsive economic planning and gender-responsive budgeting are needed so as to foster gender-responsive, long-term economic growth and poverty reduction strategies in St. Lucia.

5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT

47. Private sector development remains critical to economic growth in St. Lucia and it is included in the Government’s agenda for 2014–2015. The Government’s plan to strengthen “public and private sector competitiveness” so as to boost exports and investments²³ is, however, constrained fiscally and this therefore impacts the ability to invest in infrastructural projects that will support future investment and development.
48. At present, the private sector in the island is dominated by services: real estate, renting and business activities; transport, storage and communications; hotels and restaurants; financial intermediation; and wholesale and retail trade.²⁴ These contribute 60% of GDP.
49. According to the Compete Caribbean OECS Project Private Sector Assessment (PSA) in 2013, in 2009 there were 7,430 enterprises in St. Lucia.²⁵ Of these, 2,867 (39%) were considered informal. Wholesale and retail trade accounted for 32.4% of both formal and informal enterprises and also employed the most persons: 2,408. While not defined in the national accounts, the arts, entertainment and recreation sector made up 337 or 4.5% of enterprises and employed 663 persons. Given the sector’s potential to generate employment and wealth, in 2013 the Government directed \$2 million to promote this through the development of a Creative Industries Act, which will provide a framework for incentives and concessions; the creation of a Creative Industries Grant Fund; the National

5.1 RECOMMENDATIONS

- ✓ Gender equality and gender-responsive economic strategies should be integrated into economic policy and implementation, trade negotiations, debt restructuring and poverty reduction strategies and programmes.
- ✓ The impacts on women and men of debt restructuring strategies, inclusive of VAT and other taxation and the proposed 5% wage freeze for public servants, should be examined.
- ✓ Training in gender analysis should be provided to economists, planners and analysts in the economic and trade sectors so as to promote gender-responsive economic planning and gender-responsive budgeting in national budgetary planning
- ✓ Sex-disaggregated statistics should be included in national data collection systems related to the economy.

²³ Government of St. Lucia 2014, p. 34.

²⁴ Special Studies Unit 2013, p. 31.

²⁵ Special Studies Unit 2013.

Performing Arts Programme; training; and a project to create more public spaces.²⁶

50. With regard to employment, the average size of enterprises is 5.6 persons. According to the Micro and Small Scale Business Enterprise Act 19, 1998 (amended in 2001), microenterprises employ a maximum of five persons with an asset base of \$75,000 and an annual turnover of not more than \$100,000. These account for 77% of enterprises. Table T2 looks at enterprises by employment and industry.

T2: SELECTED CLASSIFICATION OF ENTERPRISES IN ST. LUCIA BY EMPLOYMENT AND INDUSTRY, 2009

DISTRICT	NUMBER EMPLOYING LESS THAN 5 PERSONS	NUMBER EMPLOYING 5 OR MORE PERSONS	TOTAL	ENTERPRISE SHARE %	EMPLOYMENT SHARE %	AVERAGE SIZE
Wholesale and retail trade; repair of motor vehicles and motorcycles	2,052	356	2,408	32.4	34.3	5.7
Accommodation and food service activities	1,326	234	1,560	21.0	15.2	3.8
Manufacturing	494	151	645	8.7	9.8	6.3
Other service activities	488	46	534	7.2	5.6	4.1
Transport and storage	285	89	374	5.0	6.6	7.0
Others	1,045	864	1,909	25.7	28.5	-
Total	5,690	1,740	7,430	100.0	100	5.6

SOURCE: PRIVATE SECTOR BASELINE SURVEY 2009; SPECIAL STUDIES UNIT 2013.

51. As seen in Section 5.4 below, gender segregation in employment exists in St. Lucia as males predominate in agriculture, forestry and fishing; construction; manufacturing; and transportation and storage while females predominate in wholesale and retail trade; repair of motor vehicles and motorcycles; accommodation and food service; public administration and defence; and compulsory social security. According to the PSA, which utilizes St. Lucia Labour Force Survey data, tourism, agriculture and/or wholesale and retail trade accounted for 38.5% of employment.
52. The agriculture, livestock and forestry sector grew the most between 2008 and 2012, with an average growth of 4.08% during this period (although year to year growth has fluctuated due to the global economic crisis, the effects of Hurricane Tomas and especially the state of the banana markets). The sector experienced growth of 33% between 2007 and 2008, a decline of 7%, 22% and 8% in 2009, 2010 and 2011, respectively, and growth of 24% in 2012.

²⁶ Ibid.

53. During this period the hotels and restaurants sector grew by a minimum of 0.5%. However, by 2014 the tourism sector has expanded by 5.7%, with an increase in the number of tourists (inclusive of stay-over visitors and cruise ship passengers) and an increase of 11.5% of arrivals from the United States in 2013. Given the importance of tourism to the country's GDP, for 2014–2015 the Government plans to expand the tourism sector so as to increase the country's competitiveness in this area (see section 5.2.2 below).
54. As a means to increase private sector development, the Government in its 2014/2015 Budget Statement expressed the need to facilitate trade and “trading across borders” by enhancing inter-agency information sharing with the private sector. Furthermore, as per the Budget Statement, there is also a need to better partner with the private sector in government infrastructure projects.
55. Constraints to private sector development include the availability of and access to finances and credit, the availability of required skills and education in the labour force, high tax rates and the cost of doing business in St. Lucia. The CSP further identifies the following constraints: insufficient operational and management expertise, the under-utilization of technology and the insufficient application of regional and international standards in the sector.²⁷
56. Micro and small enterprise (MSE) development in St. Lucia is guided by the national Industrial Policy 2001. Medium- to long-term tasks consist of:
 - i. The identification and elimination of government ‘red tape’ burdens on MSEs;
 - ii. A review of the MSE sector's adoption of technological developments so to assess the need for further policies and initiatives;
 - iii. Supply chain development to link MSEs to larger companies and investors; and
 - iv. The assessment of local sourcing initiatives so as to promote competitiveness in the MSE sector.²⁸
57. The Industrial Policy seeks to put forward a balanced gender approach. It states that such an approach is needed “if St Lucia is to utilise all its human resources to improve international competitiveness”.²⁹ The strategies as mentioned below thus seek to reach both women and men with increased access to credit, export opportunities, skills training and technology so as to boost production.
58. The strategies include the following:
 - i. The improvement of MSE's access to finance: It is noted in the policy that lack of access to formal credit is a constraint to MSE development. This is compounded by lack of collateral/credit worthiness, high risk in a competitive market and poor maintenance of business records. To counter these constraints, the policy proposes the creation of a Domestic Credit Guarantee Scheme (DCGS) as a means to reduce collateral requirements and lender risks.
 - ii. Import liberalization and export development: In collaboration with the Small Enterprise Development Unit (SEDU), the Government will assist SMEs with exports by conducting market research, exploring new export opportunities and promoting trade fairs.
 - iii. Human resource development: Central to this is the inclusion of business and entrepreneurship elements in the national school curriculum and as part of the curriculum of the National Skills Development Centre.
 - iv. Technical production and competitiveness: A National Technology and Standards Board (NTSB) will be established that will ensure the adoption of new and emerging technologies so as to increase productivity.
59. The strategy also addresses infrastructure development, industrial relations and climate and environmental sustainability.

²⁷ Caribbean Development Bank 2012, p. vi.

²⁸ Ministry of Commerce, International Finance Service and Consumer Affairs 2001, p. 14.

²⁹ *Ibid.*, p. 17.

60. To boost the Government's goal of supporting private sector development, the CSP outlines specific interventions to enhance the viability of SMEs. These interventions will be made through CDB's Caribbean Technological Consultancy Services (CTCS), which provides national and regional training workshops and short-term direct and online technical assistance to micro-entrepreneurs within the Caribbean region.
61. It is expected that at the end of the CSP period in 2016 there would have been a 25% increase in profitability of the businesses of training participants and an increase in self-employed women and men by 25% and 15%, respectively.
62. In addition, the Caribbean Technological Consultancy Services (CTCS) has continued its workshops and trainings for small business owners. In October 2013, for example, the CTCS partnered with the Saint Lucia Hotel and Tourism Association (SLHTA) to host a five-day training workshop for small hoteliers on Marketing Techniques for Small Hotels. Areas covered included benefits and importance of marketing; developing a marketing strategy, marketing portals and costs and benefits; brand development; and marketing your business through social media.
63. At present, there is no formal umbrella organization for private sector development. However, there is an ad hoc Private Sector Council whose membership includes the presidents of the Chamber of Commerce, the Employers' Federation, the Hotels and Tourism Association, the Industry and Small Business Association and the Manufacturers' Association. Private sector development is also supported by the Ministry of Commerce, Business Development, Investment and Consumer Affairs through the Trade Export Promotion Agency (TEPA), Invest St. Lucia (investment promotion) and SEDU. In addition, financial assistance is provided by institutions such as the James Belgrave Microenterprise Fund (BelfUND), the Bank of St. Lucia and the St. Lucia Development Bank (SLDB).
64. However, in terms of creating a more equitable private sector environment, the Government's goal of supporting private sector development must be founded on a gendered approach. It must situate women's position in the economy and recognize the gendered constraints to private sector and SME development. Gendered private sector strategies can be effective in not only increasing the size of the sector but also as a poverty reduction strategy in supporting women entrepreneurs and improving their access to credit, skills training and technological and export opportunities.

TRADE EXPORT PROMOTION AGENCY (TEPA)

65. Leading the country's export development effort as articulated in the National Export Development Strategy (NEDS), the Trade Export Promotion Agency (TEPA) supports the development of the private sector and small business through the promotion and expansion of businesses in small markets.
66. The core functions of TEPA are to:
 - i. Serve as a focal point for exports through advocacy, information dissemination and public education;
 - ii. Undertake policy coordination for export development;
 - iii. Coordinate the trade/ export services network;
 - iv. Assume overall responsibility for the coordinating, monitoring and evaluation of the national export development strategy;
 - v. Undertake future strategic planning for exports; and
 - vi. Carry out the function of export promotion/ marketing at the national level.³⁰
67. As such, TEPA promotes and provides information on local products and suppliers to overseas buyers and, through an integrated Trade Information Network, seeks to connect overseas markets/buyers with

³⁰ Office of Private Sector Relations undated.

local businesses. To further facilitate this, TEPA works with local businesses to ensure they are export ready and also assists with the sourcing of export financing, corporate branding, the protection of intellectual property and quality management improvement and standardization. TEPA is also currently focusing on the following sectors as a means to stimulate economic growth:

- i. Tourism;
- ii. Health and wellness;
- iii. Agriculture; and
- iv. Agro-processing

68. TEPA has developed a Strategic Work Plan 2011–2014, and based on this annual work plans are created. None of TEPA’s documentation includes any gender-specific references or sex-disaggregated data. Data from TEPA client surveys, however, suggest that women dominate in terms of their ownership and management of businesses, especially in the MSE sector.³¹ Gender analyses are therefore needed in TEPA so as to situate women-owned businesses in the value chain and recognize the specific ways in which they can be supported.

INVEST ST. LUCIA

69. Invest St. Lucia is an investment promotion agency that provides investment, development, business, agro-business and financial services opportunities. It seeks to attract foreign direct investment (FDI), match investors with sector-specific projects, promote local manufacturing products through regional and international trade missions and identify sites for business development.
70. Invest St. Lucia promotes investment in smart manufacturing (agro-processing, dairy production, smart technology/manufacturing, high-end furniture, pharmaceutical products including use of local biodiversity for developing traditional/herbal medicine, the production of household products and light industrial tools and materials, the production of packing materials and electronic assembly); tourism (boutique hotels, high-end hotels, health and wellness facilities, eco-lodges, entertainment establishments, specialty restaurants/shopping malls and marina/port facilities); and hard and soft infrastructure (airports, seaports, bridges, roads, highways, health-care facilities, research institutions/facilities, reputable offshore universities, voice and call centre operations, business process outsourcing, knowledge process outsourcing operations, technology and hospitality training institutions and alternative energy production). No information on the gender of clients/business owners could be accessed, however.

SMALL ENTERPRISE DEVELOPMENT UNIT (SEDU)

71. Established in 1994 by the Ministry of Commerce, Business Development, Investment and Consumer Affairs, the Small Enterprise Development Unit (SEDU) provides guidance and technical support to existing and prospective entrepreneurs. Guided by the Industrial Policy, which outlines a strategic agenda for MSE development, SEDU’s programmes centre on advocacy, access to finance, entrepreneurial development, market and product development and the management of advisory services.
72. SEDU provides services to micro and small business owners, inclusive of school leavers, women, young persons, unemployed people and self-employed persons wishing to establish businesses in manufacturing, the services sector, construction, hospitality, agriculture and retail. It thus provides the following services:
- i. The preparation of business plans/marketing plans/financial statements;
 - ii. Business name registration and incorporation
 - iii. Entrepreneurial development training;
 - iv. Record-keeping assistance;
 - v. Assistance sourcing raw materials and equipment;
 - vi. Interventions with other governmental and non-governmental agencies;

³¹ Interview with Mr. Vincent Peter, TEPA, 18 August 2014, Castries.

- vii. Market development through exhibitions (local, regional and international);
- viii. Product development;
- ix. Help to ensure compliance with relevant standards; and
- x. Advocacy on behalf of individual businesses and cooperatives, associations, etc.

73. Between 2010/2011 and 2014, the total number of SEDU clients was 1,991. Of these, 858 were women and 1,133 were men. With regard to business ownership, SEDU provided services to a total of 1,387 businesses during this period, of which 574 were female-owned and 813 were male-owned.

T3: BUSINESSES OWNED BY GENDER, FOR THE PERIOD 2010/2011 TO 2014

SECTOR	NUMBER OF MALE BUSINESS OWNERS	NUMBER OF FEMALE BUSINESS OWNERS
Agriculture, forestry and fishing	41	13
Manufacturing	109	77
Water supply, sewage, water waste management and remediation activities	5	1
Mining and quarrying	2	1
Electricity, gas, steam and air conditioning supply	1	1
Construction	74	4
Wholesale and retail trade: repair of motor vehicles and motorcycles	142	137
Transportation and storage	30	10
Accommodation and food service activities	45	54
Information and communication	42	16
Financial and insurance activities	11	2
Real estate activities	15	14
Professional, scientific and technical activities	71	50
Administrative and support services activities	106	45
Public administration and defence; compulsory social service	10	2
Education	16	20
Human health and social work activities	11	30
Arts, entertainment and recreation	44	23
Other activities	36	73
Activities of households as employers: undifferentiated goods and service-producing activities of households for own use	1	0
Activities of extra-territorial organizations and bodies	1	1

SOURCE: SEDU. BUSINESSES SECTOR ANALYSIS CATEGORIZED BY GENDER AND AGE. 2010/11-2014.³²

74. While most clients are male and more businesses are male- than female-owned, SEDU's programmes are open and do not target a specific gender unless collaborating with a government ministry that wants to sponsor a gender-specific programme. As seen in Table T3, gender segregation of the ownership of SEDU-supported business does exist. Of the businesses that are supported, there are more male-owned businesses in agriculture, forestry and fishing; manufacturing; construction; and transportation and storage, for example. This reflects the gender segregation in employment in the country.

³² Data provided by Ms. Innocent-Charles, Director, SEDU.

75. Workshops provided by SEDU are an Entrepreneurial Training Course, a Management Course, a Business Continuity Workshop, a Conflict Management and Mediation Workshop and a Financial Management Workshop. These are usually free and likely to be attended by more women than men. In addition, SEDU provides an entrepreneurial development training programme. A small fee is charged and classes take place in the evenings. Free one-day workshops were provided in June 2014 that included VAT Sensitization for New Business – a collaborative effort with the VAT Implementation Unit.
76. In October 2014 it was announced that the Ministry of Commerce, Business Development, Investment and Consumer Affairs through SEDU would be launching the Small Business Development Centre (SBDC) programme. Scheduled to begin in November 2014, this seeks to promote entrepreneurship while providing support to small business owners around the country. There remains a need for the promotion of gender-sensitive programmes that specifically target women so as to increase their ownership of MSEs. Furthermore, as indicated above, there is also a need to promote and support women-owned businesses in male-dominated industries, which often provide higher incomes.

THE BANK OF SAINT LUCIA

77. The Bank of Saint Lucia's Small and Medium Enterprise (SME) Unit provides financing and access to credit to SMEs that have total exposures (direct and indirect) of up to \$1 million and SME loan portfolios of just under \$1 million. According to the Unit, small businesses are those with loans/lending facilities up to \$200,000 and medium-sized businesses are those with loans/lending facilities above \$200,000 but no higher than \$1 million.
78. The Bank does not collect any sex-disaggregated data on borrowers or loan enquiries; it collects data by economic sector. Due to the size of the loans (\$1,200 minimum), there are more male than female clients, including men who purchase vehicles for transportation or agricultural equipment. Security and a business plan are generally required, and land title or a lease agreement is also required in the case of agricultural loans. Although there is no credit bureau in Saint Lucia, the Banks share information on borrowers' outstanding loans.

ST. LUCIA DEVELOPMENT BANK (SLDB)

79. The St. Lucia Development Bank (SLDB) was re-established by an Act of Parliament – Act No. 12 of 2008 – with the mandate “to mobilize and provide finance for and promote and facilitate the expansion and strengthening of the economic development of Saint Lucia and foster the development of money and capital market in Saint Lucia and member states of the Organization of Eastern Caribbean States”.³³
80. In addition to accepting deposits, negotiating and accepting loans and credits, the SLDB also provides loans and credits for ‘development enterprises’ in the agriculture, fishing, forestry, manufacturing/industry, tourism, education and services sectors and provides technical assistance to development enterprises.
81. One such fund for development enterprises is the Youth Enterprise Equity Fund (YEEF), which provides start-up equity for young entrepreneurs. According to the SLDB, the Fund is open-ended and investors who act as shareholders have the option to exit after a minimum period of seven years based on the calculation of the net asset value (NAV) of the Fund.

³³ St. Lucia Development Bank 2012.

82. To be considered for YEEF, applicants must be 35 years and younger; must have been trained through one of the partners – inclusive of the National Skills Development Centre (NSDC), the Sir Arthur Lewis Community College or any other accredited technical programmes; must have completed the business management training programme organized and sponsored by the Office of Private Sector Relations (OPSR) or other approved provider of such training; and also submit a feasible work plan.
83. The SLDB also provides loans for services, tourism and industry facilities. This includes financing for extensions, converting homes to bed and breakfasts, the operation of water taxis and the purchase/ operation of land-based taxis. With regard to industry, financing is available for the construction of industrial enterprises, the renovation of industrial buildings, the purchase of furniture and equipment and its installation, assembly parts operations and manufacturing for energy conservation.
84. The criteria for loan application are, however, extensive and stringent and are inclusive of documents such as land registers, title deeds, financial statements and building plans. This thus brings into question the matter of equitable access to credit. Since women are least likely to own businesses and therefore possess the necessary criteria for much-needed loans, their access to credit is decreased. Thus, while data on the number and amount of loans disbursed by the SLDB by gender is unavailable, it is important to increase women’s access to credit and thus business ownership by creating loan programmes and services that cater to women who may not have the collateral to enter into loan arrangements independently.

JAMES BELGRAVE MICROENTERPRISE FUND (BELFUND)

85. The James Belgrave Microenterprise Fund (BelFUND) was established by the Government in 1999 and incorporated in May 2000 with the mandate to reduce unemployment and poverty by providing loans, business training and business support to micro entrepreneurs. To achieve this, BelFUND has set out the following objectives:
- i. Make micro-enterprise credit facilities available to the less privileged members of society at affordable rates;
 - ii. Train micro-entrepreneurs in the rudiments of business operations;
 - iii. Provide technical assistance and business support to these micro-entrepreneurs to see the business through to success;
 - iv. Mobilize and coordinate (local and international) financial, human, physical and technological resources and utilize such resources to develop economically sound and financially viable projects for the less privileged sectors in the national economy;

5.2 RECOMMENDATIONS

- ✓ The PSA set out a priority action plan and, given that private sector development is an essential component of long-term sustainable economic growth and plays a key role in combating poverty, it is recommended that this plan be instituted:
 - The establishment of a tripartite (government-employer-labour) committee so as to identify the needs of all parties involved including the Manufacturers’ Association and the Chamber of Commerce to create and implement private sector investment strategies;
 - Through the work of the tripartite committee, the public sector’s business support framework should be rationalized and streamlined so as to support the sector’s support network and increase the capacity of businesses to access finance/credit and technical assistance; and
 - The development of a national strategic plan that mainstreams private sector development so as to promote long-term strategic planning.

- ✓ The PSA action plan also explains that in order to effectively execute these recommendations, the lack of information sharing and research by the private sector and the limited availability of market information need to be addressed. However, the action plan must also include sex-disaggregated data, which are vital to any analyses or strategies for private sector development, planning and investment if these are to be gender equitable.

5.2 RECOMMENDATIONS

- v. Encourage less privileged persons to access scientific, educational, economic and social development opportunities in St. Lucia;
 - vi. Promote self-help (individual, family and group) micro-enterprise planning and development within the less privileged sectors and encourage the more privileged sectors of the community to support such initiatives; and
 - vii. Encourage the financial and business sectors to support the development of the less privileged sectors
86. Since its founding, BelFUND has provided loans totalling \$9 million on a revolving basis. The current rate of interest for loans is 10.5% (private banks charge 18%). The maximum loan is \$30,000.00. Loans are made to any legal business and many include retail and distribution (grocery shop, minimarts, clothing, vending, beverages), agro-processing (BelFUND has an agreement with the Food and Agriculture Organization of the United Nations – FAO – to provide assistance with agricultural equipment) and service and trade (massage, nails, hairdressing and barbering). Gender segregation of occupations/business type exists as women are more likely to seek funding for hairdressing and retail and distribution businesses while men, in addition to barbering and retail and distribution, are more likely to seek loans for farming.³⁴
87. As seen in Table T4, both women and men were able to access loans, with the majority of these going to persons in the Castries district.

- ✓ In addition to this PSA action plan, it is also recommended that, per the Education Sector Development Plan, 2009–2014 (ESDP), the Ministry of Education in partnership with the Ministry of Labour and private sector stakeholders develop a secondary, tertiary, technical and vocational education and training (TVET) and skills-based education curriculum that builds workforce capacity for private sector market needs and national priorities and include in this an instructional and assessment plan on agriculture and tourism. This must be done in tandem with a labour market needs assessment.
- ✓ Further, with regard to banking and access to financing/credit, the Financial Services and Regulatory Authority (FSRA) and all banking and credit institutions should collect data on female/male access to credit provided by their institutions and use this data to promote equitable lending practices.

³⁴ The FSRA provides financial sector regulatory responsibility for both the domestic (onshore) sector and the international (offshore) sector. Its objective is to “maintain the integrity of the financial sector through the efficient and effective administration of the financial services laws and regulations and the application of best international practices and standards and to provide effective supervision and regulation of licensees operating in the sector”. Ministry of Finance, Economic Affairs, Planning and Social Security 2014.

T4: BELFUND LOANS BY DISTRICT AND SEX, 2000–2013

DISTRICT	YEAR 2000	YEAR 2001	YEAR 2002	YEAR 2003	YEAR 2004	YEAR 2005	YEAR 2006	YEAR 2007	YEAR 2008	YEAR 2009	YEAR 2010	YEAR 2011	YEAR 2012	YEAR 2013
Anse-La-Raye														
F	1	1	1	0	0	2	3	2	3	0	1	0	0	2
M	3	3	4	5	4	4	1	2	0	1	0	1	2	2
Babonneau														
F	1	4	4	2	3	3	2	2	3	2	5	4	2	7
M	0	2	1	2	2	7	2	5	2	3	3	6	3	7
Canaries														
F	0	0	0	0	0	0	0	0	0	0	0	0	0	0
M	0	0	1	1	2	1	0	0	1	0	0	1	0	0
Castries														
F	13	12	10	12	7	15	22	10	8	8	17	12	13	13
M	12	11	2	12	15	4	11	11	6	11	9	7	10	7
Choiseul														
F	2	1	5	1	0	2	3	4	0	1	3	6	4	2
M	0	1	2	1	0	2	0	0	1	1	1	0	1	1
Dennerly														
F	2	5	2	3	3	1	0	1	0	2	2	2	3	1
M	2	2	2	6	3	10	2	2	1	4	3	3	2	0
Gros Islet														
F	1	2	4	2	6	2	2	2	4	5	6	3	3	4
M	1	2	1	9	5	2	3	2	2	4	5	4	8	1
Laborie														
F	0	0	1	0	0	0	2	0	1	0	1	0	2	0
M	2	0	0	0	0	0	2	1	0	0	0	1	0	0
Micoud														
F	1	2	0	3	0	1	4	1	3	1	2	3	2	2
M	1	4	1	1	4	3	4	1	0	3	3	0	2	1
Soufriere														
F	1	1	1	1	1	0	1	1	0	0	0	1	1	0
M	0	0	0	0	0	0	3	0	0	0	0	0	1	1
Vieux-Fort														
F	4	2	2	2	2	3	1	3	3	1	2	0	2	3
M	1	1	1	3	3	5	5	3	2	3	1	2	1	3
TOTALS	48	56	45	66	60	67	73	53	40	50	64	56	62	57

SOURC

E: BELFUND LOANS BY GENDER AND SEX 2000 – 2013, AUGUST 2014.³⁵

³⁵ Data provided by Mr. Marcellus Joseph, General Manager, Belfund.

5.3 GENDER, AGRICULTURE AND AGRI-BUSINESS

88. Given the loss of preferential markets for bananas in Europe coupled with damage to infrastructure and crops caused by Hurricane Tomas, agriculture's share of GDP decreased to 2.8% in 2011. Due to increased exports, however, there was a slight increase to 3.10% in 2012. While the top export in 1995 was banana and plantains (47.13%), in 2010 these exports had decreased to 21.78% to be replaced by petroleum oils (refined) as the top export (32.91%). However, due to increases in banana output and exports in 2013 to the United Kingdom, which rose by 0.6% and earned about \$21.1 million in revenue, the sector made some improvements. Furthermore, according to the PSA, domestic purchases of other fruits and vegetables by supermarkets increased by about 15.5%. While chicken production increased by 13.4%, pork declined by 16.8%.
89. As a means to transform the agriculture sector, the Government has implemented the Banana Accompanying Measures, and for the 2014/2015 fiscal year it has allocated \$7.9 million to the programme for the following initiatives:
- i. Under the Youth Agri-Enterprise component, technology packages and guides will be developed to support skills capacity and training;
 - ii. Under the Agri-Enterprise Facilitation component, a value chain strategy will be developed, risk assessments of selected value chains will be undertaken and three to four incubation facilities will be retrofitted;
 - iii. Pesticides and fungicides will be procured as part of the response to black Sigatoka (leaf spot) disease management;
 - iv. Rural feeder roads, which have been damaged by recent natural weather events, will be assessed in preparation for reconstruction; and
 - v. The Agricultural Diagnostic Facility at Union will start operations to support technical services to advance quality and standards in agriculture.
90. However, while the banana industry recorded modest growth, cocoa bean production declined by 45.5% to 25.2 tons in 2012. Consequently, total exports of cocoa beans decreased by 17.5% to 13.7 tons. To expand the industry, plans were put in place in 2013 to implement the Cocoa Agro Forestry Project funded by the Caribbean Community Climate Change Centre (5Cs) in collaboration with the Ministry of Sustainable Development, Energy, Science and Technology.
91. The fisheries sector also recorded negative growth in 2012 as the tonnage of fish declined by 0.6% to 1,618 tons. Consequently revenue also declined by 6.8% to \$20.9 million. Throughout the island there was a decrease in the landings of flying fish – a phenomenon most likely caused by environmental changes and the unusually high quantities of sargassum seaweed in the Caribbean Sea. On the other hand, fish imports, especially frozen and chilled fish, increased by 8.4% and amounted to \$25.2 million.
92. With regard to the livestock subsector, poultry imports grew by 4.7% to 9,671 tons in 2012. Chicken imports, which accounted for 90.2% of total poultry imports, increased by 5.4% while turkey and other poultry accounted for 9.3% and 0.5%, respectively, of total poultry imports. Local chicken production increased by 5.1% to 1,480.6 tons in 2012. Egg production, however, decreased by 5.9% to 1.2 million dozen due to the increased cost of feed and chicks, but for the past five years St. Lucia has been self-sufficient in table eggs.³⁶
93. The agriculture, forestry and fisheries sector employs 10.8% of the population (15.3% males and 5.8% females). In 2007, however, the Ministry of Agriculture with the assistance of the FAO conducted an analysis of the gender dimensions of the agriculture sector inclusive of land ownership, the legal status of land holders (individual, joint, cooperative etc.), land tenure and access to agricultural machinery and equipment. This analysis was based on the Ministry's 2007 Agriculture Census – the last available year for

³⁶ Ministry of Agriculture, Food Production, Fisheries, Co-operatives and Rural Development 2012.

such a report. It found that there were more male than female holders of land and that the majority of both female and male holders were over the age of 35, with a significant proportion over the age of 65. In addition, while there is no institutionalized gender inequality in relation to land tenure, female holders had more restricted access to land than male holders, and male holders had more access to and use of agricultural machinery than their female counterparts.

94. The development of agriculture in St. Lucia is guided by the National Agricultural Policy 2009–2015. The policy objectives are:
- i. To increase the efficiency and competitiveness of the island’s agriculture;
 - ii. To promote the generation, adaptation and adoption of improved and appropriate technology;
 - iii. To expand the agricultural production and market base;
 - iv. To rationalize the use of land in the country;
 - v. To enhance national food security;
 - vi. To generate new opportunities for employment and income generation in rural areas; and
 - vii. To protect, conserve and ensure sustainable use of natural resources.

95. With regard to the promotion of gender equality, the policy states:

Government is cognizant of the contribution of both men and women to food production. It recognizes that each group is affected differently by policy decisions and experiences in particular. Government will seek to reduce the factors that cause gender inequality in agriculture and promote equity in the execution of all policies and programs.³⁷

96. However, although the Government notes the role of women in food production, it does not explicitly discuss their role in commercial food production or their economic contribution to agriculture.
97. According to the 2007 Agriculture Census, there were 9,972 holders legal land holders that year. Of these, 6,894 were males and 2,906 were females. As shown in Table T5, individual holders predominated.

T5: STATUS OF LAND HOLDER BY SEX

LEGAL STATUS OF HOLDER	NUMBER OF HOLDINGS		
	TOTAL	MALE	FEMALE
Individual	9,800	6,894	2,906
Joint individual	156	121	35
Cooperative	1	0	0
Company/corporation	8	0	0
Government	2	0	0
Other	5	0	0

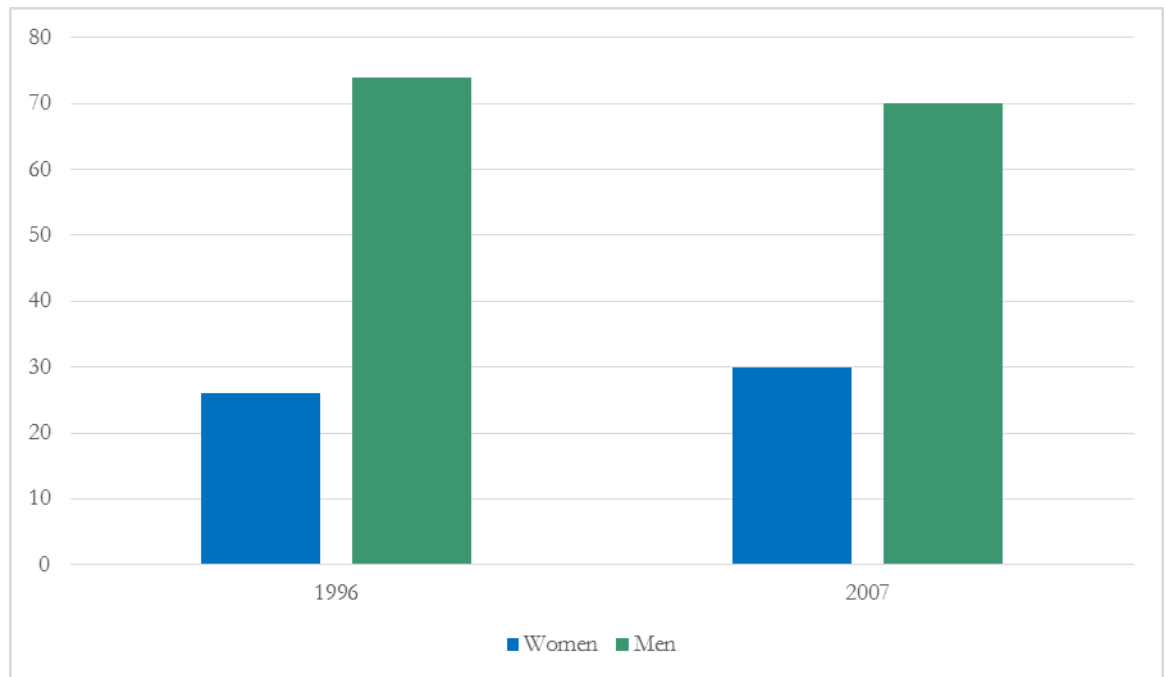
SOURCE: PAUL 2007, P. 5.

98. Thus in 2007, men held 70% of land holdings while women held 30%. This is actually a slight increase from 1996, when women held about 26% of land holdings as compared to men who held 74% (Table T6).³⁸ While the ages of both female and male holders have been increasing over the years, female holders are older than male holders (Table T7). Given this fact – and also that there is a significant number of holders over the age of 65 – it would appear that agriculture has begun to lose its footing with the youth, who do not see it as a means to wealth.

³⁷ Ministry of Agriculture, Lands Forestry & Fisheries undated, p. 6

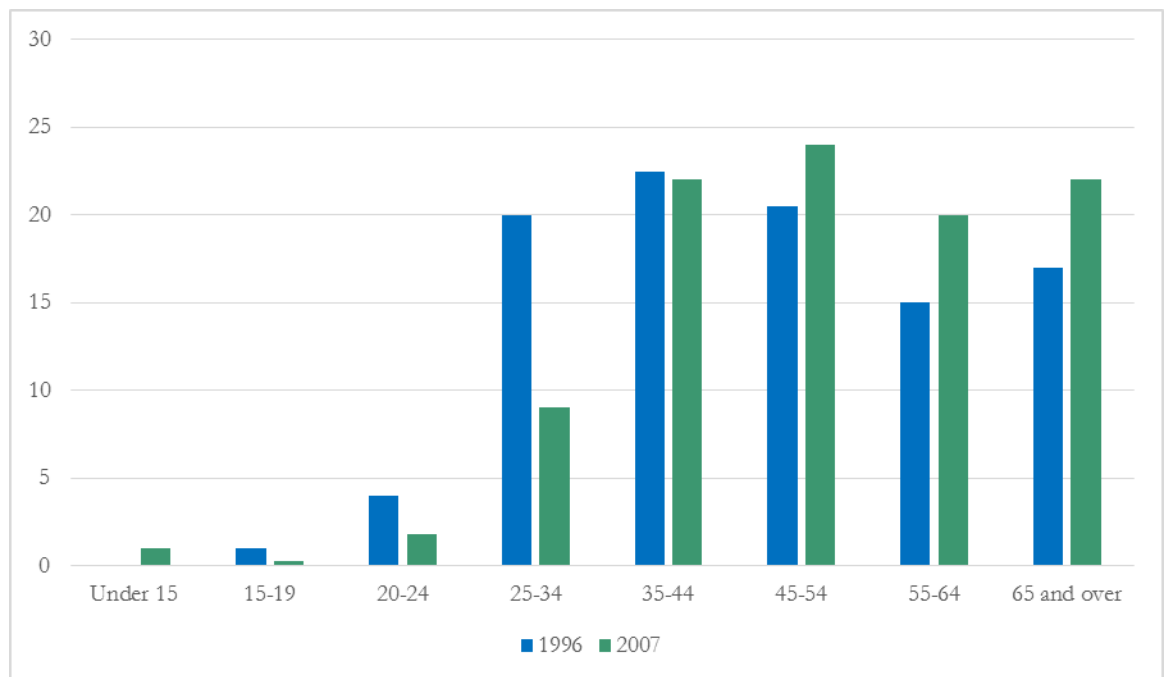
³⁸ Paul 2007.

T6: PERCENTAGE HOLDINGS BY OF LAND SEX, 1996 and 2007



SOURCE: PAUL 2007.

T7: PERCENTAGE OF LAND HOLDINGS BY AGE, 1996 and 2007



SOURCE: MINISTRY OF AGRICULTURE, FORESTRY AND FISHERIES, P. 28

5.3 RECOMMENDATIONS

99. While freehold land is popular, family land remained the predominant form of land tenure for both female and male land holders, with more men owning this than women. Lack of female ownership and tenancy becomes important in matters of accessing credit and finance as more women lack the necessary documentation (land deed/title) that is needed by many lending institutions to facilitate needed loans. In this regard, more men own more agriculture equipment, inclusive of trucks/vans, water tanks, pumps and sprinklers etc., than their female counterparts.
100. Women, however, dominate in agro-processing. Many rural women make their living by making and selling products such as jams, jellies, cheeses (for example, mango and guava cheese), canned fruits, fudge (for example, ginger, peanut and chocolate fudge) and pepper sauces. This work is mainly done at the household level, and most women sell in their communities and through word of mouth. Many of these products cannot be expanded for greater trade due to production being done in homes and thus not meeting Hazard Analysis and Critical Control Points (HACCP)³⁹ standards for international and regional exports. The St. Lucia Network of Rural Women Producers (SLNWRP) is in the process of locating two buildings in the south of the island that will meet the HACCP standards and allow women to produce for international and regional trade and increase their organizational capacity.⁴⁰
101. The Inter-American Institute for Cooperation on Agriculture (IICA) continues to provide expertise and funding to the sector. Through its Fund for Technical Cooperation (FonTC), it facilitated the installation of two protected agriculture modules that will serve as training sites for agricultural technicians and vegetable farmers. An additional 27 agricultural technicians and 12 vegetable farmers have received training from the Regional Centre for Integrated Services in Protected Agriculture (CRESIAP) in St. Lucia and in Mexico.
102. In September 2011 the Fond Assau Agro-Processing Plant was formally opened in Babonneau. Funded by the Governments of Taiwan and St. Lucia, the plant is primarily concerned with the sustainable production of fresh vegetables, citrus, mangoes and root crops, which will then be vacuum-packed for export and for local consumption, as well as the production of paper from discarded banana tree trunk. HACCP certified, the plant employs 20 persons who have all been trained by IICA and the FAO. The role of women is not clear, however, thus necessitating the need for gender analysis of such agro-processing plants and their impact on the communities around
- ✓ The Banana Accompanying Measures programming should be fully implemented as per the 2014/2015 national Budget.
 - ✓ While the Ministry of Agriculture promotes youth in agriculture through the Youth Agricultural Entrepreneurial Programme (YEAP), it does not currently have any programmes that target women in agriculture. This adds to the sector being male-dominated. The Ministry should therefore partner with the IICA, the Department of Gender Relations (DGR) and the SLNWRP and/or other relevant stakeholders so as to create such programmes.
 - ✓ Women's access to credit should be improved so as to increase the number of women holders of land as well as their access to agricultural and other equipment and technology.
 - ✓ Given that HACCP certification is needed to facilitate the international export of agro-processed products, agro-processors should be educated on the process so as to facilitate certification and thus the promotion of exports in the sector.

³⁹ HACCP “is a risk management system that identifies, evaluates, and controls hazards (biological, chemical and physical) related to food safety throughout the food supply chain.” St. Lucia Bureau of Standards undated.

⁴⁰ Interview with Ms Carmen Nurse, President, SLNWRP, 21 August 2014.

them. Such an analysis could be conducted by IICA in collaboration with the Ministry of Agriculture.

103. As part of its Agricultural Transformation Programme for the 2014/2015 fiscal year, the Government has allocated \$3.96 million for the Youth Agricultural Entrepreneurial Programme (YEAP). Funded by the Government, the CARICOM Development Fund (CDF) and the EU under the Banana Adjustment Measures, YEAP seeks to develop a cadre of young agro-entrepreneurs in St. Lucia by providing persons between the ages of 18 and 35 with training and technical, managerial, financial and other support services as well as access to land and land development, greenhouses, equipment, irrigation and mentorship. Given the increasing age of those involved in agriculture, such a programme is necessary not only to boost agriculture and its economic value but also to promote agriculture to women and young persons who may have an interest but lack the means needed to enter the sector.
104. Credit can also be accessed from various banks/lending institutions but especially through community credit unions where the loan requirements are not as stringent as those from the national banks. The Laborie Credit Union, for instance, which has a branch in Vieux Fort (south St. Lucia) as well as Laborie, provides land loans to farmers and also business loans. In 2007, the credit union in collaboration with the World Council of Credit Unions (WOCCU), the Organization of American States (OAS), IICA and the OAS Federal Credit Union (Washington, DC) began an initiative to increase small farmers' access to financial services. With training provided by IICA, the Laborie Credit Union provided immediate cash advances to farmers who then supplied agricultural products to the hotel industry.⁴¹ As noted previously, the Financial Services Regulatory Authority (FSRA) monitors banking and credit unions in St. Lucia but data on the gender of loan recipients are not collected. Accessing this information would require contacting each bank/credit union/lending facility individually.
105. Rural women who pursue agriculture are supported by the SLNRWP. Part of an umbrella organization called the Caribbean Network of Rural Women Producers (CANROP) and funded by IICA, the SLNRWP provides support and training and aims to build the organizational capacity of women rural farmers and agro-processors in St. Lucia. Through four clusters in four areas –Canabelle of Canaries (west), Anse Cawet Crafters of Laborie (east), Micoud (south) and Babonneau (north) – rural women farmers who are interested in training and development and have the desire to start a trade meet to network and, after attending three consecutive meetings, can become members of their clusters. Membership

⁴¹ World Council of Credit Unions 2007.

5.3 RECOMMENDATIONS

- ✓ Gender analyses must be conducted on all agro-processing centres/plants to determine the impact on communities and the women/residents who live there.
- ✓ As per the Education Sector Development Plan, 2009–2014 (ESDP), the Ministry of Education in partnership with the Ministry of Agriculture and private sector stakeholders should develop a secondary, tertiary, TVET and skills-based education curriculum that promotes agriculture to young people as an economically viable field and further develop a cadre of youth agro-entrepreneurs.
- ✓ The forthcoming national agricultural census and the annual agricultural statistical reviews should present sex-disaggregated data to inform policy-making, planning, investment and programming in agriculture.

5.4 RECOMMENDATIONS

- ✓ As per the Education Sector Development Plan, 2009–2014 (ESDP), the Ministry of Education in partnership with the Ministry of Tourism and private sector stakeholders should develop a secondary, tertiary, TVET and skills-based education curriculum that promotes tourism, eco-tourism and heritage tourism so to encourage employment and entrepreneurship in the sector. Given that women dominate the lower-income positions in the sector, entrepreneurship and managerial training must also be promoted among women employees.

to the SLNRWP can also be honorary or affiliate. Women who are a part of the organization are involved in agro-processing, craft (using local materials such as straw and coconut), ceramics and making healthy soaps (using sulphur, for example, which is readily available given the geothermally active Soufrière volcano and the presence of sulphur springs).

106. The SLNRWP also plans to promote networking with other country branches of CANROP. In this way, women rural farmers or agro-processors can network and communicate with their counterparts throughout the region. As with the general pattern in agriculture regarding age, there are few young rural women farmers and agro-processors involved with the SLNRWP. While the Government has made allocations for YEAP, more must be done to encourage youth and especially young women in agriculture. It is recommended that agriculture be promoted in the school curricula at all levels.
107. Furthermore, the Country Strategy Paper (CSP) outlines plans for support to the agricultural sector including the development of a small farms risk transfer system, the development of new technologies, stakeholder capacity building, the development of technological packages and the development of protocols for the management of trans-boundary diseases such as the black Sigatoka and the red palm mite.

5.4 TOURISM

108. As the leading economic sector and major foreign exchange earner, tourism remains critical to economic growth. According to the NPRS, between 2001 and 2009, total visitor arrivals rose 32% to over 1 million and there was an 80% increase in cruise visitors. In 2013, there was an increase of 3.9% in stay over and cruise visitors to 318,626 and 594,118 visitors, respectively. The accommodation sector recorded an increase in bed-nights of 5.7% from 2012 to 2013.
109. In 2013, the sector also provided 64% of economic output and 27% of employment. However, tourism is still male-dominated as men comprise 84% of total employment in the sector while women comprise 16%. Women work mainly as housekeepers, hospitality staff, administrative staff, waitresses and cooks and also as market and craft vendors in the informal economy. Men, on the other hand, dominate higher income-earning occupations such as managerial positions at hotels, owners of tour companies, tour guides and taxi drivers. Example.
110. One of the outcomes of the CDB's development assistance strategy for St. Lucia as per the CSP 2013–2016 is improved efficiency of social and economic infrastructure. At the core of this is the promotion of private sector development to stimulate economic growth. This is inclusive of investments in transportation so as boost island-wide tourism and

5.4 RECOMMENDATIONS

- ✓ There is a lack of sex-disaggregated data in the sector. It is therefore important that such data be collected so as to inform national strategic policies for tourism and promote equitable inclusion of women, men and youth.
- ✓ Eco-Agro tourism linkages should be promoted. This will open up employment and entrepreneurship opportunities for women, men and youth in the tourism sector and further boost the agricultural sector.
- ✓ Heritage tourism should be promoted through collaboration with the St. Lucia National Trust (SLNT) and local communities. In this way, not only will the island's historical sites, oral traditions and culture be central to its tourism competitiveness but also community empowerment will be promoted and St. Lucian's will have buy-in in their local communities. Heritage tourism that provides opportunities for women as tour operators/guides and promotes their involvement in the arts will also promote environmental sustainability and allow for the protection of community sites by local community members.
- ✓ The Artisan Training Programme outlined in the 2014/2015 Budget must take into consideration the dominance of women as craft vendors, and training must be cognizant of their dual role as entrepreneurs and the main performers of reproductive labour.

improvements to the water and sanitation sector. The latter is extremely important since the tourism sector was greatly impacted by Hurricane Tomas in 2010, with damages to the sector amounting to \$114 million. The ECLAC macroeconomic and environmental assessment of the after-effects reported that losses in the sector stemmed directly from damage to hotels that led to booking cancellations and indirectly from the disruption of the water supply to the hotels.⁴²

111. So as to further encourage growth in the sector, the Government passed the Tourism Stabilization and Incentives Bill, which seeks to attract new investments in the sector, and the Tourism Incentives Act was amended so as to allow investments in villas to qualify for incentives.⁴³
112. However, in an analysis conducted by the Government with assistance for the International Finance Corporation (IFC), it was seen that tourism competitiveness must be strengthened. As such, the Government has allocated \$1.0 million to the Ministry of Tourism for the implementation of the following for the 2014/2015 fiscal year:
 - i. An Artisan Training Programme to support the development of the craft sector;
 - ii. A Quality of Service and Standards Programme targeted at hotels, sites and attractions;
 - iii. Development of new tours around themes such as cuisine and unique tropical products; and
 - iv. The installation of new directional and informational signage to encourage visitor travel throughout the island.
113. Although women dominate the accommodations and food services industry, sector strategies are absent of any gender analysis so as to support women in the industry and also promote women to the higher-income positions. This is especially important given the Government's promotion of eco-tourism on the island, inclusive of the proposed development of Dolphin Cove at Anse Jambette on the west of the island and a proposed development at Anse Mahaut near Belvedere. Eco-tourism opportunities must be equitable so as to promote women's employment in the sector.

5.5 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE

114. As a small island developing state (SIDS) located in the hurricane belt of the Caribbean, St. Lucia is vulnerable to economic shocks such as Hurricane Tomas in 2012, which caused \$907.7 million (US\$336.2 million) in damages. With

5.5 RECOMMENDATIONS

- ✓ Given that women and men use the environment differently and have different knowledge that can be drawn upon in disaster risk management and climate change adaptation, it is recommended that NEMO fully integrate gender considerations into the actions and strategies set out in the Plan of Action, including hazard mitigation, public education, environmental education, etc. Disaster risk management and risk-reduction training must also be provided to the most vulnerable communities such as the areas of Soufriere and Vieux Fort, which suffered heavy flooding as a result of Hurricane Tomas and particularly to women, farmers and other marginalized populations.
- ✓ NEMO should be provided with the institutional and human resources to analyse the CWIQ sex-disaggregated welfare data collected post-Hurricane Tomas in order to enhance gender-aware disaster planning in St. Lucia and other OECS countries, include informal sector businesses in post-recovery strategies and address the needs of women's and men's businesses.

⁴² ECLAC 2011.

⁴³ Government of St. Lucia 2014, p. 33.

regard to the banana industry, 1,330 farmers were affected and 6,480.1 of the 7,360.9 acres under production were damaged/affected.⁴⁴

115. As noted above, the tourism sector was greatly impacted by the hurricane, with damages to the sector amounting to \$114 million. The main tourist areas of Soufriere and Vieux Fort suffered heavy flooding, while hotels in the south and north of the island suffered less structural damage but serious disruption of their water supply.⁴⁵
116. The social costs were also very high as 3% of the total population (5,952 persons) suffered severe damage to or loss of their homes and 80% (137,896 persons) were without potable water for about two weeks after the hurricane. In addition to the major flooding and landslides throughout the island, 14 persons also lost their lives.
117. St. Lucia's National Emergency Management Organization (NEMO) immediately responded to the needs of those affected by the hurricane and a national disaster was declared on 31 October 2010. With regard to disaster risk management, mitigation and response, St. Lucia has developed a "Draft Hazard Mitigation Plan of Action".⁴⁶ Drafted in 2002 in collaboration with the CDB and the Caribbean Disaster Emergency Response Agency, the policy document focuses on community resilience and vulnerability during natural disasters and other environmental hazards.
118. NEMO partners with civil society organizations including the National Council for and of Persons with Disabilities and the National Council of and for Older Persons. During disasters, NEMO supports many institutions including halfway houses, orphanages and homes for the elderly and disabled. The Research Officer in the DGR works with NEMO on gender issues relating to disasters, including the shelter policy and the post-disaster assessment of Hurricane Tomas.
119. Hurricane shelters are designed to separate young men, couples and families and young women. These groups are housed separately when possible (e.g., if a school with multiple classrooms is available), but if they are housed together, the young women are on the inside of the building with the couples and families between them and the young men, who are nearest to the door. This is designed to protect young women from any possible unwanted attention from the young men. However, the distribution of food and water and access to basic sanitation services must also be gender-sensitive. It is important for gender to be recognized in disaster response since women, men, children, the elderly and marginalized groups are affected

5.5 RECOMMENDATIONS

- ✓ Awareness of the environment and women's and men's roles in the sustainable development of the country's natural habitat should be increased.
- ✓ Natural disaster plans should be informed by the distribution of households by sex and be cognizant of the specific needs of children, the aged, the infirm and people with disabilities in the planning and implementation of disaster preparedness responses. It is critical that women of all communities be included in all disaster mitigation planning and disaster responses so as to include the needs of all in these processes.

⁴⁴ ECLAC 2011.

⁴⁵ *Ibid.*, p. viii.

⁴⁶ Government of St. Lucia 2008.

differently. In terms of basic sanitation services, for example, sanitary supplies such as sanitary napkins and tampons and other supplies related to women's reproductive health must be included in the disaster response. Services must also address the needs of pregnant and nursing women and the elderly.

120. NEMO uses the Core Welfare Indicators Questionnaire (CWIQ)⁴⁷ as a damage assessment tool. CWIQ is a household survey that collects a small number of indicators of household well-being. This measures indicators for adults and children but does not capture intra-household resources allocations. Although the Saint Lucia survey captures sex-disaggregated data, NEMO does not have the resources to analyse the welfare data collected post-Hurricane Tomas.
121. The National Climate Change Adaptation Policy 2003 guides the country's climate change strategy, and in October 2014 it was announced that the International Development Association will fund a loan of US\$56 million for a climate resilience programme. The monies from this loan will fund infrastructure projects throughout the island, which will reduce vulnerability to natural hazards.

5.6 GENDER AND POVERTY REDUCTION

122. With the support of the CDB, the Government conducted Country Poverty Assessments (CPAs) in 1995 and 2005–2006. The CPAs analysed the nature, characteristics and extent of poverty in St. Lucia to facilitate the design of appropriate and targeted responses.⁴⁸
123. Results and recommendations of the 1995 CPA also guided the drafting of the Interim Poverty Reduction Strategy and Action Plan (IPRSAP). From the IPRSAP, a National Poverty Reduction Strategy (NPRS) was then adopted in 2011. Gender analysis was undertaken as an integral part of the process in recognition that gender is a factor in all social and economic relations and an important consideration in assessing poverty and designing appropriate policy responses and programmes. The resulting NPRS is based on five pillars:
 - i. Good governance;
 - ii. Broad-based and equitable economic growth;
 - iii. Improvements in the quality of life and well-being of all St. Lucians;
 - iv. Sustainability; and
 - v. A fair justice system.⁴⁹
124. According to the CPA 2005–2006 on which the NPRS is based, the poverty line is estimated to be \$13.93 (US\$5.22) per day or \$423.83 (US\$158.74) per month or \$5,086 (US\$1,904.87) per annum. The data reveal that 21.4% of households fell below the poverty line. This corresponds to a headcount of 28.8%.
125. Low levels of maternal and infant mortality, universal primary education, low fertility and increasing life expectancy exist alongside high and increasing levels of poverty: 25% in 1995 and 29% in 2005–2006. As in most countries around the world, children bear the brunt of poverty. Over 50% of the poor are under the age of 20 and the incidence of poverty is higher among children than among adults. The incidence of poverty is slightly higher among men (29%) than among women (25%), while that among female-headed households (21.2%) is about the same as among male-headed households (22%).⁵⁰ According to 2010 census data, 41% of households are headed by men and 27% by women.⁵¹ Appendix II presents data on

⁴⁷ For a summary of CWIQ, see World Bank undated.

⁴⁸ Government of St. Lucia 2011.

⁴⁹ *Ibid.*, p. 6

⁵⁰ Blank 2009, "Executive Summary".

⁵¹ According to the CSO, the household head is determined by the census respondents and is generally the owner of the house (male or female); in the case of joint ownership, the Office found that the man is usually recorded as household head.

household living conditions; poor living conditions (i.e., lack of water and sanitation) require additional labour on the part of parents and caregivers to feed and care for families. This has significant gender implications for time use in the households as women spend large amounts of time on household work and are less able to work in paid employment and contribute to economic growth in the country.

126. Households with single parents, both female and male, and with three generations are particularly at risk of being poor.⁵² Data from the CPA shows the existence of chronic poverty in such multi-generational households. Many of these households are headed by grandmothers and comprise large numbers of children, the result of high fertility rates among their female members.⁵³
127. The Social Safety Net Assessment found that despite the overall decline in fertility rates, there are pockets of poor women in the population with high levels of fertility. These women are often the victims of chronic or intergenerational poverty. They are usually educated to primary school level only, lack employable skills and face bleak economic prospects. Poverty often drives these women into transient relationships and transactional sex in an effort to sustain themselves and their children.⁵⁴ As such, this vulnerable group merits priority attention from government policy and programmes.
128. Unmarried mothers and their children are more at risk of poverty than married mothers (and their children).⁵⁵ There is legal redress for all women wishing to apply for child maintenance through the Family Court, which handles all cases of child maintenance and custody and also cases involving domestic violence. Women who do not want to take their 'child father' to court can seek assistance from the Department of Human Services and Family Affairs; however, only the Family Court has the power of arrest when child support is not paid as stipulated. A married woman is entitled to support that will maintain her and her children at the economic level at which they lived while the couple were together, while an unmarried woman is only entitled to maintenance of \$200/month/child. Lack of adequate childcare facilities (that match the irregular hours of women in tourism and other sectors) makes it harder for single mothers to enter the labour force, or children may be left alone when their mothers are at work.⁵⁶ The need for childcare on a 24-hour basis due to the nature of the service industries and long travel times, to meet the needs of the both parents and employers, is an issue to be addressed.
129. Poverty is more prevalent in the rural areas, with districts such as Anse-la-Raye, Soufriere and Micoud having poverty levels in excess of 40% (see Table T8), and two districts also have indigence⁵⁷ levels over 4%. This situation is contributing to high levels of rural to urban migration and to the increasingly important phenomena of the working poor and urban poverty.⁵⁸

⁵² Kairi Consultants Limited 2007.

⁵³ Kairi Consultants Limited with the National Assessment Team of St. Lucia 2007, p. 20.

⁵⁴ Kairi Consultants Limited 2007

⁵⁵ The percentage of children (aged 0–14) is 57% in male-headed households and 43% in female-headed households. The percentage of children in single-sex male households is 4% and female 29%, so significantly more children are affected by female poverty (UNICEF Fund 2007, Tables II and III, p. 20).

⁵⁶ Blank 2009. p. 16.

⁵⁷ The indigent are persons whose daily average consumption is too low to guarantee adequate nutrition to maintain good bodily health. The estimate of the indigence line for St. Lucia in 2005 was \$3.40 (US\$1.27) per day or \$131 (US\$46.06) per month or \$1,570 (US\$588.02) annually. The data reveal that 1.2% of households (or 1.6% of individuals) consumed at levels below the indigence line.

⁵⁸ Kairi Consultants Limited with the National Assessment Team of St. Lucia 2007, p. xiv.

T8: POVERTY INDICATORS BY DISTRICT, 2005–2006

DISTRICT	POPULATION	PERCENTAGE POOR	PERCENTAGE INDIGENT
Castries (city)	16,594	13.1	1.7
Castries (sub-urban)	51,100	22.2	0.6
Anse-La-Raye/ Canaries	10,297	44.9	5.3
Soufriere	9,329	42.5	0.4
Choiseul	5,401	38.4	
Laborie	7,190	42.1	
Vieux Fort	14,096	23.1	4.8
Micoud	18,071	43.6	4.0
Dennerly	11,986	34.2	
Gros Islet	20,787	24.4	0.4

SOURCES: GOVERNMENT OF ST. LUCIA 2011, P. 13; KAIRI CONSULTANTS LIMITED 2007, P. 27.

130. A female-headed household often means substandard housing, weak social capital and a home located in a disaster-prone area.⁵⁹
131. Poor households tend to be larger than average and have more dependents. Although households in the poorest quintile had more earners, on average, the heads of these households were usually educated only up to the primary school level, lack essential skills and tend to be employed in low wage jobs.
132. Poor male and female heads of households are primarily engaged in skilled agricultural work and craft-related work, as well as elementary occupations for males and sales and services for females.
133. The employed or working poor are overly represented in the services sector (28%), which is also the largest employer.⁶⁰ Tourism comprises 12% of the employed poor, agriculture 20% and construction 15%. Persons with tertiary certification are less likely to be poor.
134. According to the National Council of and for Persons with Disabilities, demographic data indicate that people with disabilities account for 6.6% of the population. Of this portion 47% are male and 53% are female; 14% are aged 15 years and under and 31.9% are elderly.⁶¹
135. The Council noted that disabled girls and women are largely invisible in St. Lucian society, while disabled men are somewhat more in the public eye. It was noted that illiteracy rates are higher among people with disabilities, and that disabled women and girls are also more vulnerable to abuse. Disabled women and girls are not targeted for sex education and HIV awareness, and furthermore there is little awareness among employers including government on accommodating people with disabilities in the workplace.
136. Rural women and men with disabilities are particularly isolated due to lack of opportunities for education, employment and transportation. No special social service provisions are made to accommodate disabled women with children, although they are eligible for welfare assistance. The Basic Needs Trust Fund (BNTF) is supporting two projects that will provide employment for the disabled through the National Council of and for Persons with Disabilities.

⁵⁹ According to the CPA 2005–2006, the vulnerability line is 125% of the poverty line and measures the number of persons who are susceptible to becoming poor due to an unanticipated event such as a natural disaster or other economic shock. This was estimated at \$6,357.50 per annum, and 40.3% of the population were estimated to be consuming at levels below this line. That is, in addition to the poor, an additional 11.5 % of the population would be vulnerable to shocks that could place them below the poverty line (Kairi Consultants Limited 2007, p. 21).

⁶⁰ Government of Saint Lucia 2011, p. 14. It is not clear how services sector is defined in this context.

⁶¹ Efforts are being made by the Council to conduct a national survey to assess needs; currently, some census data are collected.

5.6 RECOMMENDATIONS

137. A draft National Policy on Disability was presented to the Government and includes recommendations to address gender equity and equality, remove gender bias, incorporate gender issues into planning processes and conduct gender-sensitive research. It urges the inclusion of people with disabilities in research samples (e.g., labour force surveys, the census and poverty and social impact assessments) in order to capture more accurate data.
138. There has been a steady rise in the number of persons aged 65 years and older, largely attributed to the increase in life expectancy for both males (74.69 years) and females (80.28 years).⁶² According to the NPRS, the elderly are most vulnerable to shocks due to loss of income, disease and disability. In addition, there is a link between working in the informal labour market and the lack of social insurance coverage that results in lower pension coverage and lower benefits for women, thus increasing the demand for social assistance among elderly women.⁶³
139. The pension age is currently 63 but will rise to 65 years by 2015. The 2010 census found that a significant number of men (2,929 or 4.8% of the male labour force) and women (718 or 5.8% of the female labour force) over 65 years are still working. It is not clear whether these figures reflect economic need or a desire to continue to work and contribute economically, a trend seen in most countries. The unemployment figure for ages 60–64 is 15% for men and 18% for women. The unemployment rate for women over 65 years is 41% (498 women) and for men is 22% (430 men). The trend of increasing employment among seniors may indicate that older people lack adequate savings, pensions or social security to provide a decent standard of living and may require new gender-aware strategies. Many older women and men have significant skills and their employment contributes to economic growth and reduces the costs of social welfare.
140. According to the Social Safety Net Assessment, “economic arguments for social protection are rooted in the notion that market failures such as incomplete insurance or credit markets...lead to sub-optimal responses by individuals. These sub-optimal responses reduce economic productivity and thus inhibit a country from achieving its full growth potential. An adequate and permanent social assistance system can play four roles in development:
- i. Redistribute income to the poorest and most vulnerable, with an immediate impact on poverty and inequality;
 - ii. Ensure households do not have to fall back on coping strategies that can have irreversible impoverishing impacts on families and children, such as asset depletion,

- ✓ As per the NPRS, the Government must strengthen its efforts to formulate sector strategies and policy documents, with poverty reduction as a central theme, and integrate poverty concerns into the budget process, policies and programmes of relevant ministries and statutory bodies
- ✓ A gender analysis should be undertaken of current policies and programmes – e.g., social protection programmes and financial assistance for unemployed parents, the elderly and people with disabilities – so as to improve existing social development interventions.
- ✓ A gender analysis is also needed in communities in order to leverage the gender equality potential of social infrastructure projects and develop more innovative projects that meet the needs of disadvantaged groups, including youth.
- ✓ Given that MOST is responsible for social protection programming, there is a need to strengthen its capacity so that it can build and expand its current programmes. A gender perspective must be integrated into all programme planning, implementation, monitoring and evaluation so as to meet the specific needs of women, men, youth, people with disabilities and other marginalized groups. In this way, MOST can use its social protection programmes to tackle not only poverty but also gender inequality.

⁶² CIA 2014.

⁶³ Blank 2009, p. 19.

- removing children from school or reducing their daily caloric and nutrient intake;
- iii. Enable households to make better investments in their future, including investments in the human capital of their children and in the livelihoods of the earners; and
- iv. Help to fulfil redistributive goals freeing other sectors to concentrate on efficient provision of services.”⁶⁴

141. The Social Safety Net Assessment also found that “the social safety net does not adequately protect children, single parents (who are predominantly women) or the working age poor (with or without children) and could do a better job of promoting human capital development. Sound monitoring mechanisms are absent; therefore, it is not possible to accurately assess whether the rights of children, women, and men regarding social protection are being fulfilled.” For example, the Public Assistance Programme targets the ‘needy’ and reaches about 25% of poor households. Public assistance benefits vary with household size and relatively more generous benefits are provided to the elderly than to households with children. The Programme provides inadequate support to single parents (most of whom are women) who have the burden of care for children. Applicants are not required to seek child support as a precondition for eligibility, and the DGR will assist beneficiaries with receiving public assistance. However, most single mothers are entitled to temporary assistance only.⁶⁵
142. Access to community day-care is limited and services are provided at traditional hours that do not reflect the needs of women who work irregular hours (e.g., in the tourism sector) or travel long distances to work. This makes it difficult for many women to work outside the home.⁶⁶
143. Coverage of poor households with children is low, and benefits may not be sufficient to prevent households from adopting negative coping strategies, such as keeping children out of school. Although enrolment in school is a condition for a family being able to increase the number of eligible household members, benefits do not adequately reflect the out-of-pocket and opportunity costs of sending children to school, particularly for secondary school age children.⁶⁷
144. There are a number of labour market programmes to promote employability and employment, including training programmes, job search assistance and microenterprise development services. Strategies to better support women could include locating programmes closer to their homes and providing childcare facilities.⁶⁸ More detailed sex-disaggregated data needs to be collected to determine which groups currently benefit most from public works programmes.

⁶⁴ Ibid., p. 2.

⁶⁵ Ibid., p. 19.

⁶⁶ Ibid., p. 38.

⁶⁷ Ibid., p. 35.

⁶⁸ Ibid. p. 43.

5.6 RECOMMENDATIONS

145. As part of its social protection programmes, the Ministry of Social Transformation, Local Government and Community Empowerment (MOST) oversees a Cash Transfer Programme. Table T9 shows the recipients by area.

T9: RECIPIENTS OF CASH TRANSFER PROGRAMME AS OF MARCH 2014

REGION	MALE	FEMALE
Anse la Raye	16	26
Babonneau	33	49
Canaries	20	25
Castries	162	253
Choiseul	31	41
Dennerly	62	78
Gros-Islet	19	34
Laborie	59	81
Micoud	63	54
Soufriere	57	132
Vieux-Fort	32	37
TOTAL	554	810

SOURCE: MINISTRY OF MINISTRY OF SOCIAL TRANSFORMATION, LOCAL GOVERNMENT AND COMMUNITY EMPOWERMENT (MOST) 2014.⁶⁹

146. In addition, MOST has undertaken a Social Safety Net Reform (SSNR) process and, in partnership with the United Nations Children’s Fund and the World Bank, aims to strengthen/build its capacity for social protection programming in St. Lucia.

5.7 GENDER, EDUCATION AND TRAINING

147. The Ministry of Education, Human Resource Development and Labour (MOE) produces an annual “Education Statistical Digest” that provides sex-disaggregated data on the academic year and makes projections for the upcoming academic year. Data are sourced from the CSO, the Government’s Annual Estimates and through data collected from Annual Education Census Questionnaires that are sent to private and public schools for the most recent statistics.
148. The Education Sector Development Plan, 2009–2014 (ESDP) has been developed with wide stakeholder participation and been regarded as a ‘best practice’ by the World Bank in

- ✓ Given that the BNTF supports social infrastructure and capacity building in poor communities and creates short-term local employment for residents, it is recommended that the Fund:
 - Link contractors with existing SMEs, especially women-owned businesses, to encourage sourcing of local goods and services and support to small businesses (e.g., local catering of meals);
 - Conduct skills training in areas of strong interest to male youth such as cultural industries;
 - Collect qualitative and quantitative sex-disaggregated data consistently to determine who is benefiting from employment and skills development in the communities;
 - Explore methods of creating synergies between social infrastructure and capacity-building projects and government programmes targeted to poor women and men;
 - Explore ways to expand and strengthen youth programming targeted to young women and men in urban areas; and
 - Support IICA/SLNRW producers in the development of rural networks and businesses for women, men and youth.

⁶⁹ Data provided by Ms. Tanzia Toussaint, Assistant Director, Social Transformation. Ministry of Social Transformation (MOST). Local Government and Community Empowerment Community Services Unit.

educational planning in small states.⁷⁰ The ESDP has also been developed within the guiding framework of the Summit of Americas Education Agenda, CARICOM Education Strategy, OECS Education Reform Strategy and UNESCO Education for All (EFA). According to the ESDP, the “plan focuses on quality, relevance and diversification of education” and “is written in the context of having achieved a significant milestone of providing universal access to secondary education in 2007/2008”.⁷¹

149. The policy objectives of the ESDP are to provide and enhance the quality of education through a review and strengthening of education structures and policy at all levels. Also seen as important are the strengthening and expansion of support services for children with special needs, the upgrade of SALCC to a full-fledged university and the expansion of the use of information and communication technologies (ICT) in teaching and learning.
150. In addition, the ESDP seeks to raise the levels of achievement in mathematics, English language and natural sciences. However, the plan does not speak to tourism or agriculture and the expansion of these within the education curriculum. There are linkages between education and employment in the tourism sector that must be addressed, especially given tourism’s large contribution to GDP.

EARLY CHILDHOOD EDUCATION (ECE)

151. Early childhood education (ECE) is not universal in St. Lucia. According to the “2013 Education Statistical Digest”, ECE in the form of day-care centres and pre-school centres provides services to both girls and boys up to the age of four years while some centres provide services up to the age of five years.
152. During the 2011/2012 academic year there were 41 operational day-care centres. In the 2012/2013 academic year this number decreased to 38: 21 government-owned centres and 17 privately owned. The total enrolment was 1,454 students, with a female-to-male ratio of 1:1 and a caregiver to student ratio of 1:10.
153. Between the 1994/1995 and the 1998/1999 academic years, the number of pre-school centres fluctuated. However, after 1998/1999 the number of centres steadily decreased to 94 in 2011/2012. For the 2012/2013 academic year, this number increased to 96. Enrolment has continued to decrease, however, from 3,483 students in the 2011/2012 academic year to 3,428 students in 2012/2013. The probable reason for this is the declining birth rate.

PRIMARY SCHOOL EDUCATION

154. Primary education is compulsory for all children in St. Lucia. While the formal school age is from 5–11 years old, the “2013 Educational Statistical Digest” reports that primary schools also cater to under-age and over-age students, who comprise 3.2% and 3.3% of the public primary school population, respectively.
155. In the 2012/2013 academic year, public primary school enrolment stood at 16,764 students. As seen in Table T10, net enrolment has steadily decreased from the 1996/1997 academic year. The percentage share of girls in total enrolment has, however, remained steady at between 47% and 49%.

⁷⁰ Ministry of Education. Education Sector Development Plan, 2009–2014 (ESDP), pp. 4.

⁷¹ Ministry of Education and Culture undated, pp. 4-5.

T10: PERCENTAGE SHARE OF GIRLS IN TOTAL ENROLMENT IN PRIMARY SCHOOLS, 1996/1997 TO 2012/2013

YEAR	ENROLMENT	NUMBER OF GIRLS	% OF GIRLS
1996/1997	31,548	15,389	48
1997/1998	31,437	15,326	47
1998/1999	29,631	14,232	48
1999/2000	28,975	13,984	48
2000/2001	28,618	13,627	48
2001/2002	27,955	13,367	48
2002/2003	27,175	12,852	47
2003/2004	25,673	12,151	47
2004/2005	25,009	11,816	47
2005/2006	23,969	11,410	48
2006/2007	21,329	10,382	49
2007/2008	20,164	9,909	49
2008/2009	19,287	9,454	49
2009/2010	18,594	9,065	49
2010/2011	17,982	8,834	49
2011/2012	17,276	8,444	49
2012/2013	16,764	8,124	48

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

190. Importantly, the 2012/2013 primary education recurrent expenditure increased by 1.3% from the previous year to \$58.6 million.
191. In 2013, 2,657 students wrote the Common Entrance Examination, 1,310 males (49%) and 1,397 females (51%). Of those repeating the examination in the 2012/2013 academic year (480 students), 63% were boys.
192. With regard to the public primary school teaching staff, female teachers greatly outnumber male teachers. In the 2012/2013 academic year, 86% of the 987 school teachers were female. One reason for this is the higher female enrolment in the Division of Teacher Education at SALCC. Between the 2006/2007 and 2012/2013 academic years, female enrolment in teacher education has consistently outnumbered that of male enrolment, leading to a higher number of trained female teachers in the education system.
193. Similarly, for private primary schools, female teachers also outnumber male teachers (97% for all private schools) and 100% of the teachers in schools such as Montessori Centre, L'Abayee SDA, Taipon and Mon Repos SDA are female.

DROPOUTS AND TRANSFERS

194. For the 2011/2012 academic year there were 103 total student leavers at the primary school level: four dropouts and 99 transfers out of the primary school system. Three of the dropouts were male and one was female. As seen in Table T11, while males are more likely to drop out of primary school than females, the number of dropouts has decreased drastically from the 1999/2000 academic year.

T11: MALE LEAVERS AT THE PRIMARY SCHOOL LEVEL, 1999/2000 TO 2011/2012

YEAR	ENROLMENT	DROPOUTS	TRANSFERS OUT OF ST. LUCIA	TOTAL NUMBER OF LEAVERS
1999/2000	14,991	196	83	279
2000/2001	14,991	141	88	229
2001/2002	14,588	116	91	207
2002/2003	14,323	126	79	205
2003/2004	13,522	127	85	212
2004/2005	13,193	126	65	191
2005/2006	12,559	48	57	105
2006/2007	9,782	21	54	75
2007/2008	10,255	15	72	87
2008/2009	9,833	8	45	53
2009/2010	9,529	5	44	49
2010/2011	9,148	3	50	53
2011/2012	8,832	3	58	61

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

T12: FEMALE LEAVERS AT THE PRIMARY SCHOOL LEVEL, 1999/2000 TO 2011/2012

YEAR	ENROLMENT	DROPOUTS	TRANSFERS OUT OF ST. LUCIA	TOTAL NUMBER OF LEAVERS
1999/2000	13,984	69	92	161
2000/2001	13,627	70	78	148
2001/2002	13,367	52	112	164
2002/2003	12,852	42	93	135
2003/2004	12,151	67	59	126
2004/2005	11,816	50	77	127
2005/2006	11,410	9	70	79
2006/2007	10,382	6	39	45
2007/2008	9,909	6	62	68
2008/2009	9,454	4	38	42
2009/2010	9,065	6	53	59
2010/2011	8,834	3	55	58
2011/2012	8,444	1	41	42

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

156. According to the MOE, “the reduction in the number of dropouts is due to the establishment of Senior Primary Schools and the increased provision of five year secondary education.”⁷²

PUBLIC SECONDARY EDUCATION

157. In the 2012/2013 academic year there were 23 public secondary schools in St. Lucia. However, while the female to male ratio remained at 1:1, student enrolment decreased by 4.7% from the 2011/2012 academic year: 14,381 students in 2011/2012 compared to 13,706 students in 2012/2013. As seen in Table T13, the percentage share of girls in total enrolment has remained steady at 50% between the 2009/2010 and 2012/2013 academic years. This is, however, a decrease from previous years (1994/1995 to 2008/2009) when their percentage share was as much as 57%. However, enrolment during these academic years was lower.

T13: PERCENTAGE SHARE OF GIRLS (FORMS 1 TO 5) IN TOTAL ENROLMENT IN SECONDARY SCHOOLS, 1994/1995 TO 2012/2013

YEAR	ENROLMENT (FORMS 1 TO 5)	NO. OF GIRLS	PERCENTAGE GIRLS
1994/1995	10,190	5,755	56
1995/1996	10,314	5,883	57
1996/1997	11,082	6,212	56
1997/1998	11,540	6,490	56
1998/1999	11,847	6,441	54
1999/2000	12,530	7,172	57
2000/2001	12,738	7,194	56
2001/2002	12,743	7,255	57
2002/2003	12,655	7,186	57
2003/2004	12,931	7,272	56
2004/2005	12,815	7,070	55
2005/2006	12,965	7,163	55
2006/2007	14,578	7,724	53
2007/2008	15,527	7,939	51
2008/2009	15,753	7,990	51
2009/2010	15,564	7,723	50
2010/2011	15,139	7,501	50
2011/2012	14,241	7,132	50
2012/2013	13,576	6,855	50

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

158. As with the primary level, female teachers outnumber male teachers: out of 982 secondary schools teachers, 71% are female.

⁷² Source: Ministry of Education, Human Resource Development and Labour 2013, p. 23.

159. Caribbean Secondary Education Certificate (CSEC) examination subjects (general/technical) ranked according to gender in public secondary schools was not available.

DROPOUTS AND TRANSFERS

160. As at the primary school level, the total number of male dropouts was higher than that for females. As seen in Tables T14 and T15, the total number of male and female dropouts in the 2011/2012 academic year was 182 and 79 students, respectively.
161. Students were more likely to drop out in Forms 4 and 5, with no dropouts recorded for either males or females in Form 1.
162. The MOE recognizes the high drop-out rate of secondary school students, especially male students, and is currently working with all secondary schools to not only properly document the issue but also look at how to abate the problem. The details of this process were not available.

T14: NUMBER OF MALE DROPOUTS AT THE SECONDARY SCHOOL LEVEL BY FORM, 1999/2000 TO 2000/2012

YEAR	FORM 1	FORM 2	FORM 3	FORM 4	FORM 5	TOTAL DROPOUTS
1999/2000	1	2	17	17	22	59
2000/2001	1	2	10	17	17	47
2001/2002	0	7	9	21	26	63
2002/2003	0	4	9	23	38	74
2003/2004	0	12	17	16	42	87
2004/2005	0	1	10	15	34	60
2005/2006	7	16	24	30	42	119
2006/2007	1	8	17	20	37	83
2007/2008	8	30	17	40	40	135
2008/2009	11	26	41	35	62	175
2009/2010	2	7	25	62	66	162
2010/2011	2	19	26	38	95	180
2011/2012	0	8	19	70	85	182

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

T15: NUMBER OF FEMALE DROPOUTS AT THE SECONDARY SCHOOL LEVEL BY FORM, 1999/2000 TO 2000/2012

YEAR	FORM 1	FORM 2	FORM 3	FORM 4	FORM 5	TOTAL DROPOUTS
1999/2000	4	2	9	15	14	44
2000/2001	3	4	12	22	30	72
2001/2002	2	3	13	26	25	69
2002/2003	1	9	20	22	35	87
2003/2004	1	5	14	28	27	75
2004/2005	0	1	7	13	31	52
2005/2006	3	12	21	33	31	100
2006/2007	1	4	14	17	19	55
2007/2008	4	13	18	28	38	101
2008/2009	1	6	13	26	34	80
2009/2010	1	2	13	43	47	106
2010/2011	2	6	6	12	67	93
2011/2012	0	7	8	33	31	79

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

SPECIAL EDUCATION

163. For students with special needs, including those who are mentally challenged and visually and hearing impaired, specialized education programmes are set up at five special education centres. The number of such students enrolled in the 2012/2013 academic year decreased by 12.5% from the previous academic year.
164. This decrease in enrolment can be blamed on the fact that many families prefer to keep a student with special needs at home and away from the public. In addition, not all special education centres provide transportation to students and so attending school is not an option for those who cannot afford this cost. The MOE plans to expand its transportation programme to all special education schools.

POST-SECONDARY AND TERTIARY EDUCATION

165. Post-secondary and tertiary education programmes are offered at the Sir Arthur Lewis Community College (SALCC), the Vieux Fort Post-Secondary Department, Monroe College and the University of the West Indies (UWI) Open Campus. There are also three offshore medical schools: the International American University (IAM) College of Medicine, American International Medical University (AIM-U) and Spartan Health Services University School of Medicine.
166. At SALCC, enrolment for the 2012/2013 academic year was 2,242 students – a decrease from the previous academic year. As seen in Tables T16 and T17, total female enrolment outnumbered male enrolment. The

number of students enrolled in agriculture remains small as many do not see this as economically rewarding.

T16: MALE ENROLMENT BY MAIN DIVISIONS OF SPECIALIZATION AT SIR ARTHUR LEWIS COMMUNITY COLLEGE, 2009/2010 TO 2012/2013

YEAR	Arts and General Studies	Technical Education and Management Studies	Teacher Education	U W I	Health Sciences	Agriculture	Continuing Education	Total
2009/2010	135	422	38	10	2	35	194	836
2010/2011	158	526	31	7	4	33	148	907
2011/2012	146	488	40	10	6	39	89	818
2012/2013	140	486	39	12	7	35	122	841

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

T17: FEMALE ENROLMENT BY MAIN DIVISIONS OF SPECIALISATION AT SIR ARTHUR LEWIS COMMUNITY COLLEGE, 2006/2007 TO 2012/2013

YEAR	Arts and General Studies	Technical Education and Management Studies	Teacher Education	U W I	Health Sciences	Agriculture	Continuing Education	Total
2009/2010	291	549	149	33	108	34	648	1812
2010/2011	319	580	120	36	140	48	600	1843
2011/2012	296	442	170	45	121	41	226	1341
2012/2013	241	449	147	41	124	33	366	1401

SOURCE: MINISTRY OF EDUCATION, HUMAN RESOURCE DEVELOPMENT AND LABOUR 2013.

167. The Vieux Fort Post-Secondary Department offers post-secondary programmes to students graduating from secondary school. Of the total enrolment of 297 students in the 2012/2013 academic year, 73% were females.
168. Monroe College and UWI Open Campus offer undergraduate degree and graduate degree programmes. Of the 334 students enrolled at Monroe College in the fall (September to December) 2012 semester, 70% were females. Females also outnumbered males in the winter 2013 and spring 2013 semesters (155 females versus 60 males and 134 females versus 64 males, respectively). Females also outnumbered males in all programmes except information technology, where the number of males enrolled was nearly double the number of females enrolled for the semesters listed above.

169. At the UWI Open Campus, females outnumbered males in all programmes at all levels in the 2012/2013 academic year.

SKILLS TRAINING

170. The National Skills Development Centre (NSDC) offer training, workshops and services in the following areas: career counselling, technical and vocational skills training, job search workshops and job placement.
171. The NSDC has four project and training areas: Caribbean Youth Empowerment Project, OECS Skills for Inclusive Growth Project, National Apprenticeship Project (NAPP) and NAPP In-House Training. For all project and training areas except the Caribbean Youth Empowerment Project, females outnumber males.
172. Gendered segregation of training areas also exists as more males are enrolled in computer maintenance, football coaching, carpentry, electrical installation, general construction, Plumbing and auto-mechanics, while females outnumbered males in beauty and therapy, nail technology, housekeeping and cookery.
173. In addition to the NSDC, the Centre for Adolescent Rehabilitation and Education (CARE) provides technical and vocational skills at five training centres.

NATIONAL ENRICHMENT AND LEARNING PROGRAMME (NELP)

174. There are currently 16 National Enrichment and Learning Programme (NELP) centres across St. Lucia. In 2012/2013, there were 1,425 students enrolled of which 73% were females. Since the 1999/2000 academic year (the earliest year for which data are accessible), female students have outnumbered male students.

STUDENT SOCIAL WELFARE PROGRAMMES

175. The Student Support Services Unit of the MOE coordinates assistance for primary school students in the form of bursaries and the School Feeding Programme. In the 2012/2013 academic year 7,067 students (42% of the primary school body) benefitted from the School Feeding Programme, which operates at 70 out of 75 public primary schools.
176. At the secondary school level, the MOE provides three programmes: the Transportation Subsidy Programme, the Textbook Rental Programme and the Bursary Programme. In the 2012/2013 academic year, 5% or 677 students benefitted from the Bursary Programme; 18% benefitted from the Transportation Subsidy Programme; and 0.25% benefited from the Textbook Rental Programme, which is only offered to forms 1–3 students.

5.7 RECOMMENDATIONS

- ✓ As per the ESDP 2009–2014, SALCC should be upgraded to a full-fledged university college so as to respond to higher educational demands. Enrolment of both females and males should be increased and academic studies and courses that can build workforce capacity for market needs and national priorities should be included and/or expanded.
- ✓ The Bursary Programme, School Feeding Programme, Transportation Subsidy Programme and Textbook Rental Programme should be extended to all primary and secondary schools and also to all special education centres. These programmes are particularly beneficial to children who come from poor households, especially female-headed and rural households and those that are located in disaster-prone areas.
- ✓ Strategies are needed to increase the number of male teachers in primary and secondary schools. Examples include integrating primary teacher training into tertiary education to enhance its status and providing equal remuneration for graduate teachers at the primary and secondary levels.
- ✓ The MOE is a best practice in the region for its collection and analysis of sex-disaggregated statistics. However, such data must be utilized in developing education and employment policies, plans and programmes.

177. With the assistance of the Government of Trinidad and Tobago, the Government will also provide a laptop to each secondary school as a way to integrating ICT into the learning system in schools.⁷³

5.8 GENDER, EMPLOYMENT AND LABOUR

178. According to St. Lucia's *Report to the 11th Session of The Regional Conference on Women in Latin America and the Caribbean, June 2010*, "while legislation to ensure equality of opportunity and treatment in employment exists, it is often not actioned and the violation of women's rights within the workplace, given surplus labour, persists, especially among those from the lower socioeconomic bracket."⁷⁴
179. While the labour force has increased from 67,238 persons in 2001 to 85,310 persons in 2010, more men than women were employed. In 2012 the labour force participation rate was 70%, with males making up 76% and females 65%.

T18: FORMAL EMPLOYMENT BY INDUSTRY AND SEX, 2011

Sector	Male %	Female %	TOTAL
Wholesale and retail trade; repair of motor vehicles and motorcycles	11.4	18.4	14.7
Accommodation and food service activities	10.9	15.5	13.0
Agriculture, forestry and fishing	15.3	5.8	10.8
Public administration and defence; compulsory social security	8.8	11.8	10.2
Construction	14.4	0.9	8.1
Not stated	7.0	6.0	6.5
Manufacturing	7.1	5.4	6.3
Transportation and storage	7.3	3.2	5.4

SOURCE: SPECIAL STUDIES UNIT 2013, P. 32.

180. Table T18 above shows the gendered occupational segregation in the labour force in 2011. The data indicate that males predominate in agriculture, forestry and fishing, construction, manufacturing and transportation and storage. Females predominate in the wholesale and retail trade, accommodation and food service, and public administration and defence; compulsory social security. There is evidence of both gender role stereotyping and some movement across traditionally 'male' and 'female' fields.

T19: UNEMPLOYED POPULATION BY AGE AND SEX, 2009–2012

FEMALE			
AGE GROUP	2009	2011	2012
15–19	1,368	2,141	1,663
20–24	1,824	1,998	2,279

⁷³ Government of St. Lucia 2013.

⁷⁴ Division of Gender Relations 2010.

25–34	1,911	2,092	2,526
35–44	1,540	1,753	2,074
45–54	1,133	1,515	1,315
55–64	420	476	530
65+	166	205	230
TOTAL	8,362	10,180	10,607

MALE AGE GROUP	2009	2011	2012
15–19	1,453	1,565	1,565
20–24	1,748	1,917	1,917
25–34	1,864	2,467	2,467
35–44	1,038	1,081	1,081
45–54	1,049	1,238	1,238
55–64	515	444	444
65+	269	323	323
TOTAL	7,936	9,035	9,035

SOURCE: GOVERNMENT OF ST. LUCIA, CENTRAL STATISTICAL OFFICE, LABOUR MARKET INFORMATION SYSTEMS (LMIS) STATISTICAL TABLES/REPORTS

181. The development of an increase in employment opportunities remains an important goal for the Government. As early as 1997, the Short-term Employment Programme (STEP) was created to provide landscaping and community beautification jobs to those who need them the most. Founded under the St. Lucia Labour Party (SLP) administration, the programme was stopped in 2006 under the administration of the United Workers’ Party (UWP) in 2006 but reintroduced in 2011 after the SLP once again took office under the leadership of Prime Minister Kenny Anthony. In July 2013, 2,325 persons were employed with STEP.
182. As seen from Table T19 above, unemployment was highest for both females and males in the 25–34 age groups. Youth employment is problematic: the unemployment rate for females aged 15–24 years was 35.2% in 2007, but this number had risen to 42.6% in 2012. Similarly, the unemployment rate for males aged 15–24 years was 21.5% in 2007 but had risen to 37.6% by 2012.
183. Youth unemployment is thus one of the issues that the National Consultative Council seeks to address. Founded in March 2009 with the purpose of “developing proposals to address poverty alleviation through the creation of sustainable livelihoods”,⁷⁵ the Council aims to create project initiatives to alleviate youth unemployment.
184. As discussed in section 5.2 above, the Youth Enterprise Equity Fund also seeks to reduce youth unemployment by assisting young persons who would like to start up or expand an MSME. Similarly, the World Bank funded the OECS Skills for Inclusive Growth Project to reduce youth employment by training approximately 1,850 young people in the private sector. Participants in the project, which started in 2007, were unemployed youth between the ages of 17 to 30 with less than three Caribbean

⁷⁵ Government of St. Lucia 2011, p. 33.

Examinations Council (CXC) passes. When the project was restructured in 2011, it was expanded to include persons between the ages of 16 and 40 with less than four CXC passes. While the project was affected by a decline in economic activity due to the 2008 global financial crisis, which caused a decline in the demand for skilled labour, it was successful in “increasing the employability of youth through public/private sector partnerships for demand-driven technical and life skills training”.⁷⁶ Significantly, 7,655 of the participants/trainees have been female.

185. As discussed previously, the Youth Agricultural Entrepreneurial Programme (YAEP) provides training to persons aged 18–35 years for the establishment of agricultural enterprises. Participants are provided with access to land, material and financial resources in a bid to not only boost agriculture but also provide employment to youth.
186. The Youth Enterprise Development Fund (YELDF) also trains young persons in small business management. This is funded by the Government and the Commonwealth Youth Programme Caribbean Centre and more than 50% of participants are female.⁷⁷
187. In 2012, a Labour Market Needs Assessment Survey conducted by the Government in collaboration with the OECS Secretariat determined that the services sector recorded the highest rate of job creation between January and August of that year.⁷⁸

T20: NUMBER OF NEW PERSONS EMPLOYED FOR THE PERIOD JAN–AUG 2012

MAJOR INDUSTRIAL SECTOR	CASTRIES CITY	GROS ISLET	VIEUX FORT	SOUF-RIERE	OTHER	TOTAL
Services – health, private education, social, legal and other services	1,625	231	176	19	672	2,723
Finance, insurance and real estate	83	52			7	142
Transportation, communication, utilities	90	266				356
Accommodation and food service activities	196	934	69	237	149	1,585
Wholesale and retail trade	734	170	51	16	36	1,006
Construction	151	849	38		38	1,075
Manufacturing	217	103	208		103	630
TOTAL	3,095	2,604	543	271	1,005	7,518

SOURCES: GOVERNMENT OF ST. LUCIA 2013

188. Moreover, for this period, St. Lucia recorded a positive job turnover rate of 2%. The accommodation and food services sector recorded a zero job turnover rate while the construction sector recorded a -7% turnover rate, given its high rate of job losses. The survey also revealed a gap between labour force skills and those needed to fill current vacancies.

⁷⁶ World Bank 2014, p. 9.

⁷⁷ Government of St. Lucia 2010b.

⁷⁸ Government of St. Lucia 2013.

5.9 GENDER, VIOLENCE AND CRIME

189. Crime and violence are increasing concerns in Saint Lucia, particularly given the importance of tourism to the country's GDP. Rising crime impacts tourism and hinders development, especially after crimes including murder and rape against foreign tourists. According to the Royal Saint Lucia Police Force (RSLPF), 21,334 crimes were reported in 2012. This number decreased to 19,038 in 2013. As seen in Table T21, the number of homicides also decreased between 2012 and 2013.

T21: NUMBER OF HOMICIDES REPORTED, 2000–2013

YEAR	HOMICIDES REPORTED
2000	22
2001	24
2002	33
2003	33
2004	31
2005	34
2006	43
2007	27
2008	39
2009	39
2010	48
2011	50
2012	44
2013	36

SOURCES: ROYAL ST. LUCIA POLICE FORCE CRIME STATISTICS; OSAC 2014

190. In 2013, crimes against the person, property crimes and summary offences accounted for 75% of total reported crimes. While the number of homicides, crimes against the person, property crimes, sexual offences and summary offences decreased in 2013, there were increases in the number of firearm and drug-related offences.
191. Additionally, according to the RSLPF Crime Statistics for 2013, the majority of homicides were committed by young males against other young males, thus strengthening the linkages among masculinity, crime and violence where crime – and especially gun violence – is seen as a marker of masculinity. Anti-crime programmes should therefore target young men and include community development elements. Women, as community leaders, must also be included in these programmes so as to include their experiential knowledge of crime and the community in all programme planning and implementation
192. To counter crime, the Government has established the Community Action Programme for Safety (CAPS) in communities throughout the island. In addition, in collaboration with the Commissioner of Police, it continues to develop strategies to tackle what is seen as rising criminal gang activity in the country.

SEXUAL OFFENCES AND GENDER-BASED VIOLENCE

193. As seen in Table T22, the number of cases of rape, attempted rape and unlawful sexual connection reported to the RSLPF increased from 2009 to 2010.

T22: CASES OF RAPE, ATTEMPTED RAPE AND UNLAWFUL SEXUAL CONNECTION, 2009–2010

YEAR	CRIME	CASES REPORTED	CASES ACCEPTED	CASES DETECTED	ARRESTS
2009	Rape	56	53	11	11
	Attempted rape	11	11	3	1
	Unlawful sexual connection	23	23	1	3
2010	Rape	66	-	-	-
	Attempted rape	61	-	-	-
	Unlawful sexual connection	19	-	-	-

SOURCES: ROYAL SAINT LUCIA POLICE FORCE (RSLPF) (2009), "CRIME STATISTICS 2009"; CANADA: IMMIGRATION AND REFUGEE BOARD OF CANADA 2012

194. Crimes involving sexual violence against women are handled by the Vulnerable Persons Unit in the RSLPF. Established in December 2007, the Unit has increased police responsiveness to these cases and works closely with the Family Court, DGR and Human Services. However, due to trained officers being transferred out of the Unit, there is a need for ongoing training of officers to replace them.
195. The 2010 Census indicated that households had reported 120 rapes in the previous 12 months,⁷⁹ which included crimes that had not been reported to the police.
196. The Women’s Support Centre fielded 153 crisis calls in 2010, down from 205 in 2009. Client intake at the Centre was 10 in 2010, down from 21 in 2009.⁸⁰ The Centre provides emergency shelter for abused women and their children and can also provide longer-term housing for a few cases each year. The DGR provides counselling and residential facilities for abused women, with expenditures equal to \$0.7 million (US\$0.3 million), as well as funding for a Crisis Centre.
197. Since 2000, there has been discussion about establishing a Men’s Resource Centre. Initially an idea of the DGR, the initiative has been taken up by several prominent men in the community, and a 10,000 Man March was held on Father’s Day in June 2011.
198. According to Family Court data, there were 5,362 domestic violence cases brought before the courts between 1997 and 2010. These cases include protection orders, occupation orders and tenancy orders to protect victims of domestic violence. The number peaked at 501 in 2008 and has since declined slightly to 496 in 2009 and 449 in 2010. Between 1979 and 2008, there were 21 homicides as a result of domestic

⁷⁹ Central Statistical Office 2011, p. 60.

⁸⁰ DGR statistics May 2011. The Social Safety Net Assessment notes that statistics on abuse are unreliable and represent only a fraction of actual abuse (Blank 2009).

violence (17 adult females, four adult males and four children).⁸¹ There were no homicides due to domestic violence in 2009 or 2010; there was one between January and May 2011.

199. In 1994 St. Lucia enacted the Domestic Violence Law. However, according to the Organization of American States (OAS) the law does not include a clear definition of violence against women as an act based on gender. Furthermore, there exists no distinction in the definitions of violence against women in national law as distinct from intra-family, family or domestic violence.⁸² The Criminal Code was amended in 2003 so as to incorporate the provisions of the Convention of Belém do Pará. The Code introduces new legislation and penalties for stalking and knowingly transmitting the AIDS virus. It also prohibits rape, spousal rape, “unlawful sexual connection” and “indecent assault”.
200. For the past several years the DGR has focused on issues of violence against women. Social services to respond to violence, as well as public awareness of the issue, have increased.
201. The Government, through the DGR, funds the Women's Support Centre. NGOs such as the National Organization of Women also provide counselling, referral and education services. The Crisis Centre assists in cases of physical violence, incest, non-payment of child support, alcohol/drug abuse, homelessness, custody and visitation rights.

YOUTH AND CRIME

202. With regard to youth violence and crime, Table T23 indicates the category of crimes and the gender of the perpetrators as reported by the Department of Probation and Parole Services.

T23: YOUTH VIOLENCE AND CRIME, 13–26 YEARS OLD, 2012–2014

CATEGORIES OF CRIME (FEMALE)	TOTAL NUMBER OF FEMALES	CATEGORIES OF CRIME (MALE)	TOTAL NUMBER OF MALES
Assault Enter dwelling house Stealing Possession of cannabis Unlawful assault	10	Sexual intercourse with a minor Assault Stealing Robbery Carnal knowledge Possession of controlled drugs Unlawful fighting Grievous harm Possession of a dangerous weapon and throwing missile Wounding Intentional harm Trespassing Possession of cannabis Unlawful assault Contravene a protection order Cultivating a controlled plant Gross indecency Indecent assault	113

⁸¹ Vulnerable Persons Unit, Royal St. Lucia Police Force.

⁸² Organization of American States (OAS) 2011.

SOURCE: DEPARTMENT OF PROBATION AND PAROLE SERVICES, MINISTRY OF HOME AFFAIRS, 20 AUGUST 2014.⁸³

203. Young males between the ages of 13 and 26 years are more likely to commit a crime and be supervised or rehabilitated as juvenile offenders under the Department of Probation and Parole Services.
204. It is the responsibility of the Department of Probation and Parole Services not only to supervise juvenile offenders who are given supervision orders (1–3 years) or probation from the courts but also to deal with walk-ins (parents who come into the Department with at-risk juveniles), attend all court dates at all courts (High Court, Magistrates Court, Family Court) with juvenile offenders and also prepare pre-sentence reports, social inquiry reports, bail report statements and defence statements for unrepresented accused.
205. The Department also provides programmes for both male and female youth offenders. The Court Diversion Programme caters to youth offenders and at-risk youth and provides remedial education (inclusive of literacy classes) and life skills to participants. Training is given in the following subject areas: mathematics, English, food and nutrition (cake decoration and pastry-making), theatre arts, dance, arts and crafts, hairdressing/barbering, plumbing, sewing and sports (football). The fields are not gender segregated and both males and females can and have attended classes in all the subject areas. In March 2014, however, the Court Diversion Programme was shut down due to budgets cuts as stipulated in the national Budget coupled with a lack of operational costs (rent, electricity and daily lunch for the participants) from the Department. There are therefore currently no programmes for juvenile youth offenders.
206. The Department marked August 2014 as Sexual Education Month. Workshops on sexually transmitted infections (STIs), HIV and AIDS and sex and the law, for example, were given to participants. In addition, with the necessary funding, the Department plans to initiate a parenting programme and an outreach programme. It also hopes to continue its orientation programme for new probationers and its school visits, which it conducts in collaboration with the MOE.
207. Male juvenile offenders who are charged with criminal offences or who are at-risk and suffering from family and social problems are remanded to the Boys Training Centre. There is currently no such facility for girls, though the Uptown Gardens Girls Centre – a day facility – provides life skills and other

5.9 RECOMMENDATIONS

- ✓ Public education on the nature, incidence and impact of gender-based violence, legal rights and remedies and access to support mechanisms should be increased.
- ✓ Funding to the DGR should be continued/increased so as to expand its programming on gender-based violence and expand the services of the Women's Support Centre.
- ✓ As per the UNDP 2008–2009 Country Report, dysfunctional behaviour at the primary school level should be addressed through relevant teacher training and the availability of trained counsellors and psychologists to students, strengthening criminal justice systems and helping re-integrate those with a criminal past into society.
- ✓ With regard to youth and crime, funding should be granted to the Department of Probation and Parole Services so that important programmes such as the Court Diversion Programme can be reinstated so as to provide training to female and male juvenile offenders.
- ✓ A residential facility for females must be established so as to provide female juvenile offenders and at-risk girls with a live-in facility.

⁸³ Data provided by Ms. Yolanda Jules-Louis, Assistant Director, Department of Probation and Parole Services, Ministry of Home Affairs.

training programmes for female youth offenders and those at-risk.

208. With regard to youth-on-youth crime, community discussions were held in the Babonneau community in June 2014 as part of national consultations for the CARICOM–Spain ‘Reducing Youth on Youth Violence in CARICOM Member States Pilot Project’. The Pilot Project seeks to develop strategies that target at-risk youth so as to tackle youth-on-youth violence in schools and communities.⁸⁴

5.10 GENDER AND DECISION MAKING

209. Table T24 indicates the numbers of women candidates and elected Members of Parliament in the country’s national elections from 1997 to the present. It shows that a critical mass is yet to be attained in the Parliament as women only hold 3 out of 18 seats (16.7%) in the Lower House and 2 out of 11 (18.2%) seats in the Upper House. The country is currently ranked at 91st out of 142 democracies in the Inter-Parliamentary Union’s world classification.⁸⁵ (Barbados and Malawi are also ranked 91st, thus tying with St. Lucia.)
210. There are no gender quotas for political parties. However, each of the two political parties has a women’s group. Furthermore, a Women’s Leadership Caucus, launched on 8 March 2012, aims to support women in politics and those in decision-making and leadership positions. The Caucus undertook a review of its draft constitution in March 2014. However, as a young organization, its impact is yet to be determined.

5.9 RECOMMENDATIONS

- ✓ Gender sensitization should be provided for boys and young men in the society to transform traditional gender stereotypes, attitudes, behaviours and roles, focusing on under-achievers at school, youth skills training programmes, sports organizations and other arenas where boys and young men congregate.
- ✓ Sex-disaggregated data should be collected, collated and analysed by the relevant authorities including the DGR, the Royal Police Force, the court system and prison services.

T24: NUMBERS OF WOMEN MEMBERS OF PARLIAMENT, 1997–2011

LOWER HOUSE				UPPER HOUSE			
Election year	Seats	Women	Women %	Election year	Seats	Women	Women %
2011	18	3	16.7%	2012	11	2	18.2%
2006	17	0	0.0%	2001	11	4	36.4%
2001	18	2	11.1%	1997	11	2	18.2%
1997	17	2	11.8%	1997	11	2	18.2%

⁸⁴ UNDP 2010.

⁸⁵ See IPU 2014.

211. At the local government level, the numbers look more promising. On the 14 constituency councils (one city council – Castries – and 13 ‘quarter’ councils), there are 59 women compared to 71 men.
212. Sex-disaggregated data from selected government departments (see Table T25) show that men dominate in terms of numbers employed in the Ministries of Agriculture, Communications and Works and Home Affairs and in the Police and Fire departments. Women dominate at the Ministries of Finance, Justice and Public Service.

T25: NUMBER OF STAFF IN SELECTED GOVERNMENT DEPARTMENTS, 2011⁸⁶

GOVERNMENT DEPARTMENT	MALE	FEMALE
Attorney General Chambers	7	24
Audit Department	9	21
Electoral Department	10	19
Parliament	3	6
Ministry of Agriculture, Fisheries and Lands	360	201
Governor General	18	9
Ministry of Communications, Works, Transport and Public Utilities	239	113
Ministry of External Affairs	12	23
Ministry of Finance	28	66
Ministry of Physical Development, Environment and Housing	87	98
Ministry of Tourism	7	20
Ministry of Justice	55	152
Ministry of Public Service & Human Resources	21	59
Office of the Prime Minister	28	34
Ministry of Home Affairs and National Security (excluding Bordelaise)	1,160	385
Bordelaise Correctional Facility	115	83
Royal St. Lucia Police Force	877	303
Ministry of Home Affairs (Admin)	4	14
Home Affairs – Probation & Parole	10	15
Fire Service	269	53
TOTAL	3,319	1,698

213. The DGR continues to advocate for more women to enter into decision-making and leadership positions and has encouraged the work of the Caribbean Institute for Women in Leadership (CIWiL) in St. Lucia. Of the 10 women who contested seats in the 2011 general election, seven participated in CIWiL’s programmes and trainings and three graduated from CIWiL Transformational Leadership Training Institute. Civil society organisations such as Saint Lucia Women in Action also seek not only to make women’s rights issues a national concern but also to encourage women in leadership positions so that their

⁸⁶ As of 15 September 2011. Data collected by Department of Gender Relations.

voices and experiential knowledge can be included in all national policies and decisions that affect their lives.

214. However, there remain certain obstacles to women's access to the highest levels of decision-making. Socio-economic, cultural and political obstacles such as traditional views on gender roles and the perceptions of politics as a male space, the lack of economic and party support and their unavailability to run for elections given the disproportionate share of care work hinder women's access.
215. As a State Party to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Government must ensure that everything possible is done to adhere to the Convention and its recommendations in its commitment to gender equality, especially in political and public life. It must ensure political parties are committed to gender equality in their constitutions and that there is gender-balanced representation on all executive boards so that women are present at all levels of decision making.⁸⁷

5.10 RECOMMENDATIONS

- ✓ Party structures and procedures should be examined to ensure that there are no structures that discriminate against women's participation and leadership; political parties should set a target of at least 30% of women on their lists of candidates in national elections
- ✓ Measures are required to increase women's representation in Cabinet and Parliament to a critical mass of 30%.
- ✓ Transformational leadership training should be provided for female and male candidates; and gender issues should be incorporated in parties' political agendas.
- ✓ Specific to the St. Lucia context, research should be conducted on the obstacles that inhibit women from entering into the political sphere and decision-making position.
- ✓ The work of CIWiL in St. Lucia should be supported and opportunities created for partnerships with DGR and other civil society organizations that are committed to gender equality and gender justice.
- ✓ The Government must deepen its commitment to gender equality and CEDAW, create structures for the implementation of the UN CEDAW Committee's recommendations and regularly report on the legislative, judicial, administrative or other measures that they have adopted to implement the Convention.

⁸⁷ UN CEDAW (1997), "General Recommendation No. 23 (16th session, 1997)".

PART II

6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY

6.1 INTERNATIONAL AND REGIONAL COMMITMENTS

216. The Government has ratified a number of international conventions covering a breadth of rights for its citizens and residents, including:
- i. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) – accession 8 October 1982;
 - ii. International Covenant on Civil and Political Rights (ICCPR) – ratified 22 September 2011;
 - iii. Convention on the Elimination of All Forms of Racial Discrimination (CERD) – succession 14 February 1990;
 - iv. Convention on the Rights of the Child (CRC) – ratified 16 June 1993;
 - v. Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict – ratified 15 January 2014;
 - vi. Convention on the Rights of Persons with Disabilities (CRPD) – signed 22 September 2011;
 - vii. Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (‘Convention of Belem de Para’) – ratified 8 March 1995
217. St. Lucia has also ratified the following fundamental International Labour Organization (ILO) conventions:
- i. Forced Labour Convention, 1930 (No. 29) - ratified 14 May 1980;
 - ii. Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87) – ratified 14 May 1980;
 - iii. Right to Organize and Collective Bargaining Convention, 1949 (No. 98) – ratified 14 May 1980;
 - iv. Equal Remuneration Convention, 1951 (No. 100) – ratified 18 August 1983;
 - v. Abolition of Forced Labour Convention, 1957 (No. 105) – ratified 14 May 1980;
 - vi. Discrimination (Employment and Occupation) Convention, 1958 (No. 111) – ratified 18 August 1983;
 - vii. Worst Forms of Child Labour Convention, 1999 (No. 182) – ratified 6 December 2000.
218. Of additional importance are international and regional instruments that the Government upholds including: the Nairobi Forward-looking Strategies for the Advancement of Women (1985); the Beijing Declaration and Platform for Action (1995); the Millennium Development Goals (2000); the Commonwealth Plan of Action for Gender Equality 2005–2015; and the Strategic Plan 2011–2016 of the Inter-American Commission of Women (CIM 2011).

6.2 CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY

219. The Constitution of Saint Lucia prohibits all forms of discrimination and guarantees fundamental rights and freedoms to all citizens.
220. Chapter one of the Constitution provides protection of fundamental rights and freedoms for all citizens. The rights to life, liberty, security of the person, equality before the law and the protection of the law, freedom of conscience, of expression and of assembly and association and the protection of family life and personal privacy are granted regardless of race, place of origin, political opinion, colour, creed or sex.

221. However, while the Constitution provides for protection before the law regardless of sex, the definition of discrimination against women as defined in Article 1 of CEDAW is not explicitly stated. In fact, the UN CEDAW Committee in their response to the combined initial, second, third, fourth, fifth, and sixth periodic report of Saint Lucia on 23 May 2006 stated that “no comprehensive analysis has been undertaken of national legislation with regard to their compliance with the provisions of the Convention, and the lack of data available to monitor the de facto realization of women's equality and access to justice”.⁸⁸ The Committee thus urged constitutional reform so as to include the definition in the Constitution or other national legislation.
222. The following is a summary of key pieces of legislation that contain gender bias and need to be reformed.

Domestic Violence (Summary Proceedings) Act Chapter 4.04 “2005 Rev” – The Domestic Violence Act provides protection for victims of domestic abuse and molestation. It grants magistrates of the Family Court the power to grant protection orders that prohibit abuse and molestation and bar the abusive person from entering the home, workplace or place of education of the victim. The Act also allows for occupation and tenancy orders that give the victim the right to remain in the household residence and confers the tenancy on the person who applied for the order, respectively. However, within the Act there is no clear definition of violence against women based on gender. Furthermore, “No provisions have been made to date to define violence against women in national law as distinct from intra-family, family or domestic violence”.⁸⁹ While the Vulnerable Persons Unit of the police force is responsible for dealing with cases involving domestic violence, cases are not prosecuted due to the reluctance of some victims to press charges. Thus, amid an improvement in police response to matters involving domestic violence and also collaboration with the DGR and the Family Court, further support must be granted to victims from the time of reporting the crime through the judicial process.

The Criminal Code – The Criminal Code Chapter 3.01 “2005 Rev” governs sexual offences. Offences covered include unlawful sexual connection, indecent assault, gross indecency, buggery, sex trafficking/procurement, sexual offences in relation to children and sexual offences in relation to persons with mental impairment. Rape is defined as where any person has sexual intercourse with another person without that person’s consent, and it carries a maximum penalty of 14 years to life imprisonment. While marital rape is recognized under the Criminal Code, it is only an offence where one of the following exists: a decree nisi of divorce or decree of nullity granted

6.2 RECOMMENDATIONS

- ✓ The Government, through its designated agencies, must ensure compliance with, implementation of, and reporting on relevant international treaties, conventions and agreements such as CEDAW.
- ✓ It is recommended that the Government undertake a gender review of all laws, inclusive of those discussed above, to identify all forms of gender-based discrimination and inequality. The review should inform the development of an agenda for legal reform, drawing on the experience of countries around the world that have carried out CEDAW Legislative Compliance Assessments, to bring St. Lucia’s legislation in conformity with international best practice with regard to gender equality and equity.

⁸⁸ UN CEDAW 2006.

⁸⁹ Organization of American States (OAS) 2011.

under the Divorce Act; a decree of judicial separation under the Civil Code; a separation agreement or where the parties are in fact separated; or a peace binding order, a protection order from the Family Court or an order for one party not to molest or have sexual intercourse with the other. Sexual harassment is also not adequately addressed. It is only considered an offence in the workplace as stipulated in the Equality of Opportunity & Treatment in Employment & Occupation Act of 2001.

National Insurance Scheme (NIS) – As established by the National Insurance Corporation Act, the NIS is a compulsory, contributory scheme to which employees pay 5% of their monthly earnings and employers pay 5% of their monthly payroll. Self-employed persons contribute according to wage categories. Benefits for contributors include: old age, disability and survivors benefit; sickness and maternity benefits; and work injury benefits. Old age pension benefits are granted at age 63 (gradually rising to 65 by 2015) to contributors who have made at least 168 months of contributions. The benefit is 40% of the insured's average covered earnings plus 0.5% of average covered earnings for each month of contributions exceeding 168 months. The survivor benefit – which includes a funeral grant of the cost of the funeral, up to \$1,750 for an insured person, \$1,500 for a spouse and \$150 to \$1,500 for a child, depending on the child's age – is paid to the widow(er) of a contributor. For sickness and maternity benefits, 65% of the insured's average earnings are paid (for up to three months with regard to the latter).⁹⁰ Women who only work in the home are thus discriminated against because as their reproductive labour is unpaid, they are unable to contribute to the NIS and are therefore ineligible to receive these much-needed benefits. Furthermore, given women's higher rates of unemployment and their predominance in lower-income positions, especially in the tourism sector, their benefits generally tend to be lower even if they are eligible at all.⁹¹

6.2 RECOMMENDATIONS

- ✓ Furthermore, the following areas should be urgently addressed:
 - Amend the Domestic Violence (Summary Proceedings) Act, 1995 (Act No. 7 of 1995) so as to include a definition of violence against women and gender-based violence;
 - Expand the definition of marital rape in the Criminal Code;
 - Review and amend the NIS so to ensure the equitable provisions for women and men, determined not only by contributions made by waged and self-employed persons in the formal economy but also the performance of reproductive work in the household;
 - Put in place legislation on sexual harassment in the work place. The CARICOM Model Legislation on Sexual Harassment could provide a useful guide to developing the national legislation; and
 - Put in place separate legislation to address gender-based discrimination.

⁹⁰ There is also an addition maternity grant of \$600.

⁹¹ CARICOM Secretariat 1997.

7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING

7.1 THE NATIONAL GENDER MACHINERY

223. The Department of Gender Relations (DGR) is a small unit located in the Ministry of Health, Wellness, Human Services and Gender Relations. Before the DGR was placed in this Ministry in 1997, it was a full-fledged Ministry in its own right.
224. After participating in various workshops regarding women's issues after the United Nations declared 1975 the International Year of the Women and dedicated the subsequent decade to women, the Government created a Women's Desk. This was then elevated to the Ministry of Women's Affairs. According to the National Report on the Status of Women (1994), as cited in St. Lucia's 2006 CEDAW report, its mission was to "create an environment to redress gender imbalances through policies and programmes geared towards maximizing women's participation in, and benefit from, national socioeconomic development initiatives and improve the relationship between men and women".⁹²
225. The Ministry's programming was aimed at achieving the following:
- i. An enhanced quality of life for women;
 - ii. Equality of outcomes for women in all their involvement and areas of interest;
 - iii. An improvement in gender relations;
 - iv. Improvements in the technical advisory services provided to both government and private sector agencies, and collaborating with them in implementing programmes that address gender inequalities and women's needs;
 - v. Public awareness in matters concerning gender equity and the contributions of women in national development; and
 - vi. Responsiveness to the needs and concerns of women by providing technical assistance to NGOs in an endeavour to strengthen their capacity to address such gender issues.
226. The subsequent Five-Year Plan of Action (1990–1995) further outlined strategies for research and data collection, education and training, policy development/monitoring, income generation for women, networking, counselling and advocacy/outreach. In 1994 the Ministry briefly merged with the Ministry for Legal Affairs and in 1997 it was placed within its current Ministry. According to St. Lucia's CEDAW report, in that same year a National Advisory Committee on Gender and Development was appointed to advise the then Minister on policy matters related to women.⁹³ Thus, "... as part of the Ministry of Health, the Division of Gender Relations⁹⁴ has achieved some degree of continuity and settlement and has come to be seen by the Saint Lucian public as the Government's core unit and authority on women's issues and gender relations".⁹⁵
227. The DGR consists of the Director, Research Officer, two Gender Relation Officers, a Secretary and an Office Assistant/Driver. As the official machinery with responsibility for implementing the provisions of CEDAW, the DGR is charged with promoting the status of women in St. Lucia and improving gender relations. On its placement in its current Ministry, its mission was revised as follows:
- To promote and facilitate: the redistribution of resources and power at all levels and a redefinition of roles and responsibilities so as to improve the relationship

⁹² Government of Saint Lucia 2006, p. 17.

⁹³ Ibid.

⁹⁴ Now called the Department of Gender Relations.

⁹⁵ Government of Saint Lucia 2006, p. 18.

between men and women; the goal of which is to enhance the quality of women's lives and allow both men and women to achieve their full potential.⁹⁶

228. The DGR cooperates with other ministries and agencies on formal and informal levels, as well as with NGOs and civil society organizations such as the National Council of Women, Caribbean Association for Feminist Research and Action (CAFRA), National Council of Voluntary Women's Associations, National Community Foundation, men's groups, Caribbean Network of Rural Women Producers, National Council for and of Persons with Disabilities, etc. The DGR has also seen the importance of including men in its programming and has engaged men's groups such as sporting and men's church groups. It has begun to hold annual events on International Men's Day.
229. Although the DGR is increasingly being consulted on policy issues within the Government as a result of requests from outside bodies (e.g., the World Bank and CDB) for input on gender issues during missions to St. Lucia, there is currently no formal mechanism or requirement for government staff to consult with the Department on policy or programme development.
230. There is currently no national gender policy in effect. Discussions on developing this as well as a process for consulting with all ministries have recently begun. However, a National Policy Statement on Women⁹⁷ was approved by the Cabinet in 1991 based on the following principles:
 - i. Appropriate measures will be instituted to ensure that women's reproductive function does not lead to continued marginalization of their talents and time, and that men are encouraged to share fully the responsibility of parenting;
 - ii. Attention will be given to the human and financial supports needed by women to enhance their productive role in society and to place new value on their output;
 - iii. Programmes and strategies will be devised to promote a positive image of women in the St. Lucian society;
 - iv. Policies in all sectors should promote access by women to information, opportunity and positions of authority and change the conditioning that encourages women to remain at the voluntary level in community development.
231. There are no gender focal points in any ministries and no formalized coordination among ministries on gender issues.
232. According to the DGR, the language of government policies is generally 'gender-inclusive' (i.e., policies refer to both women and men). However, thorough gender analyses are not systematically undertaken in policy or programme development in any ministry due to both a lack of awareness and a lack of capacity within the ministries. There is a need to demonstrate to policy makers the value of gender analysis for achieving results and how the absence of such analysis can increase economic and social costs, result in unintended negative impacts or limit the achievement of results.
233. In addition to monitoring government policy and aiming to be the national leader in gender research, the DGR is also committed to addressing the issue of gender-based violence. It is thus responsible for funding and managing the Women's Support Centre and also collaborates with the Crisis Centre, Human Services and the Vulnerable Persons Unit of the RSLPF to raise awareness and sensitization around the issue as well as to bring assistance to victims.
234. The DGR is, however, constrained in its ability to carry out its mandate. Human resources remain a significant challenge and so too the diminishing budgetary allocation from the Government for the hiring

⁹⁶ Ibid., p. 26.

⁹⁷ ECLAC-CDCC/Commonwealth Secretariat. Report Of The ECLAC-CDCC/Commonwealth Secretariat Regional Workshop On Gender Mainstreaming, 27 November 2000. Accessible at: <http://www.cepal.org/publicaciones/xml/0/9930/carg0624.pdf>

and training of staff and for the funding of important programming. These limit the Department's capacity for advancement of gender equality, and therefore its status and staffing must be enhanced.

7.2 STATUS OF GENDER MAINSTREAMING IN GOVERNMENT STRUCTURES

235. Government ministries and agencies are important formal institutions that respond to and influence government responses to economic and social issues with significant gender implications in terms of women's/girls' and men's/boys' endowments, access to economic and social resources and opportunities, and political voice. At present, the Government does not have clear, comprehensive systems for integrating gender analysis into government programmes. Although some sex-disaggregated data are collected (e.g., in education, income, customs and excise, epidemiology, poverty, etc.) there is a need to rationalize data collection and data management to ensure that all ministries are able to access data sets. There are no systems or processes for gender budget analysis or gender monitoring and evaluation.
236. The Vulnerable Persons Unit of the RSLPF handles cases involving violence against women and children. It has increased police responsiveness to these cases and works closely with the Family Court, DGR and Human Services. However, there is a need for ongoing training of officers to staff the unit. The Government, through the DGR, funds the Women's Support Centre (discussed above in section 5.9). In addition, the Family Court employs full-time social workers to assist victims of domestic violence.
237. The Family Court is a stand-alone court (i.e., not a unified family court) in the District Court that deals with family maintenance (support), domestic violence, care and protection of children, criminal juveniles, attachment of salary, custody and access (children of never married parents) and protection orders for the partner or the child. Social workers and court ordered mediation are provided.
238. The Family Court runs two court-ordered programmes for perpetrators: "Brothers Living with Change" (a 16-week closed group) and a group that allows ongoing entry of new participants. The programmes are well attended as failure to attend can lead to a fine or imprisonment. The Court also runs an anger management group and a women's group, recognizing the importance of assisting both parties.
239. The Ministry of Health is responsible for the Division of Human Services and Family Affairs. Human Services programme staff and MOST programme staff work in the same communities, often with the same families. According to the Social Safety Net Assessment, because these services are located in different ministries, opportunities for synergies to address poverty, domestic violence and child abuse are missed.⁹⁸
240. Although sex-disaggregated data are currently being collected by various ministries (e.g., in education, income, customs and excise, epidemiology, poverty, etc.), these are not in a single repository. There is therefore a need to rationalize data collection and data management so that all ministries are able to access the data sets.
241. The MOST Social Research Unit incorporates sex-disaggregated data and qualitative gender analysis. Recent studies (e.g. CPA, Social Safety Net Assessment, etc.) have identified female-headed households and their children as vulnerable. Since participating in the CPA process, MOST has targeted innovative programmes to poor and vulnerable households and recognizes the importance of understanding what is happening within households (i.e., intra-household dynamics relating to expenditures and decision-making). Because the welfare of children is closely linked to women's welfare, MOST has aimed to create more gender-sensitive social programmes.

⁹⁸ Blank 2009, "Executive Summary".

7.3 RECOMMENDATIONS

242. The Department of Economic Planning, Ministry of Finance, Economic Affairs, Planning and Social Security is responsible for integrating gender analysis into the Medium Term Economic Plan, macroeconomic research and analysis for policy-making. At present it does not have the capacity to conduct gender analysis or research on gender aspects of fiscal issues. There is thus a need for training on gender and economics/planning issues, particularly how gender relates to economic growth, poverty alleviation and productivity. Increasingly, the Economic Planning Unit is asked to incorporate gender analysis (by the World Bank, CDB, etc.). There is an awareness that poor Saint Lucians are more likely to be female and rural-based, but there has not been an analysis of how economic growth and investment in various sectors benefits poor women and men and children.
243. The Ministry of Education collects extensive sex-disaggregated data on all schools including private schools and compiles the data into the Education Digest. Sex-disaggregated data are collected on student enrolment, achievement, dropouts, teachers, etc. at all levels from early childhood education to the tertiary level as well as adult and non-formal education. The Curriculum and Material Development Unit of the Ministry is responsible for preparing reading material for primary schools and particular attention is paid to not reinforcing gender stereotypes.⁹⁹
244. The Central Statistical Office (CSO) collects sex-disaggregated data primarily for the census and the labour force survey. However, it does not conduct time-use studies or collect data on unpaid work or voluntary work. It would thus be useful to include the CSO in inter-ministerial discussions on data collection on gender issues and to seek their input on data analysis.
- ✓ A national gender policy should be formulated and other national policies should be examined from a gender perspective, with gender considerations incorporated as necessary.
 - ✓ There is a need for gender focal points so as to begin gender mainstreaming processes in all ministries, sectoral policies and plans. Gender-responsive planning and budgeting should also be introduced.
 - ✓ The staffing and capacity of the DGR should be enhanced so that it can more effectively and efficiently coordinate gender mainstreaming and advance gender equality in all sectors.
 - ✓ Gender sensitization and training should be provided for persons at all levels of the public sector, private sector and labour, and civil society.
 - ✓ There is a need for a more holistic approach to family and child welfare that focuses on the best interest of the child and broader issues of family security, including economic security in cases of family breakdown.

7.3 GENDER EQUALITY AND NATIONAL POLICIES

245. As previously noted, St. Lucia does not have a national gender policy. In addition, the following national policies have not explicitly articulated gender considerations:
- i. National Climate Change Policy and Adaptation Plan (2003): While guiding St. Lucia's process of addressing the short-, medium- and long-term effects of climate change, the policy does not include the terms 'women' or 'gender'. Absent, therefore, is any analysis or policy planning on the gendered effects of climate change and the fact that women are disproportionately affected;¹⁰⁰

⁹⁹ UN CEDAW 2006.

¹⁰⁰ Government of St. Lucia 2003.

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- ii. National Energy Policy (2010): According to the policy, given that “energy services are required for a number of activities including, inter alia; electricity generation, water supply, agricultural production, transportation and telecommunications”, it is important that gender be included in all analyses so as consider impacts on women, men and youth;¹⁰¹
- iii. St. Lucia Forest Policy (2008): While one of the actions of the plan is “enhanced community participation in implementing and monitoring local forestry plans for sustainable livelihoods”, there is no gendered analysis or strategic outline as to how to target and include women, men and youth in this undertaking;¹⁰²
- iv. National Land Policy (2007): One of the policy’s strategic objectives is to “enhance the contribution of land to economic development, including poverty reduction, food security, and employment and revenue generation opportunities for all citizens”, but women’s lack of access to land and land ownership and other gender considerations are not reviewed.¹⁰³

- ✓ Clear systems need to be put in place in all ministries, departments and agencies, to ensure the regular/ongoing collection and collation of sex-disaggregated data on key issues in the sector, undertaking gender analysis of quantitative and qualitative data, setting gender-responsive targets, and using the above in policy-making, planning and service delivery.
- ✓ The use of gender-sensitive and gender-inclusive language should be promoted in legislation, government documents and educational and public awareness materials.

246. There is thus a great need to mainstream gender in all sectoral policies and plans. Funding for gender focal points is necessary and so too is gender sensitization and training of research staff and policy makers, evaluators and recommenders so as to inform gender-responsive policy-making. Gender equality should be mainstreamed in all policy-making processes at the national and sectoral levels. This requires the equal participation of women and men (gender parity) from a diverse range of constituencies (government, private sector and civil society). However, since gender parity does not necessarily lead to gender-responsive policy-making, it is critical that gender equality advocates from the public sector, private sector and civil society are included in policy-making processes.

247. Furthermore, gender-responsive planning and budgeting should be introduced at the national level (i.e., through the mid-term national development plan and annual national Budget) and sector ministries. It would be strategic to start with the next/forthcoming national development plan, which would set the framework at the national/sectoral levels for gender to be integrated into planning and budgeting. Unless it is understood as being as important as all other aspects of national development and prioritized in budgetary allocations, gender equality will not be achieved.

¹⁰¹ Ministry of Physical Development and the Environment 2010, p. 3.

¹⁰² Ministry of Agriculture, Forestry and Fisheries 2008, p. 5.

¹⁰³ Ministry of Physical Development, Environment and Housing, p. 7.

248. Additionally, the CGA has revealed serious inadequacies in the collection, compilation and analysis of sex-disaggregated data and the conduct of gender-sensitive research and analysis by relevant stakeholders, including the public and private sectors and civil society.

PART III

8.0 STRATEGIC ENTRY POINTS FOR CDB

249. The St. Lucia CGA represents a gender analysis of key areas of economic and social development, as well as of the legislative framework and institutional capacity to promote gender equality and mainstreaming.
250. Table T26 identifies gender equality entry points and opportunities for CDB intervention so as to support and achieve gender justice and people-centred development in St. Lucia while also meeting the CDB’s Strategic Gender Objectives.

T26: STRATEGIC ENTRY POINTS FOR THE CARIBBEAN DEVELOPMENT BANK (CDB) TOWARDS ITS STRATEGIC GENDER OBJECTIVES

STRATEGIC GENDER OBJECTIVES	<p>EMPOWER WOMEN ECONOMICALLY</p> <p><i>Wage freeze</i></p> <ul style="list-style-type: none"> ✓ Examine the potential impacts of wage freezes in the public sector and their impact on women ✓ Technical assistance is needed to evaluate, at a minimum, inflation-rate increases in the public service for each successive budgetary year <p><i>Taxation</i></p> <ul style="list-style-type: none"> ✓ Examine the impacts of VAT and other taxation as a debt-restructuring strategy on women and men and other vulnerable groups ✓ Technical assistance is needed to evaluate the impact of VAT on different household types so as to inform the VAT exemption list; funding and technical assistance are needed for in-depth macroeconomic analysis on gender and taxation <p><i>Budgeting</i></p> <ul style="list-style-type: none"> ✓ Introduce gender-responsive budgeting in national budgetary planning, implementation and monitoring and evaluation processes; this recommendation is based on CSP outcome “increase in gender-sensitive analysis and policy measures by 2015” <p><i>Agriculture</i></p> <ul style="list-style-type: none"> ✓ Create programming and policy to increase the number of women in agriculture ✓ Offer incentives to female and youth in this sector and ensure there are equitable policies for accessing credit and other financial resources ✓ Support female agri-businesses and entrepreneurs ✓ Increase access to loans and credit, especially for women ✓ Include gender analysis in all agricultural sector plans and national policies ✓ Promote the collection of sex-disaggregated statistics for the implementation of national agriculture plans and policies ✓ Increase access to agricultural and other equipment and technology ✓ Rehabilitate access roads and drainage infrastructure and establish community-based off-farm water (irrigation) supply systems. <p><i>Tourism</i></p> <ul style="list-style-type: none"> ✓ Create programming and policy so as to increase the number of women in the tourism sector ✓ Offer incentives to females and youth in this sector and ensure there are equitable
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	<p> <ul style="list-style-type: none"> ✓ Support female entrepreneurs in the sector ✓ Increase access to loans and credit, especially for women ✓ Include gender analysis in all tourism sector plans and national policies ✓ Promote the collection of sex-disaggregated statistics for the implementation of national tourism plans and policies ✓ Facilitate the building of a less seasonal and more sustainable sector so as to promote women's employment ✓ Develop modern, affordable and resilient infrastructure that supports tourism (as per CSP, CDB is committed to improve the efficiency of St. Lucia's social and economic infrastructure, inclusive of transportation infrastructure, water supply services and waste water management) ✓ Promote eco-agro tourism linkages to promote employment and entrepreneurship opportunities for women, men and youth in the tourism sector and further boost the agricultural sector <p>Employment</p> <ul style="list-style-type: none"> ✓ Create programming and policy so as to increase the number of women in the construction industry, which provides high incomes but is male-dominated ✓ Provide childcare facilities for working mothers/parents to facilitate women's participation in paid employment <p>Access to credit</p> <ul style="list-style-type: none"> ✓ Address women's unequal access to credit so as to improve their tourism, eco-tourism and agricultural products and their enterprises <p>Pension and social security</p> <ul style="list-style-type: none"> ✓ Review the national pension scheme to ensure the absence of gender discrimination and equitable provisions for elderly women inclusive of their performance of reproductive work in the home <p>Data collection</p> <ul style="list-style-type: none"> ✓ Establish clear systems/protocols/guidelines for collecting, collating and analysing sex-disaggregated data collection in ministries, departments, statutory bodies and other agencies. <p>Project investment</p> <ul style="list-style-type: none"> ✓ Invest in strategic projects for gender-responsive outcomes </p>
	<p style="text-align: center;">REDUCE VIOLENCE AGAINST WOMEN</p> <ul style="list-style-type: none"> ✓ Increase public education on the nature, incidence and impact of gender-based violence, legal rights and remedies, and access to support mechanisms ✓ Ensure the collection, collation and analysis of sex-disaggregated data by the relevant authorities including the DGR, the police, the court system and prison services ✓ Provide funding to the Department of Probation and Parole Services so that important programmes such as the Court Diversion Programme can be reinstated to provide important training to juvenile offender ✓ Establish a residential facility for females as to provide female juvenile offenders and at-risk girls with a live-in facility <p>Project investment</p> <ul style="list-style-type: none"> ✓ Invest in strategic projects for gender-responsive outcomes
	<p style="text-align: center;">IMPROVE SEXUAL AND REPRODUCTIVE HEALTH</p> <p>Maternal health</p> <ul style="list-style-type: none"> ✓ Increase women's access to maternal health services including pre- and post-natal care

	<ul style="list-style-type: none"> ✓ Increase and improve access to family planning, sexuality education and services to prevent sexually transmitted infections including HIV so that women and men can make informed decisions about their reproductive health <p>Project investment</p> <ul style="list-style-type: none"> ✓ Invest in strategic projects for gender-responsive outcomes
	<p style="text-align: center;">REDUCE GENDER INEQUALITIES IN EDUCATION</p> <ul style="list-style-type: none"> ✓ Make ECE universal and modernize the ECE curriculum ✓ Increase the number of centres across St. Lucia providing childcare, including facilities that match the irregular hours of women who are employed in the tourist sector ✓ Improve the performance of all students at the primary and secondary levels, with the retention of boys and the implementation of programmes for at-risk girls as top priorities ✓ Take measures to increase boys’ educational participation and achievement at all levels of education ✓ Review the education curriculum, text books and teaching materials to eliminate gender stereotypes and integrate gender modules/courses into teacher training ✓ Develop a secondary school curriculum that builds workforce capacity for market needs and national priorities, but include in this an instructional and assessment plan on agriculture and tourism ✓ Support and expand critical programmes – such as the Bursary Programme, School Feeding Programme, Transportation Programme and Textbook Rental Programme – to all primary and secondary schools and also to all special education centres ✓ Promote strategies to increase the number of male teachers in primary and secondary schools ✓ Undertake awareness-raising among the public and in key institutions (e.g., primary, secondary and tertiary academic and technical/vocational institutions) so as to counter gender role stereotyping in occupational fields <p>Project investment</p> <ul style="list-style-type: none"> ✓ Invest in strategic projects for gender-responsive outcomes
	<p style="text-align: center;">REDUCE THE BURDEN OF CARING ON WOMEN</p> <p>Childcare</p> <ul style="list-style-type: none"> ✓ Provide childcare facilities for working mothers/parents to facilitate women’s participation in paid employment <p>Time-use surveys</p> <ul style="list-style-type: none"> ✓ Develop instruments, especially time-use surveys, for periodically measuring unpaid work performed by women and men

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APPENDIX I

HOUSEHOLD LIVING CONDITIONS BASED ON THE 2010 POPULATION AND HOUSING CENSUS

According to the 2010 Census, 74% of Saint Lucians live in homes that are fully owned, and an additional 8% have a mortgage (these data are not disaggregated by sex).¹⁰⁴ MOST staff estimated that 80% of mortgages are currently under pressure due to the poor economic situation in the country.

Most St. Lucians live in single-family dwellings; the quality of housing, particularly among the poor, is a concern. Almost one third of poor households live in wooden structures. About 75% of poor households have pipe-borne water (inside the house or in the yard) while 58% use pit latrines and 7.5% have no toilet facilities. Over 80% of poor households have access to electricity.¹⁰⁵ Poor quality housing raises concerns about health and safety for people of all ages and increases vulnerability to destruction of property and personal injury during hurricanes.¹⁰⁶

In 2010, 23% of all households had pit latrines and 6% had no toilet facilities.¹⁰⁷ Just over 4% of households (approximately 2,592 households) had access to water from a public standpipe. This included several communities where a large percentage of the households in the communities accessed water in this way.¹⁰⁸ While some of these households may have rainwater storage, the collection of water or the use of river water¹⁰⁹ can be extremely time consuming, especially for women who are responsible for household activities requiring water (cooking, cleaning, laundry, etc.).

Census results also show that 5.6% of households (approx. 3,300 households) use wood or charcoal for cooking. While this may be the result of a cultural preference for barbecued food, it may also be in response to the high cost of fuel (as about 19% of households in the poorest quintile use coal or wood for cooking). It should be noted that small (20 lb.) cylinders of LPG cooking gas containers, which cost \$38.16, are subsidized in the amount of \$15.00 as this size is more likely to be purchased by the poor.

Urban communities identified lack of physical space leading to overcrowding, poor drainage and flooding, poor sanitation and inadequate storage of food, littering and improper garbage disposal as major concerns.¹¹⁰

¹⁰⁴ Central Statistical Office 2011.

¹⁰⁵ Kairi Consultants Limited 2007.

¹⁰⁶ Blank 2009, p. 17.

¹⁰⁷ Central Statistical Office 2011, Table 21

¹⁰⁸ Canaries (34.5%); Soufriere 11.8%; Anse la Raye (11.5 %) and Dennery (9.2%)

¹⁰⁹ Women were observed to be washing laundry in the river during the mission.

¹¹⁰ Government of St. Lucia 2011, p. 11.