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CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
ST. VINCENT & THE GRENADINES**

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ACRONYMS AND ABBREVIATIONS

BMC	BORROWING MEMBER COUNTRY (OF CDB)
BNTF	BASIC NEEDS TRUST FUND
BRAGSA	BUILDINGS, ROADS AND GENERAL SERVICES AUTHORITY
CAPE	CARIBBEAN ADVANCED PROFICIENCY EXAMINATION
CBOs	COMMUNITY BASED ORGANISATIONS
CDB	CARIBBEAN DEVELOPMENT BANK
CEDAW	CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN
CGA	COUNTRY GENDER ASSESSMENT
CIDA	CANADIAN INTERNATIONAL DEVELOPMENT AGENCY
CPA	COUNTRY POVERTY ASSESSMENT
CPR	CARDIOPULMONARY RESUSCITATION
CROSQ	CARICOM REGIONAL ORGANISATION FOR STANDARDS AND QUALITY
CSEC	CARIBBEAN SECONDARY EDUCATION CERTIFICATE
CSP	COUNTRY STRATEGY PROGRAMME
CVQ	CARIBBEAN VOCATIONAL QUALIFICATION
DARE	DRUG ABUSE RESOURCE EDUCATION PROGRAMME
DFID	DEPARTMENT FOR INTERNATIONAL DEVELOPMENT
DV	DOMESTIC VIOLENCE
ECLAC	ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN
EU	EUROPEAN UNION
FBO	FAITH-BASED ORGANISATION
GAD	GENDER AFFAIRS DIVISION
GBV	GENDER-BASED VIOLENCE
GM	GENDER MAINSTREAMING
GoSVG	GOVERNMENT OF ST. VINCENT AND THE GRENADINES
IFC	INTERNATIONAL FINANCIAL COOPERATION
ILO	INTERNATIONAL LABOUR ORGANISATION
LMIS	LABOUR MARKET INFORMATION SYSTEM
MNMSD	MINISTRY OF NATIONAL MOBILISATION, SOCIAL DEVELOPMENT, THE FAMILY, PERSONS WITH DISABILITIES AND YOUTH
MOE	MINISTRY OF EDUCATION
MSME	MEDIUM, SMALL AND MICRO-ENTERPRISE
NWC	NATIONAL WOMEN'S COUNCIL
NDFSVC	NATIONAL DEVELOPMENT FOUNDATION OF ST. VINCENT AND THE GRENADINES
NEMO	NATIONAL EMERGENCY MANAGEMENT OFFICE
NESPD	NATIONAL ECONOMIC AND SOCIAL DEVELOPMENT PLAN
NGO	NON-GOVERNMENT ORGANISATION
NIS	NATIONAL INSURANCE SERVICES
OAS	ORGANISATION OF AMERICAN STATES
OECS	ORGANISATION OF EASTERN CARIBBEAN STATES
OECSSEC	ORGANISATION OF EASTERN CARIBBEAN STATES SECRETARIAT
SDD	SEX-DISAGGREGATED DATA
SEN	SPECIAL EDUCATION NEEDS
SIDS	SMALL ISLAND DEVELOPING STATES
SVG	ST. VINCENT AND THE GRENADINES
TVET	TECHNICAL VOCATIONAL EDUCATION AND TRAINING
UNDAF	UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UNESCO	UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANISATION

UNFPA	UNITED NATIONS POPULATION FUND
UNICEF	UNITED NATIONS CHILDREN'S FUND
UWI	UNIVERSITY OF THE WEST INDIES
UWIOC	UNIVERSITY OF THE WEST INDIES OPEN CAMPUS

PART I

1.0 EXECUTIVE SUMMARY

1. *The National Economic and Social Development Plan 2013-2025* (NESDP), the flagship vision and planning document of St. Vincent and the Grenadines (SVG), is designed, in the words of Prime Minister Dr. the Hon. Ralph Gonsalves “to facilitate and guide the optimal improvement of the quality of life of all Vincentians.” The National Development Plan affirms that, “If women are left out of development, half the world is left out,” and forthrightly points to the fact that women in SVG, remain, vis a vis men, “amongst the most vulnerable and economically powerless.”¹
2. This situation of ‘vulnerability and powerlessness’ obtains in spite of practical efforts made over the years by the Government of St. Vincent and the Grenadines (GoSVG) to give life and meaning to the SVG Constitution and to regional and international treaty obligations that affirm women’s right to live without discrimination.
3. Gender is a “*system of social relations through which women and men are constituted and through which they gain differential access and are unequally allocated status, power and material resources within a society.*”² In most societies including SVG, because of gender and other forms of exclusion, women and girls face discrimination in many areas while men and boys have privileges that influence their life chances at all levels. Gender socialisation shapes and affects men and women, boys and girls across and throughout the life cycle.
4. SVG has implemented many institutional and policy measures, programmes and projects towards disrupting patterns and manifestations of gender discrimination that are embedded in economic, social and political structures and systems. Reforms have been implemented to ensure the fair and impartial treatment (equity) of both sexes and the achievement of gender equality. Gender equality does not mean that females and males will become the same. Rather, it means that one’s rights, opportunities and responsibilities will not be determined by whether one is born male or female.
5. This Country Gender Assessment (CGA), commissioned by the Caribbean Development Bank (CDB), is an expression of the Bank’s commitment to be a “catalyst for gender equality” and to partner with the Government of SVG to determine what barriers stand in the way that can be tackled through sound analysis, strategic actions and effective collaboration to advance the gender equality agenda.
6. A major anticipated outcome of the CGA and its follow-up is to enable SVG stakeholders from all sectors to enhance their capacity to mainstream gender through the institutional policies, programmes and projects that are implemented at all levels including government, private sector and civil society in its widest sense. Gender Mainstreaming (GM) is an approach, process and strategy designed to ensure that the needs, interests and concerns of women, men, girls and boys are identified and addressed in any planned development action. GM priorities which need to be put in place in SVG include: (a) collecting sex-disaggregated data in order to analyse the situation of males and females; (b) raising awareness among stakeholders about the gender gaps that may be revealed, and building capacity and support to address them; (c) financing to

¹ St. Vincent and the Grenadines, *National Economic and Social Development Plan 2013-2025*. p. 45.

² V. E. Barriteau (2002). “Women Entrepreneurs and Economic Marginality: Rethinking Caribbean Women’s Economic Relations”. In *Gendered Realities: Essays in Caribbean Feminist Thought* (ed. Patricia Mohammed). UWI Press, Barbados.

implement what is agreed; and (e) undertaking gender-sensitive monitoring and evaluation of the implementation process.

7. This Country Gender Assessment (CGA) is based on documentary research, in-depth interviews, focus group discussions, and community meetings held in St. Vincent and in Bequia in May 2014, and the feedback received at a stakeholder workshop held to discuss the draft CGA in March 2015. This process enabled contact with some 218 persons, 144 women and 74 men. Participants included: Cabinet Ministers, public sector professionals, leaders of civil society organisations, community members, and private sector entrepreneurs. Unfortunately, time constraints limited the number of meetings that were possible in St. Vincent as well as in the Grenadines.

1.1 CONTEXT AS SIDS

8. The 2012 Preliminary Census shows a total population of some 109,188 persons with an almost equal proportion of males (51% or 55,551) and females (49% or 53,637). The country has a high human development ranking based on estimated life expectancy of 69.16 years for males and 73.74 years for females, a 96% literacy rate for both women and men, and a per capita income estimated at US\$9,367.
9. However, the lives of people in SVG, especially the most vulnerable, are shaped by certain realities that come with living in a small open dependent economy in a Small Island Developing State (SIDS), which, among other things, exposes the country to external economic shocks, economic and social dislocations, and environmental hazards and disasters. For example, the changes in external trading arrangements saw the collapse of banana from comprising 23.3% of exports in 1995 to 4.2% in 2010, which resulted in severe dislocations in the rural economy and in the lives of women in particular, who are sole income earners in over 40% of households.
10. Citizens were still recovering from hurricane Tomas of 2010 when they were hit by the December 2013 floods which led to some 500 persons losing their lives or homes, a large number of whom were women and children. Damage to infrastructure, housing, utilities, agriculture and small businesses was estimated at some EC\$251.9 million (US\$93.3 million) or 13% of GDP. This has had deep consequences for the ability of men and women to sustain their livelihoods and the overall performance of the economy.
11. These realities bring particular challenges for reconstruction as has the general economic fallout that the country has been experiencing. For example, one challenge is to ensure that women, and not only men, benefit from the expenditure of public funds in the reconstruction process. For gender socialisation and the related division of labour in society have, in the main,

1.2 RECOMMENDATIONS

- ✓ Integrate gender equality objectives and anticipated outcomes into the NESDP across all sectors. Outcomes could include: (a) enhanced capacity to promote gender equality and gender mainstreaming in all sectors; and (b) enhanced policy and implementation framework for reducing domestic and gender-based violence and enhancing citizens' security.
- ✓ Strengthen capacity in Ministries and Divisions to collect sex-disaggregated data and undertake gender analysis based on the data, to ensure that all policies, strategies, programmes and projects being developed advance gender equality objectives, for example, the poverty eradication/reduction strategy.
- ✓ Develop a National Gender Policy and Action Plan, and build and strengthen capacity for implementation in order to integrate gender equality and equity into the planning framework of the country and within all sectors.

reserved jobs in construction for men, so that this area is seen as a male domain. Women tend to be marginalized in this sector, and consequently are not equal beneficiaries of the benefits that accrue from public investments in infrastructural development.

OBSERVATIONS

12. In order to reveal the differential impact of economic and environmental changes on the lives of women and men, gender analysis must become a fundamental requirement in planning. Strengthening capacity for the collection of sex-disaggregated data and gender analysis in disaster response preparation and assessment, and generally in risk management and reduction from a gender perspective, must be systematized and translated into action on the ground.
13. The reconstruction situation raises questions about the extent to which women face inequalities and inequities in other sectors of the economy and society, as compared with men.

1.2 GENERAL POLICY RESPONSE BY GOSVG

14. Over the years, Governments of St. Vincent and the Grenadines have formulated a number of policies, strategies, plans and programmes to guide medium- and long-term economic and social reform and development.
15. With regard to Gender Mainstreaming, there has been some recognition that it is gender inequality and not only women's issues that need to be addressed. One signal of this recognition was the name change from the Department of Women's Affairs (DWA) to the Gender Affairs Division (GAD), effected in 2001. GAD was mandated to *"focus on establishing equality between women and men, proposing socially responsive legislation and implementing policies that favourably affected women."*³ A host of legal reforms and programmes have been undertaken, including the passage of the Domestic Violence Act, the establishment of a Family Court and a Crisis Centre, and a programme to enable teen mothers to continue their education. A Men's Desk was also established. Implementation of these measures has been challenging.
16. Despite such initiatives, gender equality priorities are not identified in the NESDP. Similarly, other sectorial policies, plans and strategies do not include gender equality objectives, indicators and outcomes towards promoting growth with equity. This is one of the key gaps that the CGA seeks to address.

1.3 RECOMMENDATIONS

- ✓ Include the promotion of gender equity in access to resources, goods, services and decision-making in rural development as a strategic objective in agriculture and fisheries in the NESDP, in order to secure the "transformation in agriculture" which is among the outcomes anticipated.
- ✓ Mainstream gender in the BAM, the FSP and other programmes and projects of the Ministry of Agriculture, and put in place measures to increase women's access to land and credit.
- ✓ Facilitate the all-round strengthening of the Cooperative Department (staff, training, financing, etc.) to increase support to agro-processing, especially with packaging and marketing.
- ✓ Implement labour and child care measures to support and increase women's participation in agriculture.

³ Committee on the Elimination of Discrimination Against Women, Sixteenth Session, 13-31 January 1997. Excerpted from Supplement No. 38 (A/52/38/Rev.1), "Concluding Comments of the Committee on the Elimination of Discrimination Against Women: Saint Vincent and the Grenadines Combined initial, second and third periodic report". p. 1, para.126.

1.3 ECONOMIC SECTORS AND GENDER: RE-ENGINEERING ECONOMIC GROWTH

17. In 2010, real GDP was estimated at US\$1.1 billion – three (3) times the value recorded in 1980. By 2012, the economy was dominated by the services sector – real estate, renting and business; wholesale and retail trade; transport, storage and communications – chief among them. According to the 2012 census, males constituted 56% and females 44% of the labour force. The employed labour force comprised 58% of males and 42% of females, and the unemployment rate was 24.3% among females and 19.4% among males.
18. **Agriculture**, and banana production – formerly the backbone of the economy, fell to 4.2% of exports by 2010,⁴ employing some 68.1% males and 31.9% females. The majority of the estimated 5,000 informal workers in the sector are said to be women, who also comprise some 37% of the 490 farm operators involved in banana replanting projects.⁵ Stakeholders expressed an urgent need for reform of the land lease system to strengthen women's economic base as farmers and entrepreneurs in the agricultural sector, through increasing women's access to land and credit and the introduction of ICT tools to improve farmers' access to marketing support and other services.
19. **Fishing** is dominated by males and there were strong calls from stakeholders in Bequia for problems to be addressed in the areas of financing, training, international marketing, storage, and organisational capacity building. There was also a call from stakeholders for social programmes for young men to promote behaviour change alongside employment promotion, many of whom, it was noted, had dropped out of school, become involved in drug abuse, and were unwilling to work for EC\$50-60 per day.
20. **Agro-processing** is an important area of economic diversification and agricultural based cooperatives are said to have a fairly good level of involvement of women. The Banana Accompanying Measures (BAM) project and the Farmers' Support Company (FSC) are two projects run by the Ministry of Agriculture, but only BAM has the gender sensitive objective "to empower women to meaningfully participate at all levels of the value chain."⁶ Precise information on how this gender requirement is being met was not available.

1.4 RECOMMENDATIONS

- ✓ Implement specific measures, for example, child care services at the community level in order to ameliorate the situation facing female workers in the tourism sector in particular; and address the special needs of small hotels, such as investment capital.

1.5 & 1.6 RECOMMENDATIONS

- ✓ BRAGSA to collaborate with the MNM, BNTF and other agencies to implement training, apprenticeship and mentoring programmes in construction skills for women in communities across SVG.
- ✓ BRAGSA, in consultation with partners, to seek reform of the tendering process for reconstruction and infrastructural projects being financed by CDB:
 - a. Informed by CDB's gender mainstreaming policy commitment, and thus the need to increase opportunities for women in the construction sector;
 - b. Allocate special credits for tenders that address the training and employment of women in construction; and
 - c. Include in the social clauses of contracts, raising awareness of workers on issues of gender equality and masculinities, domestic violence and gender-based violence, life skills development, social protection, etc.

⁴ *Final Report, Compete Caribbean OECS Project: Private Sector Assessment Report for St. Vincent and the Grenadines*. The Special Studies Unit (SSU), Sir Arthur Lewis Institute of Social and Economic Studies (SALISES), University of the West Indies, Cave Hill Campus, Barbados. August 2013, p. 27.

⁵ *The Quarterly Agricultural News Letter of St. Vincent and the Grenadines*, Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry. vol. 1, 2012, Agric Info, p. 27.

⁶ Excerpt from the Banana Accompanying Measures (BAM) Work Programme. Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry. June 2014.

21. **The Farmers' Support Programme**, a revolving loan programme, was established in 2014. Although there is limited data, including no information on the number of applicants by sex, it is significant that 205 females received 30.6% of the loans made, while 465 males received 69.4% in the four months from February 10th to May 31st 2014. In addition, the average loan approved for females was less than that approved for males by some EC\$1,100.
22. Feedback from stakeholders in agriculture reveals a number of concerns – poor roads; poor marketing; paucity of credit, more limited options for rural women (than men) to secure a livelihood; challenges for women to secure stable farm labour; lower wages paid to women (than men) on private farms; lack of male support with child care and maintenance.

1.4 TOURISM

23. The majority of service providers in tourism – taxi drivers and tour operators, short-term rental operators, and tour guides – are males. They also dominate in water sports. Women are concentrated in the service occupations in hotels and restaurants – receptionists, waitresses and cleaners while men are chefs, bartenders and gardeners. A fair number of the boutique hotels are owned or operated by women, on their own or with family members. Females have almost achieved parity with males as tour operators.
24. The proposed Maritime and Hospitality Institute provides the opportunity to encourage females into non-traditional areas in maritime studies, for example into basic safety, ship repair and maintenance and protected areas management.

OBSERVATIONS

25. Because the reform of tourism is strongly linked to the transformation of the education system and labour market, it is important that the tourism sector responds to the social factors that shape and influence the participation of males and females in order to address the strategic NESPD objective *“to develop a more authentic tourism product that utilises local inputs as far as possible.”*⁷

1.5 MANUFACTURING TRADE AND THE CSME

26. Some seven (7) large firms engaged in metals, packaging, beverages and milling, dominate manufacturing, half of them being foreign-owned. This sector, which contributed some 4.8%

1.5 & 1.6 RECOMMENDATIONS

- ✓ Stakeholders propose that to increase women's employment in the sector, Technical/Vocational centres should promote training and certification for women in construction; and that low income housing should reflect a greater sensitivity to gender considerations, for example in the use of space.

1.7 RECOMMENDATIONS

- ✓ Address the gender-based obstacles to enterprise development in SVG. For example, review and take action on the recommendations and action plan for private sector development emanating from the *Compete Caribbean OECS Project Report* from a gender perspective.

1.8 RECOMMENDATIONS

- ✓ Implement an integrated, holistic gender-sensitive programme for employment creation and poverty reduction through: (a) education and training of women, especially female heads of households, for employment in specific sectors (e.g., skilled occupations in construction such as carpentry, masonry, laying tiles, plumbing, electrical works, driving tractors, operating fork-lifts, etc.; and in agriculture); (b) provision of child care support, credit, among other measures; and (c) training and sensitization programmes to encourage and facilitate change in mind-sets, personal responsibility and agency among women and men, girls and boys.
- ✓ Strengthen the Ministry of National Mobilisation's capacity to deepen and sustain the restructuring of service delivery and for monitoring and evaluation, from a gender perspective.

⁷ The National Economic and Social Development Plan 2013-2025, p. 96.

to GDP in 2012, does not show significant employment of women – some 615 females to 1,446 males, according to data from the Department of Statistics for 2012.

27. While SVG has been unable to develop export capacity in the vast majority of the services falling within the ambit of the Economic Partnership Agreement (EPA), efforts are being made to expand exports in the areas of agro-processing, crafts and the creative/cultural industries. These need to be targeted and tracked for gender-specific outcomes.
28. Since 2008, a total of 522 persons have been granted skills certificates with 411 (291 women and 149 men) receiving them in the 2008–2014 period. Migration patterns of women and men through the CSME need to be researched and special attention paid to existing gaps and challenges.

1.6 CONSTRUCTION

29. Data from the 2012 census indicate that 93% of those employed in the construction sector are males, with females accounting for 7%. It is thus expected that, unless special measures are taken, men will continue to be employed in a higher proportion in the reconstruction and upgrade of infrastructure being planned and reflected in the NESDP. Women represented approximately 70% of the 2,500–3,000 persons temporarily employed as casual labourers in road cleaning gangs in the immediate post disaster clean-up managed by the Roads, Buildings and General Services Authority (BRAGSA). However, there is no evidence of measures or strategies to increase women's involvement in the infrastructure development programme that is envisaged, including the registration and training of artisans/skilled labourers.

1.7 ENTREPRENEURSHIP AND FINANCIAL SERVICES

30. The 2010 World Bank Enterprises study of 154 firms in SVG ⁸ showed that:
 - i. Some 76% of firms included female participation in ownership;
 - ii. Females comprised 49.3% of permanent full-time staff in the firms. They comprised 52.3% of workers in small firms, 37.7% in medium-sized firms, and 20.2% in large firms;⁹
 - iii. Females achieved top management positions in 39% of firms;

⁸ See Enterprise Surveys, St. Vincent and the Grenadines, 2010. Accessed at: <http://www.enterprisesurvey.org/data/exploreconomies/2010/st-vincent-and-the-grenadines>.

⁹ *Ibid.* Small firms: 5-19 workers; medium-sized firms: 20-99 workers; large firms: 100+ workers.

1.8 RECOMMENDATIONS

- ✓ Ensure that BNTF 7: (a) models how gender equality should be mainstreamed in project implementation, monitoring and evaluation, through capacity building among women and men in its programming at the level of ministries and communities; (b) collaborates with BRAGSA in promoting opportunities for women in construction, and developing a tool kit to conduct discussions on gender related issues with stakeholders in the sector; and (c) implements a training programme for women in construction skills.

1.9 RECOMMENDATIONS

- ✓ Implement measures to ensure legal compliance to NIS registration and payments, as they relate to household workers and workers in the informal economy in particular.
- ✓ Encourage and mobilize self-employed persons, both females and males, to register with the NIS, thus aiming for a higher level of NIS registration particularly among workers in the informal economy.

1.10 RECOMMENDATIONS

- ✓ Undertake capacity building and training for teachers at the secondary level in science, technology, English and Mathematics, in order to improve students' and especially boys' performance in these foundation subjects and to engender among education management and teachers, a culture of monitoring, evaluation and accountability for performance.

- iv. 32.3% of female managers and 28.4% of male managers saw the lack of credit as a major constraint to expanding their enterprise activity.
31. As regional studies have shown, female entrepreneurs face barriers including: limited access to credit and land ownership¹⁰; poor business skills; time poverty due to family responsibilities; and social prejudice against female entrepreneurs.¹¹
32. Lending/borrowing patterns through the **National Development Foundation** mirror the gender segregation of the labour market. Overall, with a 39% decrease in the value of loans allocated to them, women were at a greater disadvantage than men in the decline in loans experienced since 2011.
33. **SVG Small Business and Micro-Finance Co-operative Ltd. (COMFI)** has made 126 loans valued at EC\$1.3 million dollars to members in various sectors, but lack of sex-disaggregated data makes it impossible to determine precisely where men and women are investing.

OBSERVATIONS

34. Regardless of the source of their financing, NDF and COMFI show that there is need for definite policy discussions and agreements in relation to gender equality on issues such as the composition of boards; priority sectors for investment; measures to promote gender equity in financing; and entrepreneurial training for clients.

1.8 'ENABLING INCREASED HUMAN AND SOCIAL DEVELOPMENT': ADDRESSING POVERTY AND SOCIAL DEVELOPMENT

35. Data from the 2007/2008 CPA, point to the face of poverty in SVG being female, with those who head households being particularly vulnerable because of the number of dependants they have. Other factors at work include women's concentration in lower paying occupations, unemployment, high levels of teenage pregnancy, and gender based violence.
36. The GoSVG has put in place an impressive number of programmes to address poverty and unemployment among various groups. However, the *2010 SVG Social Safety Nets Assessment Report* of the MNM indicated that YES, a strategic programme initiative with high participation of young women

1.10 RECOMMENDATIONS

- ✓ Implement a comprehensive, gender-responsive TVET enhancement programme, directed to achieving increased participation of males in secondary and tertiary education, and women in technical training and employment, among other areas. Stakeholders in the education and other relevant ministries, the private sector and civil society should be enabled to participate in implementation and monitoring.
- ✓ Adopt and implement ILO Convention 189 on Decent Work for Domestic Workers; institute wage equality particularly in sectors in which women's labour is undervalued; and implement measures to improve the social security of household workers.

1.11 RECOMMENDATIONS

- ✓ Enhance capacity to promote gender mainstreaming through: a) transformative dialogue/awareness raising on masculinities; b) broad social mobilization of public interest bodies, for example, faith-based and civil society organisations to address issues of equality and equity; c) greater dialogue and problem solving among men and women from the household, community and national levels; and d) securing male participation in the transformation of gender relations.
- ✓ Strengthen the mechanisms for legal action to stem incest and teen pregnancy.
- ✓ Undertake time-use studies to provide empirical data on the allocation of time and tasks among men and women, and recommend corrective measures.

¹⁰ Department for International Development (DFID), 2009. *Scoping Study of Gender and Enterprise Development in the Caribbean. Volume 2. Background Papers and Appendices.* p. ii.

¹¹ *Ibid*, p. iii.

“lacks on-the-job training effectiveness.”¹² Other weaknesses identified in the safety nets programme were: “programme monitoring is uneven and evaluations per programme are virtually non-existent;” “inadequate social protection for children and single parents;” and “gender inequalities in access and eligibility to safety net programmes do not protect women and men equally.”¹³

37. Since June 2014, the MNM has been repositioning the social infrastructure for the more effective delivery of services, and for ongoing monitoring and timely evaluation of all social programmes offered across the various departments.
38. The Basic Needs Trust Fund (BNTF), the CDB’s long standing anti-poverty grant programme is in its seventh cycle, has deepened attention to gender mainstreaming. Two lessons emerged from the examination of some projects funded under BNTF 6: first, the need to invest less in infrastructure and more in projects that build women’s capabilities, opportunities and agency; and second, the need to strengthen capacity to mainstream gender in the implementation and evaluation of the projects in the related ministries and departments. This way the projects can also become a teaching/learning tool.

1.9 SOCIAL PROTECTION-INFORMATION FROM NIIS

39. The National Insurance Service through the collection of some sex-disaggregated data on social protection has provided vital information into how the labour market impacts on the lives of women and men, and aspects of the social protection system itself. Males showed a higher registration compared to females in the NIS over the period 2011–2013. Further, despite also having new registered employers, employees and self-employed contributors, the period saw an overall reduction in registration, with 2013 showing the sharpest decrease, particularly among males.

1.10 EDUCATION TRAINING AND WORK

40. The Education sector continues to show positive developments in areas such as primary and secondary school access; a high proportion of trained teachers at the primary level; policy initiatives being undertaken, for example, in transforming TVET

1.12 RECOMMENDATIONS

- ✓ Under the leadership of the Ministry of National Mobilisation and in collaboration with other agencies and civil society, use the analysis of the current data to inform targeted implementation and monitoring of the *SVG National Action Plan to End GBV 2013-2017*, with attention to:
 - a. Multi-stakeholder partnerships to drive and monitor implementation;
 - b. Identifying the specific roles of Ministries and agencies, civil society NGOs/ CBOs/ FBOs, the Police, Members of Parliament, etc.
 - c. Reviewing and strengthening existing anti-violence outreach programmes, and establishing a minimum two year programme with targets;
 - d. Effectively operationalizing the Crisis Centre and strengthening systems of support for victims/survivors from the community to national levels, including medical care, psychological counselling, and legal aid support;
 - e. Establishing protocols/procedures aimed at supporting the victim/survivor – outlining steps and processes;
 - f. Strengthening collaboration with and support to NGOs which provide legal and other forms of assistance to survivors/victims;
 - g. Sustaining community mobilization through reporting and informal opinion surveys around key issues/questions;
 - h. Engaging public education towards behaviour change and with the public support of men.
 - i. Engaging the media, for example, by producing television short stories which aim to change the image of women and educate about violence;
 - j. Designing and implementing measures to prevent men and boys from engaging in ‘at risk’ behaviours and to prevent

¹² See “YES Clients by Sex, and Type of Economic Activity by Employer where he/she was placed.” *SVG Labour Market Information System (LMIS)*, 2011. Accessed at: carilabourstat.org/Reports/EmploymentReport.aspx

¹³ “Social Development in St. Vincent and the Grenadines: A Case for Strengthening the MONMs Social Safety Net Initiatives through Effective Targeting, Monitoring and Evaluation and Consolidation” (Summary Report), ND, p. 9.

towards greater market responsiveness. However, challenges persist in the level of ‘drop-out’ and low performance, among young males in particular. For example, in the 2013 CSEC examinations in Mathematics, girls showed a 31.8% pass rate compared to boys at 24.3%. Subject selection by students has continued to heavily reflect the pattern of gender stereotyping in SVG society.

OBSERVATIONS

41. The interconnectedness of the education sector requires that the challenges be addressed in a holistic manner. This means that stakeholder participation in decision-making around priorities to be addressed in the sector is critical. The growing understanding that the under-participation and –performance of some boys in secondary education and adult males in tertiary education are linked to a complex of issues, must lead to interventions that are strategic with multi-faceted and interconnected benefits to the whole system.

1.11 CULTURE AND SOCIALISATION

42. The *NESDP* identifies “Building National Pride, Identity and Culture” as a main pathway – “to engender a greater sense of community and social responsibility.”¹⁴ However, from discussions with stakeholders, there are barriers (“gender trouble”) to be confronted, which relate mainly to: (i) concerns about the under-participation and under-achievement of some boys in education; and (ii) some men finding “problematic” women’s proactivity in education and assertiveness in social relations. These issues may be seen as part of the ‘shifting terrain of gender relations’. Further, men are challenged in the current economic and social context to fulfil the ‘provider role’, a key aspect of their masculine identity. Because of these and other factors, Linden Lewis, a Caribbean academic whose area of inquiry is masculinities, posits that many men, confronted with this shifting terrain, “throw up their hands in frustration over how to act, how to perform and how to behave under these new and politicized circumstances.”¹⁵
43. Another aspect of this is the challenge men express of having to navigate sexual relations in the context of HIV and AIDS, and what are seen as ‘new mores’ in sexual relations. The continued sexual abuse by men of young girls, teenage pregnancy, violence against women, is viewed as socially repugnant, especially by women with regard to male/female relations. Women also express resentment at the continued imbalance in the sharing of

1.12 RECOMMENDATIONS

- j. Designing and implementing measures to prevent men and boys from engaging in ‘at risk’ behaviours and to prevent gender-based violence.
- ✓ Guarantee easy access to justice, strengthen prosecutions, guarantee compensation for health care costs and damage to property.
- ✓ Speed up the legal reform of the *Domestic Violence (Summary Proceedings) Act (1995)*, which is currently before a Joint Select Committee of Parliament.

1.14 RECOMMENDATIONS

- ✓ Integrate gender equality objectives into the *NESDP* and identify outcomes such as:
 - a. Enhanced capacity to promote gender equality and implement gender mainstreaming;
 - b. Use of sex-disaggregated data and gender analysis in planning, implementation, monitoring and evaluation of all projects and programmes.
 - c. Allocation of funds from the central budget for financing GM processes, projects and programmes.
 - d. Evidence of risk analysis and measures to address the possible negative impacts of projects on the safety and security of participants.

¹⁴ *NESDP*, p. 83.

¹⁵ Linden Lewis (1996). “Caribbean Masculinity at the Fin de Siecle”, In Rhoda Reddock (ed.), *Interrogating Caribbean Masculinities, Theoretical and Empirical Analyses*, University of the West Indies Press, pp. 257-258.

responsibility for care of the family and the home, with men doing much less even though many women are working outside the home.

1.12 VIOLENCE CRIME AND CITIZENS' SECURITY

44. The high level of violence against women in SVG continues to be of concern to all stakeholders, many of whom despair that GBV is becoming 'accepted' in the society. Analysis of 241 incidents reported to the police between 2012 and June 2014 has deepened insight on the issues and can facilitate the targeted approach needed for implementation of the SVG National Action Plan to End GBV, 2013-2017. This Action Plan is before the Cabinet, and the reform of the Domestic Violence (Summary Proceedings) Act (1995) is currently before a Joint Select Committee of the National Assembly.

1.13 NATIONAL CAPACITY FOR GENDER MAINSTREAMING

45. The Department of Gender Affairs (DGA) is the main arm of the national machinery responsible for spearheading gender mainstreaming (GM). It currently functions mainly in project implementation and does not have the human and material resources and institutional strength to undertake its core mandate which includes policy development and capacity building for GM. Through partnerships, the DGA has spearheaded improved data collection on domestic violence, towards developing a plan and strategy for the prevention and eradication of domestic violence¹⁶.
46. Women have been making strides in some areas of the public service, e.g., public sector management, the judiciary, and the diplomatic service. However, the absence of initiatives on gender and leadership, low organisational capacity and advocacy by the National Women's Council, and more broadly, the disconnection of civil society from the GM agenda, are among the factors that perpetuate the low participation of women in leadership and decision-making. Currently, there is one elected female parliamentarian – the Minister of Education. Females comprise 14% of the House of Assembly, and 18% of the Cabinet of 12 persons.
47. In terms of women's representation on public sector boards appointed by Government, Table 1 shows there was a 226% increase in the number of boards (from 27 to 88) over the past 20 years. Women have moved from holding 18.7% of seats (46) in 1994 to 28% of seats (197) in 2014, comprising close to a 'critical

1.14 RECOMMENDATIONS

- ✓ Focus the National Gender Machinery towards policy dialogue and development, and support of Ministries, Department and Agencies to undertake gender mainstreaming. This will require:
 - a. Strengthening the GAD within the public sector, for example, hiring more trained and senior personnel, providing appropriate funding for programmes, equipment, etc.
 - b. Recruitment of a gender specialist within the Planning Division of the Ministry of Finance and Economic Planning;
 - c. Allocation of increased budgetary resources for GM.
- ✓ Develop a National Policy for Gender Equality and Equity based on the wide participation of citizens.
- ✓ Implement temporary special measures (quotas) to promote women's participation in leadership at all levels, including Boards and Commissions, and within political parties. Stakeholders stressed the need for women to hold a minimum of 30% (a 'critical mass') of seats in all decision-making positions and for this to be increased to 50% by 2025; and for female candidates to be identified and trained.
- ✓ Implement a programme of capacity building on GM across the public sector, and a programme of public education and engagement to encourage/support behaviour change.
- ✓ Partner with the UWI Open Campus to institute a gender and development training programme to build a new cadre of persons with gender awareness and expertise.
- ✓ Strengthen existing initiatives for the collection and dissemination of sex-disaggregated data.

¹⁶ Government of St. Vincent and the Grenadines. *Combined Fourth, Fifth, Sixth, Seventh and Eighth Periodic Reports to the Committee on the Elimination of Discrimination Against Women and the Implementation of the CEDAW Convention*. (This report presents the situation for the period 1995-2010).

mass' (or 30%). This represents a 9.3% percentage point increase over the 20 years; men in 2014, held 72% of seats (505), a reduction of 9.3% percentage points since 1994.

T1: MALES AND FEMALES APPOINTED TO PUBLIC SECTOR BOARDS IN 1994 AND 2014

Year	No. of Boards	Chairperson			Board Membership				Total Board Membership
		M	F	N/ A	M		F		
					No.	%	No.	%	
1994	27	-	-		200	81.3	46	18.7	246
2014	88	60	12	16	505	72.0	197	28.0	702

SOURCE: COMPILED BY CGA CONSULTANT FROM DATA PROVIDED BY THE OFFICE OF THE PRIME MINISTER, MAY 2014.

1.14 CIVIL SOCIETY

48. Civil society, through the National Council for Women (NCW) is seen as part of the national GM machinery. Civil society bodies are involved in service to the population in various areas- rural development, child care, counselling, training, youth organising, and disaster and general welfare support to vulnerable persons.
49. The NESDP aims for “an enabling environment for the greater integration of civil society in national development,” and the “development and empowerment of a non-partisan and autonomous civil society.” CSOs have reported that these objectives are generally shared.¹⁷
50. However they cite the following key obstacles:
 - i. Low organisational capacity of the civil society/non-governmental sector. This is seen as mainly linked to their dependence on external project funding;
 - ii. Government/civil society collaboration has become more limited in scope and depth. This is linked to a “lack of trust and a culture of strong political partisanship” among many stakeholders;
 - iii. Uncertainty about how civil society’s viability/sustainability is to be approached; and
 - iv. Issues of how the non-governmental sector operates in the context of a small national community in which the Government is the major employer.
 - v. These obstacles, among others, all have to be put on the table towards the objective expressed in the NESDP.

1.15 LEGAL AND INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY

51. Much legislative progress has been made to advance women’s rights, for example, through the revision of some laws such as the Domestic Violence (Summaries) Act and the Criminal Code Cap 124 of the 1990 Revised Laws of SVG. The latter revision addresses sexual offenses, abduction and kidnapping. However, the legislative framework needs to be strengthened in targeted ways to address deficiencies which remain.

1.16 EXISTING GENDER AND DEVELOPMENT COOPERATION IN SVG

52. A number of international and regional agencies which work in SVG have established formal means of coordinating their development assistance to the country. SVG also benefits from development partnerships through its membership in the OECS, for example, through the 2013 Compete Caribbean Private Sector Assessment Project.

¹⁷ NESDP, p. 107.

1.14 RECOMMENDATIONS

- ✓ Engage in a process to grow/develop/strengthen a deep social partnership among all the stakeholders to pursue the strategic objectives of the NESDP – Government, private sector, and civil society including NGOs, CBOs and FBOs. NGOs and other stakeholders should take the initiative to approach Government to promote inclusion and non-duplication of effort.
- ✓ Integrate the gender empowerment agenda into the wider civil society engagement agenda through renewed energy by the National Women’s Council and other civil society bodies.
- ✓ The National Council of Women in collaboration with other bodies, should engage in dialogue with the public and private sectors, and the Development Partners, on how civil society sustainability can be enhanced and measures for transparency and accountability implemented and monitored.

1.15 RECOMMENDATIONS

- ✓ Accelerate legal reform with a specific timetable with regard to:
 - a. The revision of the *Domestic Violence (Summaries) Act* in accordance with the proposed model Bill, by having it placed on the 2015 Parliamentary review agenda.
 - b. The recognition of common-law unions, using the experiences of other jurisdictions within the Caribbean, for example, Jamaica and Trinidad & Tobago.
 - c. The discrimination that divorced women experience with regard to the division of property.
 - d. Passing the Sexual Harassment Bill.

PROPOSED STRATEGIC ENTRY POINTS FOR CDB/GOSVG COLLABORATION ON THE GENDER EQUALITY AGENDA:

TOWARDS SUPPORT OF GENDER MAINSTREAMING (GM) AT THE INSTITUTIONAL, POLICY AND PROGRAMME/PROJECT LEVELS

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
INSTITUTIONAL AND POLICY ACTIONS			
<p>Ministry of Finance and Economic Planning To become a key partner and driving force for Gender Mainstreaming (GM) throughout the system through its role in the planning, budgetary and finance process and its overall role in policy development and monitoring of the <i>NESDP 2013-2025</i>.</p> <p>The Central Planning Department and the Department of Gender Affairs collaborate to address GM across the public service and society.</p>	<ol style="list-style-type: none"> 1. Integrate gender equality objectives and outcomes into the <i>NESDP 2013-2025</i>. Outcomes to include: <ol style="list-style-type: none"> i. Enhanced capacity to promote gender mainstreaming across sectors. 2. Strengthen capacity (skills, competencies, partnerships, training) to: <ol style="list-style-type: none"> i. Ensure GM in the planning and budgetary process of the Ministry of Finance and Economic Planning; ii. Support and undertake gender analysis to guide/spearhead GM across Ministries and Departments; and iii. Ensure, in collaboration with the DGA, that all policies, strategies and programmes /policies advance gender equality objectives and outcomes. 3. Ensure, in collaboration with the DGA, the development of a National Gender Policy and Action Plan and ensure capacity for implementation in order to integrate gender into the sustainable development framework of the country. 	<ol style="list-style-type: none"> 1. Rationalizing/re-orienting of existing human and material resources in the Central Planning Department of the Ministry of Finance and Economic Planning to promote GM. 2. Building capacity in Central Planning Department by: (a) recruiting a Gender Specialist to spearhead GM and gender analysis; and (b) building capacities of staff in Central Planning for GM. 3. Commitment of budgetary and other resources to support GM including: personnel for policy; meeting gender analysis requirements - sex-disaggregated data, situational analyses, appraisals, and development of indicators. 4. Identification and establishing of mechanisms and protocols for active collaboration on gender training etc., between Ministries and Divisions, and with other entities, e.g., Open Campus, Community College and civil society. 	<ol style="list-style-type: none"> 1. Support for: <ol style="list-style-type: none"> i. Strengthening of the Central Planning Division of the Ministry of Finance and Economic Planning through (a) recruitment of a Gender Specialist and capacity building in the Division; (b) building competencies and capacities through trained and senior staff, realistic budgets, equipment, etc. 2. Development of a National Gender Policy and Action Plan.

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
	<ol style="list-style-type: none"> 4. Ensure that commitments to GM embodied in projects and agreed with development partners are fulfilled. 5. Ensure the collection and management of sex-disaggregated data. 6. Establish and implement a framework for the monitoring and evaluation of GM. 7. Promote/coordinate the re-establishment of Gender Focal Points within Ministries and Departments. 		
Ministry of National Mobilisation, Social Development, the Family, Persons with Disabilities and Youth	<ol style="list-style-type: none"> 1. Support for capacity development in GM in the Ministry, its Departments and programmes. 2. Gender Affairs Division to focus on organisational strengthening, including engaging qualified staff, accessing budgetary resources and equipment, and building partnerships at all levels. 	<ol style="list-style-type: none"> 1. It is vital to the GM effort to build on MNM initiatives to evaluate social safety net programmes. There is great potential to integrate gender analysis more fully into these programmes, but the MNM needs to be enabled to continue its own internal organisational strengthening. 	<ol style="list-style-type: none"> 1. Support the MNM to: <ol style="list-style-type: none"> i. Complete its strategic organisational review; ii. Build capacity to improve the targeting, monitoring, evaluation and consolidation of safety net programmes; and iii. Strengthen the Gender Affairs Division.
POLICY			
	<ol style="list-style-type: none"> 1. Development of National Gender Policy, Strategy and Action Plan. 	<ol style="list-style-type: none"> 1. Strengthening partnerships; building on support from the CDB through the CGA with UN 	<ol style="list-style-type: none"> 1. Support the development of a National Gender Policy, and investigate

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
	<p>2. Review/revisit strategic policies/strategies to ensure that gender equality objectives, outcomes and indicators are established. These include:</p> <ul style="list-style-type: none"> i. <i>National Poverty Reduction Strategy</i>: Ministry of Finance and Economic Planning and the Ministry of National Mobilisation ii. <i>Technical and Vocational Education and Training Policy</i> (Draft): Ministry of Education. iii. Education Sector Plan 2013-2018. 	<p>Women. Civil society is a strategic partnership that needs to be facilitated to give life to the development and deployment of the National Gender Policy.</p> <p>2. Encouraging Ministries to examine their current policies in order to strengthen their gender equality objectives, outcomes and indicators. This could be an important aspect of policy review and planning for various ministries coordinated through a strengthened CPD.</p>	<p>support from UN Women and other partners.</p> <p>2. Stakeholders propose that support of the Planning Division is critical to these actions.</p>
PROGRAMMES/PROJECTS: BUILDING SOCIAL EMPOWERMENT CAPABILITIES			
EDUCATION	BUILDING SOCIAL EMPOWERMENT CAPABILITIES		
	<p>1. Capacity building and training for teachers at the secondary level in Science, Technology, English and Mathematics.</p>	<ul style="list-style-type: none"> ✓ Multi-stakeholder partnership among Ministry of Education, other Government entities, civil society, and private /business sector is critical. ✓ Integrating gender equality objectives into the plan for the development of education is an urgent task. ✓ Improving students' performance in STEM subjects (the gateway to tertiary education) and to engender among education managers and teachers, a culture of 	<ul style="list-style-type: none"> ✓ Capacity Building for Secondary Level Teachers in STEM. <ul style="list-style-type: none"> i. Setting up of system for early identification/screening and support to students at risk. ii. Training of teachers in content and methods for the teaching of Science, Technology, English and Mathematics to boys and girls. iii. Establishment of management, appraisal and monitoring systems.

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
		evaluation, monitoring and accountability for performance, are key requirements to deepen education transformation.	✓ These are strategic interventions to improve students', especially boys' academic performance at secondary level, and their readiness for tertiary education.
	2. Enhance TVET through a comprehensive gender-responsive programme directed among other things to: <ul style="list-style-type: none"> i. Achieving greater participation of males in secondary and tertiary education. ii. Facilitating and increasing women's participation in technical/non-traditional skills training for employment. iii. Engendering labour market reform. iv. Achieving certification of skilled workers. 	✓ Need for strengthening of the existing Monitoring Framework to address recommendations for integration and monitoring of gender-responsive objectives and outcomes.	✓ Support to priority areas: <ul style="list-style-type: none"> i. Fill existing gender gaps in the TVET policy, including a gender-responsive monitoring framework. ii. Design and implement a system for the screening of teachers. iii. Reform TVET Teacher training, with special attention to addressing gender issues and how to respond to the needs of women, many of whom are single parents. iv. Design marketing programmes targeted to males and females. v. Conduct outreach to employers. vi. Conduct research to update information on labour market needs.
	3. Social Mobilization to promote gender mainstreaming through: <ul style="list-style-type: none"> i. Transformative dialogue/awareness raising on 	✓ Building strong and wide partnerships with civil society, media, community members, families, workers in enterprises, etc.	✓ Promote collaboration with and support for civil society.

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
	<p>masculinities through civil society partners.</p> <p>ii. More dialogue and problem solving among men and women from the household, community and national levels.</p> <p>iii. Securing male participation in the transformation of gender relations.</p>	<p>✓ Dialoguing with and strengthening of civil society organisations at all levels to mobilize male support.</p> <p>✓ Initiating partnerships between CSIs, NESDEC, the GAD and other entities.</p>	<p>✓ Support public education and mobilization around gender, masculinities and building partnerships between males and females for development.</p>
	<p>4. Undertake time use studies to provide empirical data on the allocation of time and tasks of men and women and the related social and economic costs.</p>		<p>✓ Support for time use study will deepen understanding of the care economy and make broad contribution to Caribbean gender equality agenda. This should be an OECS-wide study through collaboration with other development partners.</p>
	<p>5. Strengthen the mechanisms for legal action to stem teen pregnancy and incest.</p>	<p>✓ Implement programme of legal reform with specific timetable. This is to include mandatory reporting of incest and statutory rape.</p>	
	ECONOMIC EMPOWERMENT AGRICULTURE, CONSTRUCTION AND THE BASIC NEEDS TRUST FUND.		
	<p>1. Implement measures to mainstream gender in the Banana Accompanying Measures Project and in the Farmers' Support Programme and in other projects of the Ministry of Agriculture.</p>	<p>✓ Providing labour support to bring more women into agriculture and attention to women's child care needs in the rural areas in particular are vital.</p> <p>✓ Increasing women's access to resources through:</p> <p>i. land reform with attention to land lease system (for</p>	<p>✓ Encourage and support measures to expand women in agriculture, for example, link requirement for financing for arrowroot expansion to increased women's access to resources for production.</p> <p>✓ Address labour and child care issues.</p>

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
		<p>example at Richmond, Orange Hill and san Souci).</p> <p>ii. Support of agro-processing with attention to the strengthening of the Cooperatives Department.</p> <p>iii. ICT applications in agriculture (for example, through the CTA project); (d) improved financing.</p>	
	<p>2. BRAGSA to promote and collaborate with the other agencies' training programmes in construction skills for women in communities across SVG, with certification.</p> <p>3. BRAGSA, in consultation with partners, to undertake reform of the tendering process for reconstruction and new infrastructural projects being financed by CDB, to include in the process and agreements:</p> <p>i. CDB's gender mainstreaming policy commitment; and</p> <p>ii. Allocation of special credits for tenders that address the training and employment of women in construction.</p>	<p>✓ Use of Technical /Vocational Centres for training and certification of women.</p> <p>✓ Need for attention to gender-responsive design of low income housing.</p> <p>✓ Promoting mind-set change in:</p> <p>i. The ways that construction projects are usually implemented.</p> <p>ii. Among women and men regarding women in construction.</p> <p>✓ Social support for women, especially young single mothers who are heads of households will be critical to bringing women into the trades/professions in construction.</p> <p>✓ (Until a National Gender Policy is in place) communication from the relevant authorities is required to the board of BRAGSA and all other public</p>	<p>✓ Initiate affirmative action for promoting women in construction and infrastructural development through:</p> <p>i. Reform of the tendering process to reflect its commitment to gender equality.</p> <p>ii. Encouraging the acceptance by contractors of women into training, certification and mentoring for employment, by offering incentives to such contractors.</p> <p>iii. Reform of social clauses in infrastructural contracts to address issues of gender and masculinities, domestic violence, among others.</p>

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
		entities to restate Government's commitment to gender equality and women's empowerment, and urgent actions to support this direction are required.	
	4. BNTF 7 to model gender mainstreaming and build capacity among women and men at the level of Ministries, Departments and communities in the implementation of its projects.		✓ Consideration of BNTF 7 project as follows: <ul style="list-style-type: none"> i. Research on potential areas for women in infrastructural development /construction. ii. Developing a tool box for sensitization of workers in construction on social issues (domestic violence, gender and masculinities, social protection etc.). iii. Training, certification and mentorship programme for women in construction. iv.

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
	POLITICAL EMPOWERMENT AND LEADERSHIP		
	<ol style="list-style-type: none"> 1. Implement temporary special measures to promote women's participation in leadership at all levels, including Public Boards and Commissions, and within the political system. 2. A minimum level of appointments of women to Boards should be agreed and implemented. Some stakeholders propose (a) 50% of female participation on Boards; (b) internal political party quotas of 30% females; (c) re-establishment of the Gender Equality Commission to advocate for political reforms; and (d) increased public information on the <i>NESDP</i>. 3. Engage a process to nurture a social partnership among all the parties – Government, the private sector, and civil society including NGOs, CBOs and FBOs, on how the strategic objectives of the <i>NESDP</i> can be pursued. 4. In collaboration with the National Council of Women and /or other bodies, engage in dialogue with the Development Partners, the public and private sectors and how civil society sustainability can be enhanced, and measures for transparency and accountability implemented and monitored. 5. Encourage internal political party reform. 	<p>✓ By taking the initiative for increasing women's participation in leadership and decision-making, the Government can strengthen the foundation for realizing the objective of enhancing the role of civil society in governance, as set out in the <i>NESDP</i>.</p>	<p>✓ Establish a process towards meaningful engagement with civil society. This can proceed with an online survey in the OECS followed by face to face dialogue with representatives. A critical regional issue at this juncture is the sustainability of civil society, relations with governments, and transparency and accountability of both governments and civil society.</p> <p>The CDB, in alignment with its 2015-2019 strategic plan in which good governance is a strategic pillar for growth, is in a good position to broker open discussions between the parties, beginning with civil society.</p>

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
	LEGAL EMPOWERMENT AND EFFECTIVE CITIZENSHIP: REDUCE VIOLENCE AGAINST WOMEN		
	<ol style="list-style-type: none"> 1. Integrate gender equality objectives and outcomes into the <i>NESDP 2013-2025</i>. Outcomes to include enhanced policy and implementation framework for reducing domestic and gender-based violence, and enhancing citizens' security. 2. Complete and implement the National Action Plan on GBV. 	<ul style="list-style-type: none"> ✓ Under the leadership of the DGA, agencies and civil society, use available data analysis to inform targeted implementation and monitoring of the Action Plan on reducing gender-based violence. ✓ Build strong partnerships among agencies and with civil society and communities. ✓ Building capacity of key stakeholders on results-based monitoring could be effective in galvanizing actions. This is an initiative that could be implemented through partnerships nationally or regionally, including civil society representation. 	<ul style="list-style-type: none"> ✓ Support the implementation of the National Strategy and Action Plan on Domestic Violence with the following components: <ol style="list-style-type: none"> i. Establishing a multi-stakeholder partnership to drive and monitor implementation; ii. Expanding/upgrading the operations of the Crisis Centre; iii. Identifying the specific roles of actors, e.g., Ministries, civil society NGOs/CBOs/FBOs, the police, Members of Parliament, media, etc.; iv. Reviewing and strengthening existing initiatives; v. Establishing a minimum 2-3 year programme with targets; vi. Building structures of support for victims/survivors from community level upwards, including legal aid and counselling; vii. Establishing protocols/procedures for supporting the victims/survivors –

LEVEL OF ENGAGEMENT	PROPOSED SCOPE OF ACTIONS	KEY REQUIREMENTS & COMMENTS	PROPOSED CDB ACTIONS
			<p>outlining steps and processes;</p> <p>viii. Making regular reports to the nation monitoring committee;</p> <p>ix. Sustaining community mobilisation through reporting and informal opinion surveys around key issues/questions;</p> <p>x. Undertaking public education towards behaviour change and with the public support of men against violence against women and girls;</p> <p>xi. Guaranteeing easy access to justice, strengthening prosecutions, guaranteeing compensation for health care costs and damage to property.</p> <p>✓ Speeding up reform of the <i>Domestic Violence (Summaries) Act</i>.</p> <p>✓ Facilitate strengthening the relationship between the Statistics Office, the Police, and Gender Affairs Division to upgrade the collection, analysis and dissemination of sex-disaggregated data.</p>

2.0 INTRODUCTION

53. The *National Economic and Social Development Plan 2013-2025 (NESDP)*, the flagship vision and planning document of St. Vincent and the Grenadines (SVG), is designed, in the words of Prime Minister Dr. Ralph Gonsalves, “to facilitate and guide the optimal improvement of the quality of life of all Vincentians.”¹⁸ Unveiled in January 2013, the Plan prefaces the discussion on Gender and Development by affirming the time-honoured statement of truth that, “if women are left out of development, half the world is left out” (author’s emphasis). It continues ...

*Whilst significant strides have been made in terms of women’s participation in development in St. Vincent and the Grenadines, they remain amongst the most vulnerable and economically powerless. Indeed, 53 percent of the unemployed are young females. Interestingly, most senior public servants in St. Vincent and the Grenadines are females.”*¹⁹

54. This statement raises many issues about women and development in SVG: where and how they participate in development; the nature and source of their vulnerability and economic powerlessness; the extent to which the condition and position of women so described also exist in the social and political spheres; and the extent to which their positions as senior public officers enable them to improve the life chances of poor women and men in SVG. The fact is that public officers under the Westminster system do not determine policy, and women, while visible in the public service, tend to be marginal to the decision-making processes that drive and determine policies for development. The question therefore arises as to what can be done to ensure that women as a group fully contribute to benefit from vision of development and growth that are outlined in the *NESDP*.
55. Gender equality aims at the achievement of equal status between males and females, so questions should be raised not only about women and girls as a group and in their respective positions (for example, unemployed, young, senior public servants), but also about men and boys as a group, and where too stand in the economic and social structure *vis a vis* women and girls. These issues are explored in this Country Gender Assessment (CGA), a study about gender – meaning a “system of social relations through which women and men are constituted and through which they gain differential access and are unequally allocated status, power and material resources within a society.”²⁰ Gender denotes the socially constructed meanings given to the sexual differences between female and male. These meanings influence and determine what is expected, allowed and valued in either sex in a given context. It is true to say that in most societies there are inequalities between men and women in the roles and responsibilities assigned, activities undertaken, access to and control over resources, and decision-making power, with women facing discrimination and men being in superordinate positions. Further, gender inequality is systematized not only within economic and social sectors and structures, but also within the attitudes and behaviours of women/girls and men/boys, and are reflected in relationships at all levels of society. Gender equality does not mean that females and males will become the same, but rather, that rights, responsibilities and opportunities will not depend on whether one is born male or female.
56. This is why, like most countries in the world, SVG, has, in the words of the *NESPD*, signed a “myriad of international treaties and conventions for the protection and empowerment of women,” and has been undertaking national initiatives to advance these commitments. These initiatives are centred around, first,

¹⁸ Dr. The Hon. Ralph E. Gonsalves, Prime Minister, St. Vincent and the Grenadines, “Foreword”, *National Economic and Social Development Plan 2013-2025*. p. 3.

¹⁹ *Ibid.* p. 45.

²⁰ V. E. Barriteau (2002). “Women Entrepreneurs and Economic Marginality: Rethinking Caribbean Women’s Economic Relations”. In *Gendered Realities: Essays in Caribbean Feminist Thought* (ed. Patricia Mohammed). UWI Press, Barbados.

the question of how the fair and equitable treatment of both sexes can be attained and gender equality realized. A second and related question of utmost importance is why gender inequality still persists.

57. This Country Gender Assessment (CGA) which the Caribbean Development Bank (CDB), in partnership with the Government of St. Vincent and the Grenadines (GoSVG) has undertaken is directed towards realizing the vision stated in the *NESPD*, namely, improving the quality of life for all Vincentians.²¹ It is directed at examining some of the gender issues in SVG that block the realization on the vision. From a shared understanding between SVG and the CDB, it is anticipated a framework will emerge with practical measures to advance the gender equality and equity agenda. This is an imperative for balanced growth which is sustainable and “reduces inequality and creates long term development,” another important objective defined by SVG.²²
58. The CGA contributes to this process by:
- i. Gathering, systematizing and presenting general statistics, critical sector data, and qualitative information on gender equality in St. Vincent and the Grenadines;
 - ii. Presenting critical analyses of the current legal, political and institutional framework for gender equality;
 - iii. Assessing the national capacity of SVG to institutionalize gender equality in public institutions, the private sector, and civil society; and
 - iv. Identifying, in partnership with SVG stakeholders, opportunities and constraints for promoting gender equality in the country’s focus on economic growth and poverty reduction.
59. The Country Gender Assessment (CGA) is being undertaken because the CDB has defined as the goal of its gender equality policy and strategy, a commitment “*to be a leading catalyst promoting gender equality in the Region by working with borrowing members and other development partners in a responsive and collaborative manner to analyse and address the economic and social causes of gender inequality in order to reduce poverty and vulnerability and to assist all women and men to achieve their potential.*”²³ In other words, CDB sees the promotion of gender equality as a catalyst for advancing growth and development. From this perspective, the CGA will thus become an active tool for planning, implementation and monitoring the gender mainstreaming project to support the *Country Strategy Paper (CSP) 2013-2018*. This includes “enhanced capacity for the promotion of gender equality; implementation of gender mainstreaming and a reduction in GBV.”²⁴ Thus, the expected outcome of the SVG CGA, like the other CGAs being undertaken, is to “enhance the effectiveness of CDB’s development programmes to respond to development needs related to gender equality.” The CGAs are expected to be, “the first and most critical step towards gender-responsive planning and programming as part of a process of mainstreaming gender in CDB’s mission programmes and project activities.”²⁵
60. The Constitution of St. Vincent and the Grenadines affirms the entitlement of every person to fundamental rights and freedoms, “regardless of race, place of origin, political opinion, colour, creed or *sex*” (author’s emphasis). The country ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1981, and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belem do Para) in 1994. Alongside many other international instruments, SVG has signed the regional Revised Treaty of Basseterre, and has committed itself to “strive to achieve and surpass the international goals of promoting gender equality and empowering

²¹ *NESDP*, p. 18.

²² *National Report of St. Vincent and the Grenadines. Third International Conference on Small Islands Developing States*, July 2013, p. 20. Accessed at: www.sids2014.org/content/documents/247svg%20R10+20%20Report

²³ Caribbean Development Bank, *Gender Equality Policy and Operational Strategy*, July 2008, p. 8.

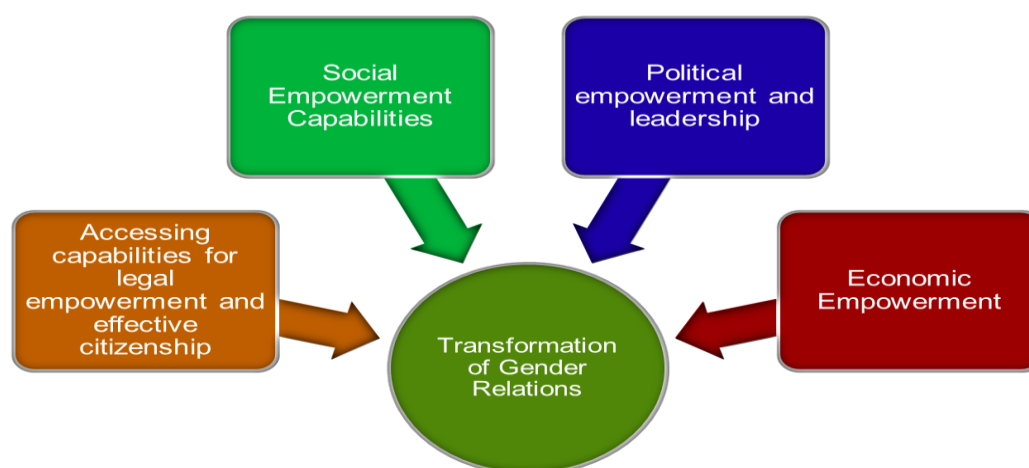
²⁴ Caribbean Development Bank, *Country Strategy Paper St. Vincent and the Grenadines*. March 2014, p. 18.

²⁵ Caribbean Development Bank, *Terms of Reference – CGAs in 7 BMCs* (para 3.06), March 2013.

women,” and to “pay priority attention to cross cutting social policy concerns ... gender, ageing, disability, human rights, empowerment.”²⁶

61. This is essentially a commitment to people-centred development, reflecting the human rights approach which draws on understanding of development in terms of expanding human choices, freedoms and capabilities. This analysis is increasingly relevant as the post-2015 Sustainable Development Agenda is being debated in the Caribbean and globally. In these discourses, the transformation of gender relations in the Caribbean context is anchored in economic empowerment, achieving socio-cultural capabilities, freedom from violence, access to justice, and political empowerment and leadership, as reflected in the diagram below. This is all within the overarching context of advancing the interests of Small Island Developing States (SIDS).²⁷

F1: ANALYTICAL FRAMEWORK FOR ST. VINCENT AND THE GRENADINES COUNTRY GENDER ASSESSMENT



62. The agenda for women to secure capabilities, opportunities and agency affirms “women’s rights as human rights” and is consistent with the growing acknowledgement of the linkage between gender equality and sustainable human development. This is reflected, for example, in the World Bank’s *2012 World Development Report: Gender Equality and Development*, which characterized gender equality and equity as “smart economics,” thereby bringing a market-oriented analysis into supporting the women’s human rights agenda.²⁸

²⁶ *Revised Treaty of Basseterre* (2011), Article 23, a, e.

²⁷ St. Vincent and the Grenadines was represented by the Executive Director of the Gender Affairs Department at the “Caribbean Forum on Gender Equality and the Post-2015 Agenda”, convened by UN Women in Barbados, 22-23 August, 2013. A *Caribbean Joint Statement on Gender Equality and the Post-2015 SIDS Agenda* was agreed at the Forum, which is contributing to the ongoing Caribbean and international discussions.

²⁸ World Bank (2012), *Gender Equality and Development*, pp. 6-9.

63. The Country Gender Assessment report is presented in three parts:
- i. The Executive Summary, Introduction and Methodology;
 - ii. Presentation and discussion of the statistical profile and situational analyses of key aspects of the economic and social context in St. Vincent & the Grenadines; and
 - iii. Discussion of the legal and institutional framework and capacity for gender mainstreaming.²⁹ This section includes proposals on specific points of entry for partnership engagement between the Government of St. Vincent and the Grenadines (GoSVG) and the CDB. It is from negotiation and agreement around these specifics that a work plan will be agreed to advance the gender equality and women's empowerment agenda.

²⁹ Gender Mainstreaming is a process and a strategy towards making visible and addressing the concerns of women, men, girls and boys in any planned action. It involves identifying gaps in gender equality through analysis of sex-disaggregated data, raising awareness about the gaps and building support to address those gaps and financing agreed measures, and ongoing monitoring and evaluation of the implementation process.

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3.0 METHODOLOGY

64. The CGA was conducted through documentary research, focus and large group discussions, and in-depth interviews. A field visit was made to St. Vincent and the Grenadines from 18–30 May 2014, during which time some 151 persons were either interviewed individually or participated in a focus group (See Appendices 1 and 2). Discussions were held with representatives of Government, public sector, private sector and civil society agencies and organization organisations in St. Vincent, and on a 1-day visit to Bequia. Telephone interviews were subsequently conducted with some key civil society representatives who had not been available in May 2014.
65. A second visit for discussion of the draft CGA took place in March 2015, when the findings were presented to Prime Minister Gonsalves and Cabinet members by a CDB team, and a workshop was held with a cross-section of stakeholders. Overall, some 218 persons (151 females and 67 males) participated in the research process. The March 2015 discussions were focused on consensus-building on the priorities of the follow-up agenda for the GoSVG and CDB.

4.0 STATISTICAL PROFILE SUMMARY

Indicator	Males	Females	Total	Source/ web address (URL) and date of search (indicate sources searched if the statistic is not available)
POPULATION				
Total population (2012)	55,551	53,637	109,188	SVG 2012, Population & Housing Census, Preliminary Report
Total population under 16 years (0–14 years, 2015 est.)	13,711	13,306	27,017 (24.74%)	Statistical Office, Central Planning Division, SVG.
Total population over 64 years (65 years and over, 2015 est.)	4,861	5,162	10,023 (9.2%)	Statistical Office, Central Planning Division, SVG.
Number of male or female-headed households (2007/08)	47.9%	52.1%	-	Country Poverty Assessment 2007-2008: St. Vincent and the Grenadines
Human Development Indicators				
GNI per capita (PPP US\$) (2013)	-	-	9,367	UNDP Human Development Report 2013 – St. Vincent and the Grenadines
Human development index (HDI) 2013	-	-	0.733	UNDP Human Development Report 2013 – St. Vincent and the Grenadines
Gini coefficient (2007/08)	-	-	0.402	Country Poverty Assessment 2007-2008: St. Vincent and the Grenadines
HEALTH				
Life expectancy at birth (2012 actual)	69.16 years	73.74 years	71.3 years	Statistical Office, Central Planning Division
Pre-natal mortality rate (2012)			22.05 per 1,000	Caribbean 360, March 12, 2013
Neo-natal mortality rate (2013) 0–27 days of life per 1,000 live births	15.9	9.3	12.7	Statistical Office, Central Planning Division
Fertility rates 2013	-		2.1	Statistical Office, Central Planning Division
Adolescent fertility rate (teen pregnancies as per 1,000 females ages 15–19 years) 2013	n/a	19% of all births	61.7	Statistical Office, Central Planning Division.
Teenage Births as a (%) of Total Live Births (2013)		18.4		Statistical Office, Central Planning Division
HIV prevalence (2006-2010)			approx. 1% of the population	Health in the Americas, 2012: St. Vincent & the Grenadines
% of 15–24 year olds who had sexual intercourse before age 15	29% (15-19 year olds) 33% (20-24 year olds)	17% (15-19 year olds) 10% (20-24 year olds)	23% (15-19 year olds) 20.4% (15-19 year olds)	Ministry of Health and the Environment, OECS, BSS, 2005. SVG UNGASS Report 2008
Maternal mortality rate per 1000 (2010)	n/a	1.1	n/a	SVG National Economic and Social Development Plan 2013-2025

Indicator	Males	Females	Total	Source/ web address (URL) and date of search (indicate sources searched if the statistic is not available)
% of population aged 15–49 who have had sexual intercourse with more than one partner in the last 12 months	16% (15-19 year olds) 52% (20-24 year olds) 13% (25-49 year olds)	10% (15-19 year olds) 15% (20-24 year olds) 5% (25-49 year olds)	13% (15-19 year olds) 32% (20-24 year olds) 9% (25-49 year olds)	Ministry of Health and the Environment, OECS, BSS, 2005. SVG UNGASS Report 2008
Age-mixing in sexual relationships (i.e., number or percent of persons who have had sex with a non-marital, non-cohabiting partner who was more than 10 years older than themselves)			1%	SVG UNGASS Report 2008
% of population aged 15–49 who had more than one partner in the past 12 months who used a condom during their last sexual intercourse	62% (15-19 year olds) 62% (20-24 year olds)	55% (15-19 year olds) 50% (20-24 year olds)	59% (15-19 year olds) 59% (20-24 year olds)	Ministry of Health and the Environment, OECS, BSS, 2005. SVG UNGASS Report 2008 Note! Data on 25-49 year olds is not available.
EDUCATION				
Literacy rates (2014 est.)	96%	96%	96%	The World Factbook – St. Vincent & The Grenadines
Mean years of schooling (2013)	-	-	8.6	UNDP Human Development Report 2013 – St. Vincent and the Grenadines
Primary school enrollment (2012/13)	7,058 (52%)	6,551 (48%)	13,609	SVG Educational Statistical Digest (2013)
Primary school completion (2010)	97%	92%	-	FHI360 St. Vincent and the Grenadines National Education Profile
Secondary school enrollment (2012/13)	5,375	5,019	10,394	SVG Educational Statistical Digest (2013)
Secondary school completion -% (lower secondary, 2009)	67	80	-	FHI360 St. Vincent and the Grenadines National Education Profile
Tertiary-level enrollment (2011/12)	588 (Com. College) 167 (UWI)	1,079 (Com. College) 335 (UWI)	1,667 (Com. College) 502 (UWI)	SVG Education Statistical Digest (2013)
Number that have acquired CSME skills certification (2008-2014)	149	291	440	Ministry of National Security, SVG.
LABOUR & EMPLOYMENT				
Employed Labour Force (2012)	23,690	17,131	40,821	Statistical Office, Central Planning Division
Unemployment rate (2012)	19.4	23.4	21.5	Statistical Office, Central Planning Division

Indicator	Males	Females	Total	Source/ web address (URL) and date of search (indicate sources searched if the statistic is not available)
Labour Force Participation Rate (2012)	70.2	56.1	63.2	Statistical Office, Central Planning Division
Poverty Line (2007/08)			5,523 (annual in EC\$)	Country Poverty Assessment 2007-2008: St. Vincent and the Grenadines
Indigence Line (2007/08)			2,448 (annual in EC\$)	Country Poverty Assessment 2007-2008: St. Vincent and the Grenadines
Vulnerability Line (2007/08)			6,904 (annual in EC\$)	Country Poverty Assessment 2007-2008: St. Vincent and the Grenadines
POLITICAL REPRESENTATION				
Number of people in House of Assembly	18	3	21	SVG Cabinet Office
Number in Cabinet	10	2	12	SVG Cabinet Office
Number in Senate	5	1	6	SVG Cabinet Office
LEADERSHIP & DECISION-MAKING				
Percentage of men and women on public sector boards (2014)	505 (73%)	197(27%)	702 (100%)	Office of the Prime Minister, May 2014
Number of men and women in decision-making positions in the public administration (Permanent Secretaries 2014)	6	7	13	
JUDICIARY SYSTEM				
Number of presiding judges (2012–2013, SVG High Court Judges)	2	1	3	Eastern Caribbean Supreme Court Annual Report 2012-2013
Number of presiding magistrates (2014)	2	2	4	http://www.oecsbar.org/magistracy.html Gender Affairs Department
Number of cases of gender-based violence (2012–June 2014)	61 (victims) 217 (perps.)	176 (victims) 12 (perps.)	237 (victims) 229 (perpetrators)	Royal SVG Police Statistics
INDUSTRY & COMMERCE				
Remittances to SVG (2004)			EC\$2,059,000	SVG Digest of Statistics No. 54, 2004
CRIME & VIOLENCE				
Number of persons incarcerated (2013)	629	28	657	Prisons Department
Number of sexual offenses reported by victims (2012–June 2014)	0	54	54	Royal SVG Police Statistics 2012 – June 2014
Number of victims of femicide (2009)	-	3	3	SVG Response to the Questionnaire re Mechanism of the follow-up Convention Belem do Para 4 th Conference of States Parties 2012

Indicator	Males	Females	Total	Source/ web address (URL) and date of search (indicate sources searched if the statistic is not available)
Number of convictions for femicide (as compared to the total number of cases recorded) (2008)	-	2	2	SVG Response to the Questionnaire re Mechanism of the follow-up Convention Belem do Para 4 th Conference of States Parties 2012

5.0 COUNTRY GENDER PROFILE AND 'RE-ENGINEERING' ECONOMIC GROWTH

5.1 THE ECONOMY

66. SVG, positioned at 87 out of 187 countries, is categorized as “high development” by the United Nations *2012 Human Development Report*. This is based on the average life expectancy at birth of 72.5 years; a mean and expected years of schooling of 8.6 years and 13.3 years respectively; and Gross National Income (GNI) per capita of \$9,367.³⁰
67. According to the current census of St. Vincent and the Grenadines, the *2012 Preliminary Census*,³¹ the population of some 109,188 persons was comprised of an almost equal number of males (55,551 or 51%) and females (53,637 or 49%) on the main island of St. Vincent and the chain of six inhabited islands – Bequia, Mustique, Canouan, Mayreau, Union Island, Petit St. Vincent, and Palm Island. 2012 census data on the age composition of the population indicate that 24.65 of the population was under 15 years old, while the 65 years and over cohort comprised 9% of the population with women outnumbering men.

CHALLENGING REALITIES AS SIDS

68. Meeting the development needs of the population is particularly challenging, because of realities linked to being a Small Island Developing State (SIDS), a status by most Caribbean countries. In the case of SVG, the realities are sharp and can be devastating in their impact. For example, SIDS' susceptibility to natural hazards and disasters, in a context of the growing impact of climate change, is evidenced by the 24–25 December 2013 floods, which impacted on an estimated 13,000 persons – representing 11.9 % of the entire population. The immediate consequences included: deaths; persons missing; injuries; homelessness experienced by some 500 persons, mainly women and children; temporary loss of employment and destruction of micro-businesses (many operated by women from their homes); destruction of crops and livelihoods in agriculture; problems with access to water and sanitation. Still, many persons had not “gotten back on their feet” since Hurricane Tomas in 2010 which destroyed an estimated 98% of bananas and the livelihoods of many. Some 44% of those affected by the 2013 floods were classified as living in poverty.³² It has also been found that older men who live alone face particular vulnerabilities because of absence of a family support network.
69. Damage to infrastructure, agriculture, utilities, housing has been estimated at some EC\$251.9 million (US\$93.3 million) or 13% of GDP, with deep consequences for reconstruction and overall performance of the economy.

³⁰ United Nations Development Programme, *Human Development Report 2013: The Rise of the South – Human Progress in a Diverse World*, p.145. Please note that the *World Factbook 2014* estimates male life expectancy at 72.9 and females at 76.88 years. The 2012 SVG Census records the actual life expectancy at 69.16 years for males and 73.14 years for females.

³¹ Preliminary Census Report, 2012.

³² Rapid Damage and Loss Assessment (DaLA), *24-25 December 2013 Floods. A Report by the Government of St. Vincent and the Grenadines*. 16 January 2014.

T2: TOP 20 EXPORTS FOR SVG FOR 1995 AND 2010

TOP 20 EXPORTS (1995)	%	TOP 20 EXPORTS (2010)	%
Bananas and plantains	23.30%	Yachts	55.32%
Tugs and pusher craft	11.57%	Wheat or meslin	6.13%
Cruise ships and similar vessels for the transport of persons	11.04%	Tugs and pusher craft	6.11%
Frozen fish, excluding fillets	10.88%	Bananas and plantains	4.20%
Wheat or meslin flour	7.73%	Manioc (cassava)	2.82%
Rice	5.84%	Rice	2.70%
Fish fillet or meat	3.41%	Waters, flavoured or sweetened	1.58%
Women's suits, not knit	2.68%	Cartons, boxes, cases, bags and other packing containers of paper	1.33%
Manioc (cassava)	2.15%	Flat rolled iron or non-alloy steel, coated with tin, w>600mm, t<0.5m	1.27%
Fishing vessels	1.89%	Preparations used in animal feed	1.24%
Men's shirts	1.40%	Floating or submersible drilling platforms	1.12%
Preparations used in animal feed	1.28%	Antiques older than 100 years	0.87%
Fish, excluding fillets	1.24%	Forklift trucks	0.76%
Flat rolled iron or non-alloy steel Coated with tin, w>600mm	1.17%	Aluminum structures (bridges, towers etc.)	0.61%
Yachts	1.02%	Packing of goods	0.42%
Jewellery of precious metals	0.86%	Scrap of precious metals	0.41%
Cartons, boxes, cases, bags and other packing containers of paper	0.65%	Automatic data processing machines	0.41%
Crustaceans	0.51%	Ferrous waste and scrap	0.38%
Packing of goods	0.49%	Cruise ships and similar vessels for the transport of persons	0.36%
Waters, flavoured or sweetened	0.49%	Crustaceans	0.30%

SOURCE: "THE OBSERVATORY OF ECONOMIC COMPLEXITY", COMPETE CARIBBEAN, PRIVATE SECTOR ASSESSMENT REPORT FOR ST. VINCENT AND THE GRENADINES 2013, P. 27.

70. In addition to environmental vulnerability, SVG as a small open dependent economy is subject to external shocks, and has been hit by the 2008 global financial crisis; continuing high energy costs; trade liberalization, seen, for example, in the removal of preferential terms for bananas; among others.
71. Some of these changes are reflected in Table 2, which shows shifts in exports over the past 20 years. The shifts have been mainly away from activities that engaged large numbers of men and women in production, to activities which employ smaller numbers and mainly males. The data show, for example, banana exports falling from first place at 23.3% in 1995 to 4.2% in 2010, and leisure activities denoted by yachting, which involves much smaller numbers, comprising the main export in 2010 at 55.3%, up from 1.02% in 1995. Cruise shipping related activities fell from 11% of exports in 1995 to 0.36% in 2010, while fish production activities fell from 10.88% to 0.30% in the same period.

72. Loss of personal income for many, reduction in Government revenue, and increase in the public debt which climbed from 57.2% of GDP in 2008 to 72.1 % in 2012, are among the cumulative effects of the overall shifts and economic downturn that have influenced the protracted negative growth within the economy.³³ The country's environmental vulnerability, as demonstrated by the frequent natural disasters referred to above, has resulted in negative social impacts in areas including employment, education, health and diet, finances, household expenditure, and overall trading and business activities. Female-headed households have experienced these negative effects most sharply.³⁴
73. It is largely these households that present the face of poverty in the country, because of their higher levels of unemployment and a context of gender relations that place the responsibility for children mainly on women and within which many men are less burdened with family support and care obligations. Because of this systemic inequality, women are most vulnerable in situations where natural hazards and disasters occur. In discussions with a largely female group of farmers, housewives, health workers, students and unemployed young women from a community of some 2,400 residents, persons and the women in particular, stressed that the December 2013 floods aggravated pre-existing harsh economic and social conditions. Many persons expressed the fear of being caught in a cycle of disasters and of never being able to recover. Despite the hardships, the women were at the forefront of community organizing and supporting each other through a committee comprised of 11 women and 5 men which had been in place before. Their work involved undertaking and coordinating training in disaster preparedness activities, including cardiopulmonary resuscitation (CPR), first aid, etc.; collecting data and liaising with the authorities and civil society bodies such as the Red Cross, to provide information and coordinate the relief response. This evidence of community mobilization and women's leadership, should, many proposed, lead to women having a strong part in the planned reconstruction, and a more balanced distribution of benefits from jobs in community rehabilitation programmes and projects.

OBSERVATIONS

74. The reality of SVG as a SIDS should influence all aspects of economic and social development planning, which need to be informed by gender analysis of the differential impact of economic and environmental changes on the lives of women and men.

5.1 RECOMMENDATIONS

- ✓ There is need to urgently respond to gender and climate change issues through practical interventions from which outcomes can be tracked and measured.
- ✓ Gender-responsive capacity building for community and local leadership should be strengthened. This is critical to support ongoing disaster risk management and reconstruction 'on the ground' and to achieve outcomes that can be sustained.
- ✓ Civil society's voice and role in community service delivery in immediate disaster response and rehabilitation must be strengthened. This should include enhanced capacity for the collection and analysis of sex-disaggregated data, disaster response preparation, and risk reduction and management.
- ✓ The Gender Affairs Division needs to be pivotally engaged in the content of community capacity building interventions, and in rehabilitation and reconstruction planning.

³³ Caribbean Development Bank, *Country Strategy Paper – St. Vincent and the Grenadines*, 13 March 2014, p. 2.

³⁴ *Social Implications of the Global Economic Crisis, 2008-2009: St. Vincent and the Grenadines Country Report*. Final Draft, 27 February 2010, pp. 30-31.

GENERAL POLICY RESPONSE BY GOSVG

75. Over the years, the GoSVG has formulated fiscal measures, policies, plans, strategies and programmes to respond to the multi-faceted challenges encountered. There have been policies, plans and strategies for medium- and long-term economic reform, private sector development, agricultural diversification, social sector development including social protection expansion, poverty reduction, and educational reform, to name a few areas. With regard to the promotion of gender equality, the Government, as is stated in the *NESDP*, “signed a myriad of international treaties and conventions for the protection and empowerment of women.”³⁵ The name change from the Department of Women’s Affairs (DWA) to the Gender Affairs Division (GAD) was effected to reflect a focus “on establishing equality between women and men, proposing socially responsive legislation and implementing policies that favourably affected women.”³⁶ A host of legal reforms were undertaken which are detailed in this report, the establishment of the Family Court and a Crisis Centre, and the establishment of a programme to support teen mothers to continue their education, are among measures undertaken to address particular vulnerabilities facing the family and women in particular.
76. The *National Economic and Social Development Plan 2013–2025 (NESDP)*, as the country’s premier long-term development plan, outlines the main areas of focus in the various sectors – economic, social, governance, and physical infrastructure and the environment, with related objectives and strategic interventions. However, as is true for the many policy documents, information on gender is not included in the situation analysis. Consequently, although a strategic intervention to “increase the number of males who attain higher education” is proposed,³⁷ broader gender equality objectives and outcomes were not identified in the *NESDP*.
77. Promoting the educational advancement of males in particular and also of females is a very important strategic objective, which rests on a number of inter-related interventions. Also critical is the matter of addressing the findings of data from the *2007-2008 Country Poverty Assessment (CPA)*, which had established a poverty rate of 30.2% and suggested that “female headed households (were) likely to be poorer.”³⁸ This assessment and others had no doubt influenced the understanding that women were the most economically vulnerable. However, this was not addressed in the *NESPD*, although poverty eradication/reduction was identified as a central outcome.
78. A poverty eradication/reduction policy and strategy needs to ask and respond to specific issues with regard to the ‘impact of gender roles’ in the perpetuation of poverty, and in interventions for building of ‘capabilities, opportunities and agency’ among women and men. Key questions need to be asked and addressed, or the policy and programmatic responses may be ineffective. The same goes for policies dealing with all aspects of development. However, understanding the situation and roles of females and males within the various sub-sectors of the economy is a first critical step³⁹.

³⁵ *NESDP*, p. 45.

³⁶ Committee on the Elimination of Discrimination Against Women, Sixteenth Session, 13-31 January 1997. *Concluding comments of the Committee on the Elimination of Discrimination Against Women: St. Vincent and the Grenadines Combined Initial, Second and Third Periodic Report*. p. 1, para. 126.

³⁷ *NESDP*, p. 101.

³⁸ *Final Report, St. Vincent and the Grenadines Country Poverty Assessment 2007/2008. Vol. 1: Living Conditions in St. Vincent and the Grenadines*. pp. xxi, xxvi. See also *NESDP*, p. 45.

³⁹ Specific budgetary allocations to fund, for example, gender-responsive situation analyses, appraisals, project reports, the development of indicators and targets, will be fleshed out in the *CGA* with regard to implementation.

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5.2 OVERVIEW OF ECONOMIC SECTORS

79. In 2010, real GDP was estimated at US\$1.1 billion – three times the value recorded in 1980. There was an average of 5% growth between 2002 and 2007, a contraction by 2.4% in 2008, and a further contraction of 1.8 % in 2009. Decline in agriculture has seen services emerging as the main economic sector.

T3: CONTRIBUTION TO GDP BY SECTOR, ST. VINCENT AND THE GRENADINES (2012)

SECTOR	SHARE (%)
Real Estate, Renting and Business Activities	16.55
Wholesale & Retail Trade	16.25
Transport, Storage and Communications	15.28
Public Administration, Defense & Compulsory Social Security	10.54
Construction	8.34
Financial Intermediation	6.37
Agriculture, Livestock and Forestry	5.86
Manufacturing	4.88
Education	4.57
Electricity & Water	4.13
Health and Social Work	3.07
Other Community, Social & Personal Services	2.45
Hotels & Restaurants	2.23
Fishing	0.33
Mining & Quarrying	0.22

SOURCE: ECCB (2013). QUOTED IN *COMPETE CARIBBEAN OECS PROJECT*, 2013. P. 31.

80. Table 3 above indicates that in 2012, the economy was dominated by the services sector, chief among them being: real estate, renting and business; wholesale and retail trade; transport, storage and communications. This was followed construction (8.34%); and agriculture, livestock and forestry (6.37%).

5.3 AGRICULTURE

81. As indicated earlier, SVG has traditionally depended on bananas as a major foreign exchange earner. In 1995 the crop generated 23.3% of export earnings, but the loss of preferential markets, natural disasters and disease reduced this share to 4.2% of exports in 2010.⁴⁰ This contraction has affected rural life and incomes, and led to an increase in the food import bill by 18% between 2009 and 2011.⁴¹ Agriculture comprises a large informal sub-sector estimated at 5,000 persons, the majority of whom are women.

Banana remains an important crop for small farmers and a major source of livelihood for women. Data for 2012 shows that there were major activities in the industry, including: “operation plant back” involving some 89 farmers on 146 acres, and “operation cut back” on 360 farms of 599 acres. However, some 490 farms operating on 1,234 acres under production, registered some 474 farmers, 300 of whom (63%) were males and 174 (37%) females.⁴² This indicates that women are still lagging in terms of access to the formal banana rehabilitation programme, as in other areas of agriculture.

82. Agro-processing is an important space for diversification in agriculture. For example, linked to the Ministry of National Mobilisation, Social Development, the Family, Persons with Disabilities and Youth (MNMSD), the Cooperative Department has been charged with establishing agricultural cooperatives as a major strategy to reduce poverty, transform the rural community, and generate employment. Working in collaboration with the Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry, agricultural-based cooperatives have been established, most of them with a fairly good level of involvement of women. Despite challenges, they are seen as vital for the promotion of entrepreneurship and for developing a new cadre of players in diversifying the sector.

T4: MEMBERSHIP IN AGRICULTURAL COOPERATIVES, 2014

NAME OF COOPERATIVE	MEMBERSHIP	COMMENT
Women in Agriculture – Langley Park Coop.	21 women	Started under the Basic Needs Trust Fund. Produces broilers and layers.
North Union Adelphi Chapman Adult Literacy Group	25 women; 5 men	Started with action to promote literacy; moved into agro-processing – jams and jellies, and garment production – school uniforms
Pineapple Growers Coop.	16 women, 4 men	Produces pineapples, peppers and tomatoes.
Southern Grenadines – Ashton Multi-purpose Coop.	13 women, 2 men.	Based in Union Island, processes sea moss. It also has a day care nursery.
Fancy Farmers Unit Coop.	25 persons- good balance between men and women	Produces cassava and sweet potato products, sales of which are linked to tourism and cultural observances.
Fishers’ Coop.	20 to 25 members, mainly men.	The few women involved do the administrative work.

SOURCE: DEPT. OF COOPERATIVES, 2014.

⁴⁰ *Compete Caribbean*. p. 27

⁴¹ “Banana Accompanying Measures (BAM), Program Estimate”. Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry. Kingstown, St. Vincent and the Grenadines. May 2014.

⁴² “Agric Info”, In *The Quarterly Agricultural News Letter of St. Vincent and the Grenadines*, Ministry of Agriculture, Rural Transformation, Forestry, Fisheries and Industry. Kingstown, St. Vincent and the Grenadines. 2012, vol. 1, p.27.

83. Data was not available to enable assessment of the performance of the cooperatives, including the experiences of the women and men involved. However, the view was expressed that the Pineapple Growers Coop. was very successful, and had potential for increased production.
84. Fishing was seen by many stakeholders as “a gold mine”, because of the country’s vast marine resources. This is an area dominated by males, with women providing largely administrative and marketing functions. Stakeholders commented more heavily on the challenges than the opportunities and proposals to address them, as follows:
- i. Problems of securing airlifts adversely affecting access to international markets;
 - ii. Need for training to modernize their operations and to upgrade standards, in order to access the international market;
 - iii. Storage facilities are inadequate;
 - iv. Need for financing support to secure larger boats, engines, fishing gear. Challenges with the Fleet Advancement Programme were expressed;
 - v. Need for training in organisational building and cooperation, especially among “some older men.”
 - vi. Need for counselling and training to combat “the negative habits of some young men in particular, for example, dropping out of school to do fishing, engaging in drug abuse; not willing to work for EC\$50-60 per day; and not saving from their earnings.”

NEW PROJECTS IN AGRICULTURE

85. Under the Ministry of Agriculture, two new projects are currently being implemented, namely: the Banana Accompanying Measures (BAM); and the Farmers’ Support Company (FSC).
86. BAM, which was initiated in March 2013, is financed by the European Union, and will focus on increasing the production of bananas, livestock, fruits and vegetables through support for infrastructure, establishing marketing standards, financing, research, and addressing climate change issues. The programme design includes gender as a cross-cutting theme and states *inter alia*, that “investment under BAM will empower women to meaningfully participate at all levels of the value chain.”⁴³ Precise data were not available on how this gender requirement is being met, since “gender issues have not been emphasized” in the project. However, it is estimated that some 40% of members of the Banana Growers Association are women who are seen as “mainly the business persons,” it is anticipated that they will assert their interests under the programme.
87. The Farmers’ Support Company is a statutory body within the Ministry of Agriculture, which began operations in February 2014 with a grant of EC\$6 million to the GoSVG provided by the Petro Caribe Fund, Government of Venezuela. The aim of the FSC is to support established and potential farmers in accessing inputs and labour. It offers a revolving loan fund where two percent interest is charged on loans. The FSC does not require any collateral from applicants, but necessary documents must be produced in order to obtain a loan. For the period 10th February to 31st May 2014, the following is the performance indicated from (approximate) data accessed through the Ministry of Agriculture:

Loan Applicants	1,360
Loan Approvals:	670 (49.26% of total applicants)
Females	205 (30.6% of loans approved)
Males	465 (69.4% of loans approved)
Total Value of Approved Loans	EC\$ 3,673,727.51
Females	EC\$ 893,170.93 (24%)

⁴³ “Banana Accompanying Measures (BAM), Program Estimate”. Ministry of Agriculture. Kingstown, St. Vincent and the Grenadines. June 2014.

	Males	EC\$ 2,780,556.58 (76%)
Average of Approved Loans		5,484
	Females	4,356.93
	Males	5,979.69

88. The provision under the FSC of loans for employment of labour is commendable since it responds to one of the main challenges faced by women in agriculture. Further, the FSC collects some sex-disaggregated data that provide an insight, although limited, of gender issues in the areas of finance and production in agriculture. The data in the table above do not indicate, for example, the male/female breakdown of loan applications received, average loan request, or targeted areas of production. These gaps limit a fuller gender analysis of the project, hence it is not possible to assess, for example, what accounts for the fact that on average, females accessed loans less than those approved for males by some EC\$1,100.
89. Loans for start-up and established farmers have been approved for livestock (pigs, poultry); root crops (arrowroot, dasheen, etc.); bananas/plantains; tree crops (cocoa); fruits and vegetables; and agro-processing, to an extent. The FSC does not provide cash to farmers; rather, they receive vouchers to exchange for inputs at the Agriculture Input Warehouse, one of the main sources of agricultural inputs in SVG.

COMMUNITY EXPERIENCES

90. Discussions with stakeholders at the community level revealed involvement and strong interest in what is being done in agriculture, especially in relation to financing through the FSC and the development of root crops. Of the persons present, 13 women and 3 men reported that they had applied for loans, and 9 had received funding under the FSC programme. However, there were a number of concerns, consistent with those emerging from other information sources:
- Funding for agriculture. The collapse of bananas has resulted in the “drying up of loans from the banks.” The FSC is a short-term “drop in the bucket” response to meet farmers’ investment needs. Concern was also expressed about the programme’s sustainability.
 - Poor roads in rural areas hamper farming and drive up costs of labour and transport for both male and female farmers.
 - In the context of an unreliable local market, there were difficulties in the marketing of produce, and development of agro-processing. The view was expressed that the individual approach to banana production over the years had left a legacy of low cooperation and trust among rural community members, and this made cooperatives very unstable.
 - While Government pays men and women EC\$38 per day, the practice of paying women less than men, is said to persist on private farms. Male workers receive EC\$40-45 per day compared to women who are paid a daily rate of EC\$30-40.
 - The decline of bananas has created a vacuum in the rural areas, pushing persons into the urban centres. Men have wider options for employment in construction and as security guards, but women, most of whom are single parents, are hard-pressed to find jobs and feed their families, resulting in the poverty that persists in the rural areas in particular among female headed households, noted since the 2008 *Country Poverty Assessment*.
 - Many women farmers have difficulty with accessing labour in agriculture; “many young people are not willing to dig arrowroot;” “men do not want to do farm labour when they can earn EC\$150 per day for work in Ganga cultivation.” Some female farmers also complained that the challenge of securing male labour is also affected by jealousy, in that “some women do not want to see their spouses working on the farms of other women.”

- vii. Lack of support with child care and domestic tasks prevents many women from pursuing options for employment including self-employment, with resulting negative impacts. Poor communications with men in the family was also a concern expressed.

OBSERVATIONS

91. The provision of funding to pay for labour costs is a strategic gender-responsive intervention which should be considered as part of responses to encourage more women into agriculture. While an important intervention, what is needed is a holistic/comprehensive policy and programmatic response to address the many manifestations of systemic gender discrimination that persists and is reproduced daily in all aspects of agriculture and rural life.
92. The BAM project, among others, includes commitments to the donors to pursue strategies to advance gender equality and women's empowerment in project implementation. However, these are often not fulfilled for a number of reasons.

5.3 RECOMMENDATIONS

- ✓ Increase investments among women in the root crops sub-sector and agro-processing, and target/ support female entrepreneurs to penetrate the export market, including Guadeloupe and Martinique-Europe.
- ✓ Include the promotion of gender equity in access to resources, goods, services and decision-making in rural development as a strategic objective in agriculture and fisheries in the *NESDP*, in order to secure the "transformation in agriculture" which is among the outcomes anticipated.
- ✓ Implement gender mainstreaming in the BAM project and other projects of the Ministry of Agriculture. This should include building on the start that is reflected in the FSC.
- ✓ Facilitate the strengthening of cooperatives among fisher-folk, and upgrade the marketing capabilities of women in the sector.
- ✓ Implement labour support and child care measures to encourage more women into agriculture.
- ✓ Increase women's access to resources through: (a) land reform with attention to land lease system (for example at Richmond, Orange Hill and San Souci); (b) support of agro-processing with attention to the strengthening of the Cooperatives Department; (c) ICT applications in agriculture (for example, through the CTA project); (d) improved financing.

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5.4 TOURISM

93. Table 16 indicates that in “accommodation and food service activities,” some 1,788 females (59%) and 1,234 males (41%) were employed, as evidenced by the 2012 census. Information on the hotel sector accessed from the SVG Tourism Authority in March 2015 indicated that 52 properties (of a total of 65), reported the employment of some 922 females (61.4%) and 580 males (38.6%). This included properties in Mustique and Canaan, which employ the highest number of workers in the sector.⁴⁴ According to World Travel and Tourism Council, the SVG tourism sector generated some 2,500 jobs directly in 2013 and made a 5.8% contribution to GDP. Areas of employment included hotels, travel agents, airlines, passenger services (except commuter travel), and the leisure industries.⁴⁵ Lending to the sector saw a 7.3% increase in 2013 over 2012; visitor arrivals saw a 2.5% increase – mainly from yachts and cruises, the latter doubling visitors to Bequia.⁴⁶
94. The new Argyle International Airport, the largest public investment in the history of SVG, is said to hold good prospects for expansion of the economy as a whole, and is seen by small and large hoteliers as a strategic investment which will bring benefits to their sector, in particular. However, challenges persist, which affect small hotels in particular. These include poor airlift, the short tourist season, inadequacy of investment capital and incentives.
95. The Tourism Authority undertook the registration of some industry service providers, indicating the following:

T5: SELECTED TOURISM SERVICE PROVIDERS, BY GENDER

Service Category	Male	Female	Total	Comment
Taxi Operators	101	4	105	
Tour Guides	69	64	133	
Tour Operators	8	3		The three females are joint operators with their spouses
Short term vehicle rental operators	23	-	23	

SOURCE: TOURISM AUTHORITY, ST. VINCENT AND THE GRENADINES. 3 NOVEMBER 2014.

96. Males dominate the transport sub-sector, as owners and operators of both land and marine tour services. They comprise the vast majority of taxi operators. Gender parity has almost been achieved among males and females, as tour guides. In the accommodation sub-sector, boutique hotels are mainly owned by women or jointly with spouses. With regard to employment in the hotel sector, women dominate in front-line services and housekeeping. The large expatriate population that resides mainly in luxury homes in the Grenadines also employs mainly female housekeepers.
97. In bartending, there is a higher ratio of males to females, while females comprise the majority in restaurants as waitresses. Men dominate water sports: for example, seven companies involved in sailing and yachting, employ 100 employees – 70 males and 30 females; while six companies engaged in diving, employ 25 males and 3 females.⁴⁷

⁴⁴ Correspondence from SVG Tourism Authority, March 2015.

⁴⁵ Accessed at: www.wttc.org/media/files/stvincentandthegrenadines2014

⁴⁶ *Economic and Social Review*. Ministry of Finance and Economic Planning, Kingstown, St. Vincent and the Grenadines. September 2013, p. 12.

⁴⁷ Tourism Authority, 27 May 27 2014.

98. The *NESDP*, which aims to support growth in the sector, holds potential for increasing the participation of females and building on existing patterns, through wider linkages across many other areas. For example, many boutique hotels contract laundry off-site; and foods, including baked goods and condiments, are bought from small operators, mainly females. Yachting, which is dominant in Bequia, also requires provisions (food, fuel, ice, laundry, etc.), and of the two provisioning companies operating on Bequia and Union, one is owned by a woman, employing many workers, the majority of whom are women.⁴⁸
99. The plan for growth needs to address more centrally, the social character of the sector, including the complaint that many of the women who are required to work long hours in the industry do not have access to child care support. Consequently, these children are often left alone while their mothers are on the job.
100. The Tourism Authority undertakes ongoing training programmes, which is expected to address a host of issues including those of cultural and gender identity. For example, it was said that, “there is strong view that tourism is a female sector because of its focus on hospitality.” The Tourism Authority itself employs 30 persons, 25 females and 5 males. Issues of educational levels and related competencies and social skills require priority attention. The expectation is that the proposed Hospitality and Maritime Training Institute, which is to be established and operated by the Ministry of Education in partnership with the Ministry of Tourism, will help to transform gender stereotyping within the sector and the labour market as a whole. Stakeholders in Bequia expressed the hope that appropriate steps will be taken to accommodate students from the island, since potential participants would be unable to afford the related transportation cost of some EC\$400 per month.⁴⁹

OBSERVATIONS

101. Building the image of the tourism sector and promoting the dignity of Caribbean/Vincy hospitality, as the *NESDP* proposes, will require enhancing the role, position and image of male and female workers in the sector. This will require, among other things:
 - i. a re-orientation of men and women from the traditional gender division of labour;

5.4 RECOMMENDATIONS

- ✓ Respond to the social factors that shape and influence the participation of males and females in the tourism sector as part of addressing the strategic intervention of the *NESPD*, “to develop a more authentic tourism product that utilizes local inputs as far as possible.”
- ✓ Implement specific measures, including community level social services for child care to ameliorate the situation facing female workers in the sector in particular.
- ✓ Provide investment capital to meet the needs of hoteliers, especially small property owners and operators.
- ✓ Pay special attention to the social problems of workers in the industry:
 - Domestic and gender-based violence;
 - The long hours that women have to work, leaving children without adequate care and supervision.
- ✓ Ensure that gender analysis and planning informs the development and work of the Maritime and Hospitality Training Institute.

⁴⁸ According to a hotelier, the following is a profile of monthly wages/salaries paid in the hospitality sector in Bequia in EC\$: Average \$650/month; Gardener – \$600; Dishwasher – \$550; General maids – \$650-\$700; Receptionist – \$1000-\$1200; Mid-level manager – \$2,500; Senior manager – \$3,500; Supervisors/housekeepers in villas – \$4,000-\$5,000; hotel – \$1,500. Tips are pooled and shared. A public servant, speaking about the low wages in tourism, said that restaurant servers and cooks earn \$450-\$500/month; housekeepers (general maids) – \$540/month (after 30 years); and male labourers earn \$50-\$65 per day.

⁴⁹ *NESDP*, p. 96.

- ii. addressing glaring gender issues in the sector including the specific needs of female workers, who comprise a large segment of the sector;
 - iii. reforms that emphasize quality training, with regard to competencies and remuneration;
 - iv. mindset change about tourism; and
 - v. Enhancing language and communications skills, particularly among males, to meet the varied needs of visitors.
102. The reform of tourism is therefore strongly linked to the transformation of the education system and labour market.

5.5 MANUFACTURING, TRADE AND THE CSME

103. Some 1,446 males (70%) and 615 females (30%) were employed in the sector, according to 2012 census data. Some seven large firms were involved in metals, packaging, beverages and milling, half of them foreign owned, dominated the manufacturing sector which contributed some 4.8% to GDP in 2012. Activities related to flour and animal feed production dominates manufacturing.
104. Efforts to expand exports in agro-processing, crafts and the creative/cultural industries are being made in the context of taking advantage of provisions under the Economic Partnership Agreement (EPA). However, it was recognised that the country is unable to develop export capacity in the vast majority of the services falling within the ambit of the EPA. Thus, it has been proposed by consultants on EPA that efforts should be made to develop the policy and regulations, finance and incentives, infrastructure and investment in training and standards, in order to explore opportunities in a limited number of service areas. It is proposed that training should be conducted to track the EPA for gender outcomes, as required under the agreement.
105. Enhancing opportunities for economic empowerment of women through the CSME is also vital. Through CARTFUND, administered by the Caribbean Development Bank, support was received for the establishment of the EPA Unit and to fast-track trade under the EPA. This support facilitated a review which has led, among other things, to a decision to link efforts with CSME implementation which was developing a mandate to accelerate attention to gender requirements and outcomes. The status of action on this proposal is unclear.
106. In other areas, CARTFUND has worked with six businesses in three cluster areas – agro-processing, entertainment and wellness/spas, including visits to Martinique and Guadeloupe, to explore the market potential. The possibilities are said to be

5.5 RECOMMENDATIONS

- ✓ The Ministry of Finance and Planning should initiate a process and mechanism to build/strengthen the capacity, coordination and collaboration for gender mainstreaming in the implementation of programmes and projects across the public sector.
- ✓ Specific attention should be given to addressing ways of linking CSME and EPA coordination in aspects of implementation of their respective mandates. There are said to be possibilities for active collaboration in training and capacity building on gender mainstreaming and strategic planning.
- ✓ The Ministry of Finance and Economic Planning should identify and address the key challenges it faces in fulfilling gender mainstreaming requirements in its various projects. The Ministry could document and apply lessons learnt in gender mainstreaming to facilitate policy coherence within the Ministry and public sector as a whole.

favourable, although issues of standards and sustainability of supply remain. The Centre for Enterprise Development is charged to address these issues.

107. With regard to activities under the Caribbean Single Market and Economy (CSME) around the free movement of labour, in particular, data show that nurses have been among the category of workers receiving the most skills certificates. The GoSVG offers incentives for the training of nurses, and a good number are said to be trained annually. In 2008, the first batch of nurses took up jobs principally in Barbados and Trinidad & Tobago, as well as other countries. From February 2004 to July 2014, a total of 522 persons have been granted skills certificates, with 411 receiving them since 2008.
108. In terms of other areas such as Rights of Establishment, the Movement of Factors Act has existed since 2004, but has not been promulgated. Work is being done towards harmonisation of labour laws.

T6: CARICOM SKILLED NATIONALS CERTIFICATES ISSUED FROM 2008-2014

Year	No. Issued	Males	Females	Total
2008	130	34	96	130
2009	62	19	43	62
2010	66	24	42	66
2011	44	19	25	44
2012	57	21	36	57
2013	66	25	41	66
2014	15	7	8	15
Total	440	149	291	440

5.6 CONSTRUCTION

109. In 2012, in the context of a continuing downturn in some other sectors of the economy, construction contributed some 8.34% to GDP,⁵⁰ and in January–September 2013 registered a 16.3% increase in performance over 2012. This was due mainly to public sector investments as well as private building activities. Credit to home construction, for example, increased by 9.7%.⁵¹ Public sector works, including the construction of the Argyle International Airport and planned investments in seaports and roads, had sustained and were expected to expand construction activities.
110. 2012 census data indicated 4,443 males (93%) and 317 females (7%) in construction. As a consequence, men will continue to participate in a higher proportion in the reconstruction and upgrade of infrastructure that is planned and reflected in the *NESDP*, unless special measures are taken. For example, construction of houses is planned for the victims of the December 2013 floods. According to the National Emergency Management Organisation (NEMO), some 45 houses were under construction in early 2014 and another 60 to 70 are expected be completed by 2015. There are no female contractors in the sector, and no more than 15 to 20 females were involved in housing reconstruction in mid-2014.
111. Women were reportedly heavily involved in the immediate post-disaster clean-up of roads, which was managed by the Bridges, Roads, Buildings and General Services Authority (BRAGSA). Approximately 70% of the estimated 2,500–3,000 persons employed temporarily as casual labourers in the traditional road cleaning gangs were women. Some 90–95% of the team leaders were women – paid EC\$40/day; 75% of the timekeepers were also women – paid EC\$35–40 for 6-hour days. General workers were paid EC\$35–40 per day, a wage for which many men refused to work, it was reported, although this wage is in line with the daily rate paid to general construction workers.
112. With regard to the reconstruction work for building and road repairs under BRAGSA, job opportunities have been emerging. Seventy persons with skills in carpentry, plumbing, masonry, electrical works, plumbing have been recruited to do building repairs, among them one female plumber. Daily rates range from EC\$50–150.
113. In probing the absence of women in the sector, responses included the following:
 - i. The labour market tends to “throw up” males rather than females.

5.6 RECOMMENDATIONS

- ✓ The Cabinet of SVG should mandate that a National Gender Policy and Action Plan be fast-tracked, and issue an advisory to the Ministry of Transport and Works that re-affirms that equal employment opportunities for women and men is a fundamental principle and practice to be pursued, especially in the context of the reconstruction programme.
- ✓ BRAGSA should institute practical measures to ensure that more professional women are utilized in the technical areas of the construction industry.
- ✓ BRAGSA should partner with the education system to encourage girls to enter training in the construction trades.
- ✓ BRAGSA should collaborate with BNTF, GAD, and other agencies to implement training programmes in construction skills for women in communities.
- ✓ BRAGSA in consultation with partners, should seek to reform the tendering process for reconstruction and new infrastructure projects by including: (a) CDB’s gender mainstreaming policy requirement; (b) allocating special credits for tenders that address the training and employment of women in construction; and c) identify with contractors, areas for the integration of women in the sector

⁵⁰ *Final Report. Compete Caribbean*. p. 31.

⁵¹ *Economic and Social Review*, 2013.

- ii. The force of tradition informing the gender division of labour has meant that even where women are trained in so-called “non-traditional” occupations such as engineering, they often end up in administrative roles. Yet, as one stakeholder said, “in general, experience is showing that the females in technical areas of infrastructural development are very careful in planning,” referring to the reliability and competence of such females.
- iii. Project donors do not explicitly call for women’s involvement. Many jobs in reconstruction (e.g., for clean-up, rehabilitation, and entrepreneurship development) are being funded by international agencies with contracts issued by the Ministry. Of all the donor agencies, the International Labour Organisation (ILO) was the only organisation for which women’s participation was a requirement. One of CDB’s Basic Needs Trust Fund (BNTF) projects, namely the Top Hill project (EC\$1m), also required the involvement of women.
- iv. There is no policy that requires BRAGSA to pay attention to gender equity issues in the management and work of the organisation. For BRAGSA to take such an initiative, it would require a policy put in place and mandated by the Ministry, and implemented by the Board of Directors.

OBSERVATIONS

- 114. Males will continue to be the main beneficiaries of public sector investment in the infrastructure and construction industries, and gender inequality will be perpetuated, unless there is a transformation of current practices in the sector.

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5.7 ENTREPRENEURSHIP AND FINANCIAL SERVICES

115. “Almost every single business in Bequia is run by women”, one stakeholder pointed out. Many are said to be family businesses, which women have taken the responsibility to run.
116. The 2010 World Bank Enterprises study of 154 firms in SVG⁵² showed that:
- i. some 76% of firms included female participation in ownership;
 - ii. 49.3% of permanent full-time staff in the firms was females. Women comprised 52.3% of workers in small firms, 37.7% in medium-sized firms, and 20.2% in large firms.⁵³
 - iii. 39% of firms included females in top management positions.
 - iv. 32.3% of female managers and 28.4% of male managers saw a lack of credit as a major constraint.
 - v. 63% of male run businesses had contracted loans and lines of credit, compared to 46% of female run businesses.
 - vi. 72% of loans to male run businesses were accessed with collateral, compared to 54.4% of female run business.
 - vii. 11.1 % of total sales of male run businesses were exported compared to 2.4% of total sales of female run businesses.
 - viii. 21.9% of male run businesses directly exported at least 1% of their sales, compared to 8.4% of female run businesses.
 - ix. 27% of male run businesses receive quality certification, compared to 11% female run businesses.
 - x. 1.8% of female managed and 7.1% of male managed businesses identified labour regulations as a major constraint.
117. The foregoing shows that while women are fairly active in the business environment, they tend to manage smaller enterprises. Male-female differences, as indicated in the data, may reflect the realities of the sectors in which they operate, respectively, including size of enterprises. Females are concentrated mainly in the services sector, and have a high membership in the St. Vincent and the Grenadines Chamber of Industry and Commerce. On the other hand, males predominate in manufacturing and export-oriented enterprises.
118. As regional studies have shown, barriers to the development of female entrepreneurs include financial obstacles. For example, the commercial banking sector is seen as being very conservative and unfriendly to the micro-enterprise sector. A Department for International Development (DFID) 2009 study on gender and enterprise development, found that risk aversion was high “especially in agriculture, where in St. Vincent, it has been noted that women in rural areas had limited access to credit and land ownership.”⁵⁴ Other barriers included: lack of business skills to deal with financial institutions and the bureaucracies; time poverty due to family responsibilities; the attitude that women’s businesses are too ‘small scale’ and that women are not ‘entrepreneurial’.⁵⁵ These assertions reinforce the view that “the main obstacle to enterprise development in the Caribbean is socio-cultural,” affecting both men and women, with the constraints being greater for women than for men. “The current mindset suggests that women can only ‘handle’ certain areas, closely associated with the household and devalued in terms of power.”⁵⁶ These ideological constraints combine with the material to limit the participation of women in enterprise development.

⁵² World Bank (2010). *Enterprise Surveys, St. Vincent and the Grenadines*. Accessed at: <http://www.enterprisesurvey.org/data/exploreconomies/2010/st-vincent-and-the-grenadines>

⁵³ Note: Small firms – 5-19 workers; Medium-sized firms – 20-99 workers; Large firms – 100+ workers.

⁵⁴ DFID (2009). *Scoping Study of Gender and Enterprise Development in the Caribbean: Vol. 2 – Background Papers and Appendices*. p. ii.

⁵⁵ Ibid, p. iii.

⁵⁶ DFID (2009). *Scoping Study of Gender and Enterprise Development in the Caribbean: Vol. 1 – Research Findings*. p. 15.

119. Yet, the potential to expand enterprises is seen, for example, in services related to the building of the new airport; manufacturing, especially of food and beverage; and cultural and fashion industries. In the latter area, as pointed out before, some entities have been supported to explore opportunities under the Economic Partnership Agreement (EPA). However, moving into new areas of business is challenging for the private sector as a whole, which “is relatively under-developed and limited in its ability to cope with current neo-liberal developments given a long period of protection though such mechanisms as preferred trade agreements have recently been removed.”⁵⁷ Further, as stakeholders observed, females are not as connected as men to the dominant business networks of support and influence in the economy, and there is little awareness of and responsiveness to gender issues in the private sector.

FINANCIAL SERVICES - EXPERIENCES IN MICRO-FINANCING

120. With regard to financing to the medium-, small- and micro-enterprise (MSME) component of the private sector, the experience of the National Development Foundation (NDF) and St. Vincent and the Grenadines Micro-Finance Services can provide some information, although limited.

NATIONAL DEVELOPMENT FOUNDATION (NDF)

121. The NDF, formed in 1983, has provided financing for various sectors. In the early period, many loans were made in the retail trades, and this has extended into financing for agro-processing; skilled trades, such as carpentry and welding; small manufacturing, such as the production of furniture, and block making; small construction; and the service sector, for example hair and nail care, and massage. Loans are predominantly short-term, at 9% interest.
122. Led by a Board of Directors of nine persons (seven males and three females), the lending/borrowing pattern of the organisation mirrors the gender segregation of the labour market. Generally, males borrow for the trades, block making, agriculture and fishing; and females borrow for agro-processing, craft making and beauty care. There are mixed male/female groups engaged in block-making, information and communications technology (ICT), and the carnival craft sector.

T7: NATIONAL DEVELOPMENT FOUNDATION TOTAL LOANS AS AT DEC. 2012

Sex	2011		2010	
	No.	Value	No.	Value
Male	58	901,648	53	1,043,503
Female	18	223,104	22	367,879
Mixed Group	7	64,684	7	87,700
Total	83	1,189,436	82	1,499,082

SOURCE: NDFSVG (2012), 27TH ANNUAL REPORT, P. 9.

123. The data in Table 7 above shows that there was an 18% decrease in the demand for loans from women in 2011 compared to 2010, and a 39% decrease in the value of loans granted to them. For men, there was a 9% increase in the number of loans allocated in 2011 compared to 2010, and a 14% decrease in the value. The average loan size to women fell from EC\$16,722 in 2010 to EC\$12,395 in 2011 (a 25.9% decrease), and for men from EC\$19,689 in 2010 to EC\$15,546 in 2011 (a 21.0% decrease). Overall, with a 39% decrease in the value of loans allocated to them, women were at a greater disadvantage than men in the downturn experienced since 2011.

⁵⁷ *Final Report, Compete Caribbean*, p. xi.

124. In the early period of its operations, the NDF focused more on “hand-holding” of clients than on requiring collateral. This has changed as a result of the general decrease in the grants and other funding on which the organisation has relied over the years, among other factors. There has been an increase in arrears – some 30% of loans are in arrears, among both male and female borrowers. These small businesses have been affected by a number of factors including: imports, which have thrown women who made uniforms out of business; illiteracy, especially among men, means that many cannot manage their businesses effectively; poor coordination and collaboration in agro-processing, for example, between WINFRESH and suppliers.
125. Small improvements in livelihoods are being made in some areas. For example, various stakeholders noted that mixed groups of men and women planting arrowroot were being financed, who generate up to EC\$8,000 per year from investing in half an acre; and “women were making good money” opening spas in Mustique and Canouan. The improvement of training in business, in skills such as leather craft, and among women in construction and mechanical skills, as well as the strengthening of ICTs, were seen as key interventions needed to generate buoyancy in the MSME sector.

SVG SMALL BUSINESS AND MICRO-FINANCE CO-OPERATIVE LTD. (COMFI)

126. COMFI, a financing house, was launched by the SVG Credit Union Movement in 2013, and has a seven-member Board (six males and one female). COMFI has granted 126 loans valued at EC\$1.3 million dollars to members engaged in retail (32%), services (23%), agriculture (18%), manufacturing (12%), professional services (12%), tourism (4%), and light manufacturing (1%).

T8: COMFI LOANS GRANTED BY SECTOR (2013)

SECTOR	NO. OF LOANS	VALUE	PERCENTAGE	COMMENT ⁵⁸
Manufacturing	13	EC\$ 140,175	7%	Average loan size of EC\$ 10, 783. One borrower (male) in arrears.
Professional Services	8	EC\$ 162,800	11%	Average loan size of EC\$ 20,350. Five loans (females) in delinquency and 48% of total delinquency.
Tourism	2	EC\$ 58,665	4%	1 loan delinquent (male), 17.9% of total delinquency.
Retail	34	EC\$ 513,523	35%	Average loan of EC\$ 15,104. Six females in delinquency – 6% of total delinquency.
Agriculture	46	EC\$ 318,900	22%	Average loan size of EC\$ 6,933. Nine are delinquent (male & female), 14.7% of overall delinquency.
Other Services	23	EC\$ 311,735	21%	Average loan size of EC\$ 13,554. Four (4) (males and females) are delinquent, 10.8% of total delinquency.

SOURCE: REPORT OF 2ND ANNUAL GENERAL MEETING, SVG SMALL BUSINESS & MICRO-FINANCE COOPERATIVE LIMITED (COMFI), HELD ON 5 APRIL 2014, PP.21-22.

⁵⁸ Comment on gender of client provided during the interview.

127. While exact figures are not available on the gender composition of borrowers, it was suggested that agriculture and retail might be 75% male and 25% female respectively, and the company has a 50:50 male/female ratio of borrowers. Table 8 above provides a profile on loan performance in 2013.
128. Without more detailed information, it is difficult to comment fully on sub-sectors' performance, except to say that the retail trade seems to have responded well to COMFI. Understanding delinquency in the entity is also important, as is the issue of evaluating the impact of the required two days of business training that is a condition for accessing a loan. In light of its experience of delinquency, business training is seen as an area of focus for the organisation since its aim is to build a sustainable model for small profit making entities. A demand from male clients to go into areas such as energy, baked good and teas is said to be encouraging, and COMFI is committed to bringing more women in areas such as ICTs. These directions, it is suggested, require soft loans, which are being sought by COMFI.

⁵⁹

OBSERVATIONS

129. The negative 'silo-mindset' towards business, which is said to be dominant in public sector entities, seems to go hand in hand with the 'socio-cultural mindset', shared by many men but also by women, which devalues women's potential as entrepreneurs. These are major constraints to the development of business and to female entrepreneurship in particular.
130. Although women are active in the business environment, they are 'small players' within the economy as a whole. Hence, without special incentives and proactive facilitation, they would not have the opportunity to participate in any significant way in large scale investments, which the airport and other development projects will open.
131. In relation to the two financial entities discussed, one private sector (COMFI) and the other a cooperative (NDF) linked to the credit union movement, both have challenges with financing even as they face increasing demand from their clienteles. The call for a special window of short-term credit is justifiable but the source of such financing remains uncertain. This uncertainty contributes to the fragility of the MSME sub-sector.

5.7 RECOMMENDATIONS

- ✓ Address the gender-based obstacles to enterprise development in SVG. Review, from a gender perspective, the recommendations and action plan for private sector development emanating from the *Compete Caribbean OECS Project Report*.
- ✓ Take a more strategic approach to business development training by partnering with the UWI Open Campus in SVG, in order to build on the commendable initiative.
- ✓ Use the experiences of COMFI, NDF and other financing entities (such as commercial banks) to the MSME sector to elaborate best practices and key requirements for providing financing for the MSME sector.
- ✓ Increase the participation of women on boards. This should be discussed with stakeholders, and the public sector should take the lead in ensuring that at least 30–40% of board members are female.

⁵⁹ Recommendations include: (i) rationalization and streamlining of the framework for public sector support to business; mainstreaming private sector development through a national strategic plan; and (iii) increasing the capacity of business access finance. See *Compete Caribbean*, p. xii.

132. Their experiences also show that there is need for policy discussions and agreements in relation to issues such as:
- i. Board composition and leadership;
 - ii. Priority sectors for investment;
 - iii. Measures to promote gender equity in financing; and
 - iv. Entrepreneurial Training for Clients.

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5.8 ‘ENABLING INCREASED HUMAN AND SOCIAL DEVELOPMENT’ - ADDRESSING POVERTY AND SOCIAL PROTECTION

133. The second goal of the *National Economic and Social Development Plan 2013-2015*, “enabling increased human and social development”, includes, among its strategic objectives: to reduce poverty; to create jobs and reduce unemployment; to empower youth for their meaningful involvement in development; and “to facilitate the protection and inclusion of vulnerable and marginalised groups.”⁶⁰ Examining and addressing the condition and position of females and males across their life span is critical to successful achievement of the social development agenda of the country. Integral to success is also the need for “re-engineering economic growth,” the first goal of the *NESDP*. It is in this context of the focus on economic growth, that the GoSVG has been implementing a range of development projects, many of which specifically mandate attention to gender-responsive outcomes.
134. In interviews with professionals across the public sector involved in various ways with many of these projects and the broader development agenda, it became clear that there is, in the main, deep interest in how more effective project implementation can be secured. Consequently, there is openness by the majority of stakeholders to understand the meanings of gender analysis and gender mainstreaming, how they could contribute to more equitable development, and the process of building capacity in these areas.
135. For others who have had some conceptual and practical exposure to gender mainstreaming, the main interest expressed was in learning how to *do* GM at the institutional, policy and programmes levels. Some professionals were operating with some attention to gender issues and readily saw its relevance in relation to education and health, for example, but they did not understand the gender dimensions of trade, construction, ICTs or climate change, to cite a few examples.
136. While the *2007/2008 Country Poverty Assessment* for St. Vincent and the Grenadines did not include a rigorous gender analysis, it provided some facts relative to the condition of men and women in the country in some areas which permit a gender analysis.
- Data for 1995/1996 showed that 56% of household heads were males and 44% were females; by 2007/2008 female headship had increased to 52% (males had declined to 48%), with male/female headship being almost even in the poorest quintile (50.6% male, 49.4% female).⁶¹
 - Over the period of 1995 to 2007/2008, average household size fell from 4.1 to 3.5, but remained almost constant within the poorest quintile at 5.1 persons.
 - 30.2% of the population was in 2007/2008 classified as poor; 2.9% indigent and 18% at risk of falling into poverty. Female headed households were “likely to be poorer.”
 - According to 2007/2008 data, the national unemployment rate was 18.8%, but for the poor it was 25.3%.
 - The 2012 census has recorded the unemployment rate among males at 19.4% (falling from 22.5% in 2001) compared to females at 24.35% (showing an increase from 18.3% in 2001).
 - 49.3% of women had their first pregnancy between ages 15–19 and 2.5% of these had their first child before age 15, according to 2007/2008 data. Data from the 2012 census show that some 16.9% of births were to teen mothers.
137. These data help to explain why the *NESDP* correctly described women as being “economically powerless” and “vulnerable” compared to men in SVG. Women who head households are particularly vulnerable, because of their number of dependants. Other factors at work include: women’s concentration in lower paying

⁶⁰ *NESDP*, p. 12.

⁶¹ Kairi Consultants (nd). *Final Report, St. Vincent and the Grenadines Country Poverty Assessment 2007/2008*, p. xvii.

occupations, unemployment, high levels of teenage pregnancy and adolescent fertility, and high levels of gender-based violence.

138. The participatory aspect of the 2007/2008 poverty assessment had enabled men and women to reflect on and express their feelings on their experiences of poverty. Men, for example, expressed their sense of powerlessness at not being able to provide for their families. Poverty had eroded their self-esteem and sense of identity: *“I can’t take care of my responsibilities”; “I want to hide, I don’t want to go home.”*
139. Inability to care for their children was also of great concern to women, some of whom admitted to “doing anything,” example, *“running from man to man to maintain your family,”* with grave consequences. At the same time, the burden of child care and home responsibilities was seen as limiting their efforts to improve the situation:
“You want a job and somebody might give you work, but no one there to hold the child and the money not enough to pay for day care, so you can’t go to work.”
140. In the current context, with the economy in decline since 2008, poverty may well have increased despite the fact that social welfare spending has increased from EC\$10 million in 2001 to a projected EC\$25 million in 2014. Discussions with citizens elicited the cry about unemployment, especially among young men and women. Young women complained that they have secondary level certification and were not comfortable to accept what they see as “menial road work.” In Bequia, some young men saw fishing as an alternative, and the need for money induced many to drop out of school. The view was expressed that “the family will pressure young men to leave school and seek their own living.”
141. Girls and young women see few employment options because of job scarcity and also because many refuse to take up the available openings, for example in the Adult and Continuing Education Programme which has opportunities for training in mechanics and plumbing. These factors combine with others to influence the high level of teenage pregnancy, often among underage girls. The high fertility rate and sexual abuse of girls, places additional burdens on the family, many already living in poverty. The family in such situations often becomes a place that does not encourage the youth into positive living, and this in turn fosters inter-generational poverty. Other social groups also face pressures. NEMO, for example, drew attention to the dire situation facing many elderly men who live in isolation and deprivation. It must also be noted that the homeless is almost 100% male – 84 men and 1 woman, according to the 2012 preliminary census.

POVERTY REDUCTION INITIATIVES

142. The Ministry of National Mobilisation, Social Development and Youth have the mandate to reduce poverty and promote access to opportunities for social development. An impressive number of programmes are being implemented to address poverty, including the Youth Empowerment Service (YES); the National 4 H Movement; the Homework Help Programme; the Poultry Production Programme; the Home Help for the Elderly Programme; the Engaging Men Programme; the Family Empowerment; the Re-entry of Teen Parents Programme; Nutrition support to pregnant and lactating mothers; Free water services for the elderly; the day care programme; and the Agricultural Diversification Programme; to name a few.
143. The Ministry has been gathering data and information on the various programmes towards an overall assessment of programmes. The Youth Empowerment Service (YES), for example, is regarded as a ‘flag-ship’ programme. It started in 2001 to provide training for 16–30 year old males and females who were not in school, and involves job experience placements with the private sector. A monthly stipend of EC\$450 is paid to each participant from the Government’s capital budget. In 2011, the Republic of China on Taiwan contributed some financial support to the programme. Areas of training have expanded over the years and in 2011 entrepreneurship came into focus.

T9: REGISTERED YES CLIENTS BY GENDER AND EDUCATIONAL ATTAINMENT, 2007-2010

Educational Attainment	2010	2009	2008	2007
Females (Total)	486	625	781	525
Less than Primary (Incl. none)	0	0	0	0
Primary	52	70	93	74
Secondary	287	415	482	302
Post-Secondary	83	82	106	89
University	3	3	4	1
Technical/Vocational	12	1	4	1
Other (Incomplete Secondary)	30	46	92	58
Not Stated	19	8	0	0
Males (Total)	124	156	163	121
Less than Primary (Incl. none)	0	0	0	0
Primary	12	22	22	9
Secondary	76	93	96	82
Post-Secondary	21	21	24	20
University	0	0	0	1
Technical/Vocational	2	1	4	0
Other (Incomplete Secondary)	13	15	17	9
Not stated	0	4	0	0
GRAND TOTAL	610	781	944	646

SOURCE: SVG LABOUR MARKET INFORMATION SYSTEM (LMIS), 2011. ACCESSED AT: CARILABOURSTAT.ORG/REPORTS/EMPLOYMENTREPORT.ASPX

144. Table 9 above provides information on aspects of the YES programme from 2007–2010 and shows, *inter alia*, that in the four years covered, female applicants have outnumbered male applicants by four to one. Registration fell among female applicants from 525 in 2007 to 486 in 2010. Among males, the pattern was even across the four years. The majority of applicants had attained secondary level certification.
145. The 2010 SVG Social Safety Nets Assessment Report indicated that YES “lacks on-the-job training effectiveness,” which is a major disincentive to participation in the programme. Examination of data showed poor uptake by private sector interests in areas such as construction and manufacturing.⁶² Other weaknesses identified in the safety nets programme were: “programme monitoring is uneven and evaluations per programme are virtually non-existent;” “inadequate social protection for children and single parents;” and “gender inequalities in access and eligibility to safety net programmes that do not protect women and men equally.”⁶³ It is not clear from the latter comment whether males or females were most disadvantaged. However, while single mothers have access to programmes, they experienced challenges with child care

⁶² See YES Clients by Sex, and Type of Economic Activity by Employer where he/she was placed. *SVG Labour Market Information System (LMIS)*, 2011. Accessed at: carilabourstat.org/Reports/EmploymentReport.aspx

⁶³ *Social Development in St. Vincent and the Grenadines: A Case for Strengthening the MNM's Social Safety Net Initiatives through Effective Targeting, Monitoring and Evaluation and Consolidation (Summary Report)*, 2010, p. 9.

support. Overall, the *2010 SVG Social Safety Nets Assessment Report* revealed that “fewer than 35% of the programmes have monitoring instruments and accompanying databases to assist in measuring objectives and outcomes.”⁶⁴

146. The MNM, it is reported,⁶⁵ embarked in June 2014 on a reform strategy which identified a systems approach for achieving victims’ support, family cohesion, perpetrator rehabilitation and behaviour modification, and also targets socially excluded populations. The Social Protection Agenda is also being reformed to strengthen families in need, as they transition out of poverty. This includes a reformed conditional cash transfer system that focuses on education, skills development, therapeutic interventions and employment.
147. The Basic Needs Trust Fund (BNTF), CDB’s long-standing, anti-poverty, grant programme is in its seventh cycle. BNTF 7 is committed to deepening attention to gender mainstreaming. On examination of some projects funded under BNTF 6, two lessons related to this objective emerge: first, the need to provide more opportunities to build capabilities, opportunities and agency among women; and second, the need to strengthen the capacity to mainstream gender in the implementation and evaluation of the projects within the related Ministries and Departments. This would also enable projects to become a learning tool.
148. Reducing poverty also involves facilitating attitude and mind-set change and promoting agency, so that individually and collectively, women and men, girls and boys take greater responsibility for their lives. Stakeholders affirm the potential for BNTF 7, through specific programme interventions, to model gender mainstreaming to challenge and reduce the impact of traditional gender ideologies and stereotyping. Because responsibility for these outcomes rests with the local BNTF Steering Committee, a broader base of support for the gender mainstreaming agenda would also be built.

OBSERVATIONS

149. The MNM’s work towards establishing a framework for data collection, monitoring and evaluation of anti-poverty programmes, provides opportunity for integrating gender analysis into key aspects of the social protection process; the strengthening of the MNM is a critical success factor.
150. The discourse on teenage pregnancy does not sufficiently locate this persistent abuse of young girls’ rights as a gender issue,

5.8 RECOMMENDATIONS

- ✓ Implement an integrated holistic gender-responsive programme for employment creation and poverty reduction through:
 - education and training of women, especially female heads of households, for employment in specific sectors, for example in construction and agriculture;
 - provision of day care and credit, among other support services;
 - Encouraging and facilitating mind-set change, personal responsibility and agency among young men and women in particular.
- ✓ Use the current BNTF 7 cycle to model gender mainstreaming and build capacity among women and men at the level of communities and institutions, using creative projects such as the training of women in construction and piloting their integration into the growth-oriented construction sector.
- ✓ Ensure that the poverty reduction strategy is centered on addressing, in theory and practice, the condition and position of women and of female headed households in particular; policies and programmes to increase the retention rates of boys in schools; and the multiple dimensions of poverty – including attitude and mind-set change.
- ✓ Enhance the capacity of the MNM to effectively implement the strategic plan for consolidation, monitoring and evaluation of safety nets programmes, and to mainstream gender in this process.

⁶⁴ *Ibid.*

⁶⁵ Address of Hon. Frederick Stephenson, Minister of National Mobilisation, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth at the National Stakeholder Workshop, St. Vincent and the Grenadines Country Gender Assessment (CGA), Methodist Church Hall, Kingstown, 12 March 2015.

linked, among other factors to: (a) mothers' economic and social vulnerabilities; and (b) the persistence of patriarchal attitudes of the assumed rights of males to control over children, women and the family.

151. It is particularly difficult to address sexual deviance and abuse in small closed communities, and this is perhaps the critical issue to be addressed in continuing interventions. Reducing women's and girls' dependency and enlarging their options is perhaps the most effective solution to the problem.

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5.9 SOCIAL PROTECTION- WORK OF THE NIS ⁶⁶

152. The National Insurance Scheme (NIS), which came into operation in 1987, replacing the limited National Provident Fund, is the major social protection mechanism in SVG. Under the Service, persons between ages 16–60 working for pay contribute 4.5% of their earnings to the NIS, and the employer contributes 5.5% on behalf of the employees. Benefits related to maternity, sickness, invalidity, age and employment injury are provided, as well as elderly assistance, funeral grants, and survivors' benefit. Self-employed persons are eligible to contribute and benefit from the Scheme.
153. The law puts the onus on the employer to register employees, but domestic workers, mainly women, experience difficulties, since householders, also mainly women, do not live up to this responsibility. Often the NIS only becomes involved in employment issues at the household level when there is a dispute. The agricultural sector also exhibits a high level of informality, and many persons are self-employed. Many workers in agriculture earn up to EC\$520 per month, which would require them to pay a minimum of EC\$49.40 per month. However, many persons do not contribute, which means that those most economically vulnerable are often not contributors. In terms of the body of contributors, the data in Table 10 show that most male and female contributors are employed in public administration and defense, i.e., directly with the Government, the largest employer of labour in SVG. Workers in wholesale and retail, followed by hotels and restaurants, are among the other main female contributors, while male contributors predominate in construction, manufacturing, hotels and restaurants.

T10: NO. OF PERSONS CONTRIBUTING TO NATIONAL INSURANCE SCHEME BY EMPLOYMENT STATUS AND INDUSTRY ACTIVITY 2009-2011 ⁶⁷

ECONOMIC ACTIVITY	2009		2010		2011	
	Females	Males	Females	Males	Females	Males
Agriculture/ hunting and forestry	130	282	116	250	103	203
Fishing	22	14	15	18	15	19
Mining and Quarrying	15	99	10	58	8	41
Manufacturing	716	1,499	679	1,469	661	1,451
Electricity, gas and water	159	869	159	838	161	832
Construction	1,066	5,138	1,471	4,234	1,177	4,029
Wholesale and retail trade; repair of motor vehicles, motorcycles; and personal and household goods.	2,491	1,970	2,448	2,028	2,506	2,006
Hotel and restaurants	1,457	1,086	1,545	1,206	1,516	1,438
Transport, storage & communications	619	791	638	806	702	866
Financial intermediation	756	436	726	368	759	372
Real estate, renting and business activities	1,048	919	1,020	990	940	854
Public administration and defense; compulsory social security	7,618	5,506	7,368	5,494	7,410	5,323

⁶⁶ Data on the NIS are drawn from two sources: the NIS itself; as well as the Labour Market Information System (LMIS), which is a pilot project of the OECS, being implemented in collaboration with the International Labour Organisation and the Department of Labour of SVG. See: carilabourstat.org/Reports/SocialProtectionReport.aspx

⁶⁷ Data are available for 2000 to 2011, but only three years are presented in this table.

ECONOMIC ACTIVITY	2009		2010		2011	
	Females	Males	Females	Males	Females	Males
Education	495	109	740	164	757	170
Health and social work	240	47	237	47	242	56
Other community, social and personal services activities	592	692	639	698	608	688
Private household with employed persons	516	143	509	145	496	138
Extra-territorial organisations and bodies			7	4	13	10
TOTAL			17,947	19,604	18,333	18,824

SOURCE: SVG LABOUR MARKET INFORMATION SYSTEM (LMIS), 2011. ACCESSED AT: CARILABOURSTAT.ORG/REPORTS/SOCIALPROTECTIONREPORT.ASPX

154. It must be noted that over the 3-year period, there was a net increase of 127 female contributors and a net decrease of over 1,000 male contributors, even as more males than females were contributors in each of the three years. The NIS has stressed the need to expand coverage among potential contributors.

T11: ACTIVE INSURED POPULATION IN SVG BY GENDER, 2011–2013

YEAR	MALE	FEMALE	TOTAL
2011	18,772	18,065	36,837
2012	18,376	17,505	35,881
2013	16,997	16,385	33,382

SOURCE: NIS, 24 MAY 24 2014.

155. Data in Table 11 show that, reflecting their more stable position in the labour force, males had a higher registration than females in the NIS over the period 2011–2013. A total of 36,837 workers (18,772 males and 18,065 females), were registered as NIS contributors in 2011, declining to 33,382 in 2013. Despite including new registered employers, employees and self-employed contributors, the period saw an overall reduction in registration, with 2013 showing the sharpest decrease, particularly among males.

T12: NUMBER OF BENEFICIARIES OF THE NATIONAL INSURANCE SYSTEM BY GENDER, 2007–2009 ⁶⁸

BENEFICIARY	2007	2008	2009
FEMALES – TOTAL	2,241	2,338	2,552
Old Age Pensioners	1,020	1,109	1,227
Persons receiving a survivors' benefit/pension from the National Insurance Scheme	485	526	545
Other persons receiving benefits/pensions from the National Insurance System	736	703	780
All persons receiving benefits/pensions from the National Insurance System	2,241	2,338	2,552
MALES– TOTAL	2,182	2,251	2,526
Old age Pensioners	1,371	1,472	1,623
Persons receiving a survivor's benefits/pension	254	276	296

⁶⁸ It seems that the LMIS database may have double-counted the number of beneficiaries by adding to the category “All persons receiving benefits/pensions from the National Insurance System,” to the total figures for the previous categories, namely, “Old age Pensioners,” “Persons receiving a survivors benefits/pensions from the National Insurance System,” and “Other persons receiving benefits /pensions from the National Insurance System.”

BENEFICIARY	2007	2008	2009
Other persons receiving benefits/pensions from the National Insurance System	557	503	607
All persons receiving benefits/pensions from the National Insurance System	2,182	2,251	2,526
TOTAL – FEMALES & MALES	4,423	4,589	5,078

SOURCE: SVG LABOUR MARKET INFORMATION SYSTEM (LMIS), 2011. ACCESSED AT: CARILABOURSTAT.ORG/REPORTS/SOCIALPROTECTIONREPORT.ASPX

156. NIS data also show that there were some 787 new self-employed persons registering with the scheme over the 2011–2013 period, the majority (411) of whom were males. The majority of males were in elementary occupations, plant assembly and craft, while new female self-employed contributors were mainly in service, elementary occupations, crafts, as well as in the legal services.
157. With regard to beneficiaries (see Table 12), 2009 is the only year for which available data enable comparison between contributors and beneficiaries using the LMIS source. (See Table 10 – “Number of Persons Contributing to Insurance Scheme by Employment Status and Industry Activity 2009–2011”, and compare with data in Table 12).
158. This indicated that in 2009, female beneficiaries (2,552) represented 14% of female contributors (17,947), and male beneficiaries represented 12.9% of male contributors (19,604). Reflecting their more stable position in the labour force, there were also more male old age pensioners (1,623) than females (1,227); while more females received survivors’ benefits – 545, compared to 296 males. Over the three years, female beneficiaries in all categories had a slight edge over their male counterparts – 7,131 females to 6,959 males.

OBSERVATIONS

159. The National Insurance Scheme through the collection of sex-disaggregated data is providing a key tool for gender mainstreaming. In the absence of a recent labour force survey, the NIS has provided vital information on aspects of the social protection system, and how the labour market reflects and impacts on the lives of women and men.
160. The fact that the 2011–2013 periods saw an overall reduction in registration with the NIS, with 2013 showing the sharpest decrease, particularly among males, points to the fact that growth in the economy is vital for an effective social protection system. Mobilizing workers in the informal sector and household sectors are among vital measures for strengthening the basic social protection foundations of the country.

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5.9 RECOMMENDATIONS

- ✓ Implement measures to secure legal compliance to NIS registration and payments, as they relate to household workers and workers in the informal sector in particular.
- ✓ The NIS should mobilize self-employed persons, males in particular, towards a greater level of registration.
- ✓ Build on existing initiatives to strengthen collaboration among agencies to enhance the collection, dissemination and usage of sex-disaggregated data.

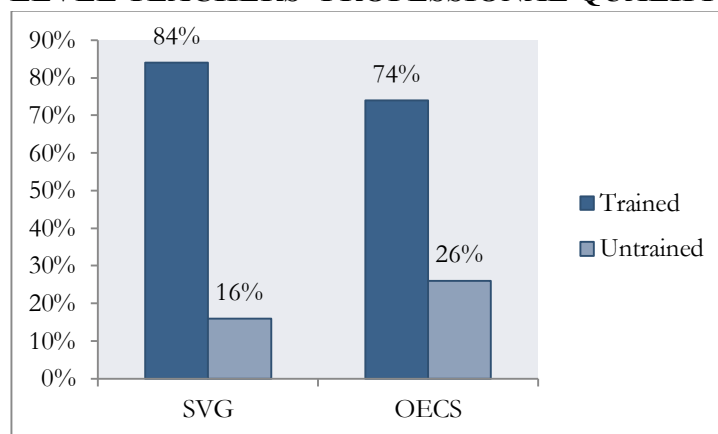
6.0 EDUCATION, TRAINING AND LABOUR

6.1 EDUCATION AND TRAINING

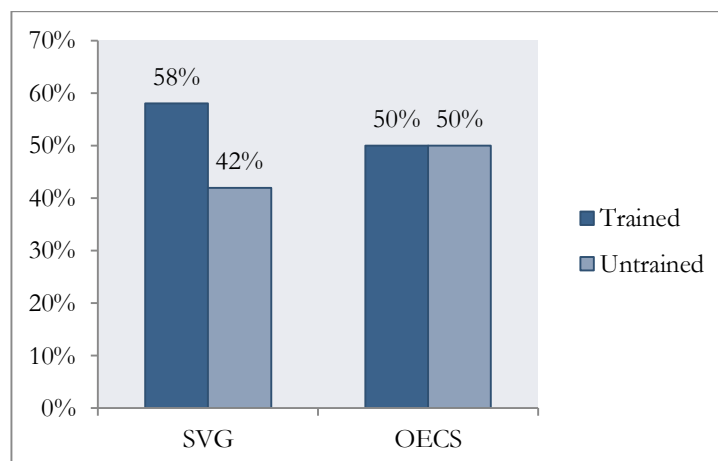
EARLY CHILDHOOD, PRIMARY AND SECONDARY EDUCATION & TEACHER TRAINING

161. St. Vincent and the Grenadines is seen as making important strides in education, such as:
- Universal Access to Primary and Secondary Education by 2005. In 2003, 60% of students registered at the Grade six level in primary schools gained places at secondary schools. This registration level increased to 98% in 2005.
 - The highest level of trained teachers in the OECS. Some 84 % of teachers at primary level are trained; the comparable figure for OECS is 74%. At the secondary level, 58% of teachers are trained, compared to 50% in OECS. (See Figures 1 and 2 below).

F 2: PRIMARY LEVEL TEACHERS' PROFESSIONAL QUALIFICATIONS



F3: SECONDARY LEVEL TEACHERS' PROFESSIONAL QUALIFICATIONS



SOURCE: ADAPTED FROM *OECS DIGEST 2012-13* – FIGURES 2.3 AND 2.4 (PP. 25, 26).

162. The education system comprises a total of 1,890 teachers, with different levels of training. The highest concentration resides among the graduate trained and non-graduate trained teachers. Females comprise 73.2% of graduate trained teachers, compared with 26.8% males. There has been a consistent contribution of up to 18-20% of the national budgetary allocations to education, with the larger share going to primary education.⁶⁹ Further, Technical and Vocational Education and Training (TVET) is charting a path towards a more regional and market responsive approach. A policy is being finalized. The vision of the draft policy is for, “A Technical and Vocational Education and Training (TVET) system that is fully integrated into national educational and training provisions; adequately resourced and recognised for its contribution to productivity and personal and national development.”⁷⁰ Within these and other areas of achievement, there are significant gaps and challenges. Among these are the following:

- i. **Development Gaps in Early Childhood Education:** According to 2013 data, there were 125 early childhood centres for 3–5 year olds in the country – 116 were privately operated and 9 public institutions. Total enrolment in 2013 was 4,263 – comprised of 49.9 % girls and 50.1% boys. However, this does not cover the entire cohort eligible for entry. There is no standard curriculum guiding work with the children, and many of the teachers are not trained. Children are being exposed far too early to the practice of “chalk and talk,” as the means of learning, it was assessed, and attention to other interactive methods is weak. The Ministry of Education is said to be moving to upgrade the present curriculum, grounded on the principles of participatory learning.

It is important that reform at this basic level also encompasses gender-sensitive training of teachers, and educational content and methods that lays a foundation for values and attitudes that support gender equality at the earliest stages. The BNTF is said to have completed a small gender training programme for ECD teachers, to impact the outcomes of its work in that sector.

- ii. **Challenges in Primary and Secondary Education:** Some 84.2% of eligible males and 79.5% of eligible females were enrolled at the primary level in 2012. But as the Table 13 shows, although declining, both boys and girls are experiencing consistent repetitions, with the boys experiencing a higher repetition rate. In the case of secondary education, boys experience significantly higher repetition rates than girls, for example in 2011/2012, there was a 14.9% rate of repetition among boys compared to 9.2% among girls.

T13: TRENDS IN REPETITION RATES AT THE PRIMARY AND SECONDARY LEVELS BY GENDER, 2009–2012

YEAR	Primary			Secondary		
	Male	Female	Overall	Male	Female	Overall
2009/2010	5.5	3.2	4.4	17.0	8.8	12.9
2010/2011	6.3	3.8	5.1	14.9	9.4	12.2
2011/2012	5.2	3.5	4.4	14.9	9.2	12.2

SOURCE: OECS EDUCATIONAL STATISTICAL DIGEST 2012-2013, TABLES 4.7 (P. 85);
TABLE 4.8 (P. 86).

163. With regard to performance, only 53% of students sitting the Common Entrance at the primary level in 2012 showed the competency required to move to secondary education. Further, less than 40% of students graduated from secondary schools with 5 CXC passes including English and Mathematics. Passes in Mathematics in 2013

⁶⁹ *St. Vincent and the Grenadines Educational Statistical Digest*, 2012, p. 7.

⁷⁰ *Draft Policy, Technical and Vocational Education and Training*, Ministry of Education, Kingstown, St. Vincent and the Grenadines, Feb. 2011, p. 8.

CSEC examinations were low, with girls scoring a 31.8% pass rate compared to boys at 24.3%. Students continued to reflect the pattern of gender stereotyping in their selection of subjects. For example, TVET and the Performing Arts recorded the lowest entries. In this cluster, the highest subject entries for males were in technical drawing (129), and food and nutrition (110), and for females were food and nutrition (211), and home economics management. It is to be noted that while males were choosing the subjects dominated by female entries, for example food and nutrition, very few females (5 in 2013) chose technical drawing, for example. Perhaps males see prospects for further training and employment in the hospitality industry, whereas females do not see prospects in the construction trades.

TERTIARY EDUCATION CHALLENGES

164. The UWI Open Campus and SVG Community College are the main tertiary level education institutions in SVG, and both offer a fairly wide range of subjects.

ST. VINCENT AND THE GRENADINES COMMUNITY COLLEGE

165. Wide curricula offerings are available from the Community College – in Teacher Education; Nursing Education; Technical Education; and Arts and General Studies. Some 60–70% of females were registered in the courses with the usual strong gender conformity in subject selection.

T14: ENROLMENT IN TERTIARY EDUCATION BY GENDER

	Arts, Sciences, General studies	Technical Vocational	Teacher Education	Nursing	Total
Males					
2010/2011	321	203	33	5	562
2011/2012	359	213	10	6	588
2012/2013	353	n/a	12	6	371
Females					
2010/2011	602	194	164	115	1075
2011/2012	633	269	56	121	1079
2012/2013	663	n/a	40	95	798

SOURCE: COMPILED FROM *ST. VINCENT AND THE GRENADINES EDUCATIONAL STATISTICAL DIGEST* (2013), TABLES 8.0 AND 8.1, P. 117.

166. Table 14 illustrates that male registration continues to lag, compared to females, and showed a sharp decline from 588 in 2011/2012 to 371 in 2012/2013. Overall, female registration was almost twice that of males (2,952 females compared to 1,521 males). It was suggested that part of the reason is that based on secondary level performance, males are not as qualified as females for entry. However, it was also noted that many male students are very effective, and unlike many females, tend to adapt well to the requirements at the tertiary level.
167. In response to the issue of male under-participation at the secondary level, a Pre-College Programme was set up in 2013 which included over 160 males from a total of 180 applicants. The programme has seen a constant attendance of males, but due to resource constraints, there is no certainty it will be offered for 2014-2015. There are possibilities being explored through a CDB TVET programme that it is hoped, will generate wider support for establishing facilities for skills training, for example, in electronics, small engine repairs, and hospitality.

UWI OPEN CAMPUS

168. UWI Open Campus offers a suite of degree and diploma courses – Bachelor of Science (BSc) Part 1; BSc Management; MSc Counselling, Diploma in General and Development Studies, Paralegal Studies, Diploma in Social Work, Certificate in Tourism Management, and Certificate in Community Policing, to name a few. Initiatives are also being taken to attract more men into courses and these are bearing fruit.

6.1 RECOMMENDATIONS

- ✓ Articulate in the *NESPD* that education must promote gender equality and equity, as an integral aspect of fulfilling the vision of development for the individual, the community, and the nation.
- ✓ Transform teacher training to equip Teachers and Guidance Counsellors to advance the vision and mandate of transforming gender relations in and through education. Attention should be paid to pre-service and in-service teacher training.
- ✓ Undertake gender-responsive training of teachers to enhance students' performance in English, Mathematics, Science and TVET;
- ✓ Design and implement a pilot programme, drawing on principles of the Caribbean Gender Differentials Framework, to address the complex issues related to achieving positive outcomes for boys and girls.
- ✓ Create special opportunities for women to access TVET education and to benefit from investments in reconstruction, by building their capacities in the construction trades.

T15: REGISTRATION IN UWI OPEN CAMPUS FACE-TO-FACE COURSES BY GENDER

COURSE	REGISTRATION MALES	REGISTRATION FEMALES
Supervisory Management	20	21
Project Management for Success	14	16
Advanced Counselling	6	21
Total	40	58

SOURCE: UWI OPEN CAMPUS, 2014.

169. The collaboration between UWI Open Campus and the CDB under the Open Campus Development Project has potential for increased outreach and for offering strong market-driven curricula. Under the project, there will be physical expansion of the facilities to increase the use of ICTs in course delivery, as well as video-conferencing facilities which have implications for wider reach of the UWI Open Campus. The time is also ripe; it was noted by stakeholders, for integrating gender and development across the subject offerings. While gender may currently be taught in social work, it is not necessarily integrated into most other subject areas.

TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)

170. The main thrust in TVET policy reform in SVG is to fully equip the country to improve and expand the training and certification of men and women, to enable them to achieve the standards to take advantage of opportunities in the labour market. This direction is consistent with the regional commitment made in 1990, “to provide a framework to identify processes and to promote systems for developing and improving TVET within each member state.”⁷¹ The main aim is to enable skilled workers to be certified, for example, those in the construction and hospitality industries, and to prepare instructors and assessors to carry out this certification. This will enable skilled workers to take up opportunities through the CSME and in a wider global context. TVET reform is also directed, it was stated, to growing this sub-sector of the educational system so that it would have wider appeal among young people and enlarge their perspectives on possibilities for their own advancement.

⁷¹ *Draft Policy, Technical and Vocational Education and Training (TVET)*. Ministry of Education, Kingstown, St. Vincent and the Grenadines, February 2011.

171. The 2011 draft policy identified that, “stigma attached to TVET” and “gender stereotyping in the selection of skill areas,” were barriers to be addressed by quality training, policies “to enable more people to participate in TVET, as well as a marketing programme.”⁷² However, the statement of principles around which the draft policy was based, did not address gender equality, hence gaps remain that need to be filled. There is a perspective that while some changes are taking place in subject selection, for example, “a few females are looking into electrical and refrigeration,” there is need for specific gender-responsive measures to encourage both males and females to cross the gender divide in TVET education.

ADDRESSING GENDER IN EDUCATION

172. The issues of poor performance, drop-out and repetition rates come together to inform the discussion on how to address what is referred to as ‘boys at risk’. The *Caribbean Gender Differentials Framework*, developed in 2010 for the Caribbean Development Bank, was designed to “establish an integrated platform for action” at the level of the school, the home and community, the state and government and the economy.⁷³ However focused attention to enhance male performance has not yet evolved and that response, it was said, must take into account the interrelated factors at work that impact on the issues. These include:
- i. the gendered nature of the curriculum;
 - ii. the teaching profession itself and the female/male composition;
 - iii. the influence of masculinities which induce some male teens to drop out from school;
 - iv. the high incidence of teenage pregnancy and how it is being addressed;
 - v. child sexual abuse; and
 - vi. the strong influence of societal gender norms.
173. Taking all these into account, and despite barriers being scaled, particularly by girls, it needs to be pointed out that the entire education system perpetuates gender stereotyping. The occupational segregation evident in the labour market, characterized by female concentration in lower paying occupations and male reluctance to enter areas such as nursing, are directly linked to the education system.

6.1 RECOMMENDATIONS

- ✓ Build capacity of teachers in the Early Childhood sector to lay the foundation for transforming gender relations in the centres as well as the home. Revisit the work done by BNTF in this area.
- ✓ Focus on TVET enhancement to lay foundation for transforming the labour market.
- ✓ Implement a programme of public education to support educational transformation.
- ✓ The TVET Policy must reflect an explicit commitment to addressing gender stereotyping in training and to contribute to transforming gender segregation in the labour market. It must seek to influence the choice of subjects by males and females in technical and vocational education and training at the post-secondary level, to reinforce and improve the livelihood potential of males and females.

⁷² *Ibid*, p. 4.

⁷³ Caribbean Development Bank (2010). *Policy Framework for Addressing Gender Differentials in Education*. Bridgetown, Barbados.

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6.2 LABOUR

T16: NO. OF EMPLOYED MALES AND FEMALES BY ECONOMIC SECTOR, 2012

INDUSTRY/ECONOMIC SECTOR	MALES	FEMALES	TOTAL
Agriculture, forestry and fishing	3,903	905	4,808
Mining and quarrying	34	7	41
Manufacturing	1,446	615	2,061
Electricity, gas, steam and air conditioning supply	276	60	336
Water supply; sewerage, waste management and remediation activities	270	54	324
Construction	4,433	317	4,750
Wholesale and retail trade; repair of motor vehicles and motorcycles	3,370	3,512	6,882
Transportation and storage	2,571	525	3,096
Accommodation and food service activities	1,234	1,788	3,022
Information and communication	304	228	532
Financial and insurance activities	240	552	792
Real estate activities	29	19	48
Professional, scientific and technical activities	221	375	596
Administrative and support service activities	765	416	1,181
Public administration and defense; compulsory social security	2,125	1,851	3,976
Education	840	2,328	3,168
Human health and social work activities	262	1,136	1,398
Arts, entertainment and recreation	150	208	358
Other service activities	433	449	882
Activities of households as employers	470	1,494	1,964
Activities of extraterritorial organisations and bodies	14	17	31
Not Stated	300	275	575
TOTAL	23,690	17,131	40,821

SOURCE: STATISTICS DEPARTMENT, CENTRAL PLANNING DIVISION, KINGSTOWN, ST. VINCENT AND THE GRENADINES. MARCH 2015.

174. Gender segregation, reflected in the choice of subjects by males and females in secondary and tertiary education, is strongly reflected in the labour force (see Table 16 above). The 2012 census revealed that there were more males than females in the labour force of 52, 014 persons – 29,383 males or 56% compared to 22,631 females or 44%. As table 16 shows, some 40,821 persons were employed, comprising 23,690 males (58%) and 17,131 females (42%). Insight into the occupational sex segregation of the labour force is gleaned by examination of the areas of concentration of females and males. For example, males dominate and women are marginal in construction (4,433 males compared to 317 females); agriculture, forestry and fishing (3,903 males compared to 905 females); and transportation and storage (2,571 males compared to 571 females). Women predominate in education (2,328 females compared to 840 males); in household activities as employers (1,494 females compared to 470 males) and in public administration and defense (2,125 females compared to 1,851 males). The proportion of males and females in the various sectors is shown in Appendix 3.

175. It must also be noted that according to the 2012 census, females had a higher unemployment rate (24.3%) than males (19.4%). This was a reversal of the situation revealed in the 2001 census when the unemployment rate among males stood at 22.5% compared to females which was then 18.3%. With regard to wage differentials, data provided by the NIS in 2014 showed that the average insurable wage was 7.6%, 8.7% and 5.5% less for women than for men in 2011, 2012 and 2013, consecutively as shown in Table 17.

T17: AVERAGE INSURABLE WAGES BY GENDER, 2011–2013

YEAR	MALE	FEMALE	% DIFFERENCE
2011	16,193.65	15,042.77	7.6
2012	16,966.30	15,601.60	8.7
2013	13,597.14	12,882.03	5.5

SOURCE: SVG NATIONAL INSURANCE SERVICES DATABASE, TABLE 8, MAY 2014.

176. Data from the 2012 census show that females comprised some 44% and males 56% of the labour force. However, information provided by the National Insurance Services (NIS) on registration of employed persons, indicates that registration of actively ensured females was 49.2% in 2013, approaching that of actively insured males which was at 50.9%.

T18: ACTIVE INSURED POPULATION BY GENDER, 2011–2013

YEAR	Male	%	Female	%	Total	%
2011	18,772	50.8	18,065	49.2	36,837	100
2012	18,376	51.2	17,505	48.8	35,881	100
2013	16,997	50.9	16,385	49.1	33,382	100

SOURCE: SVG NATIONAL INSURANCE DATABASE, TABLE 7, MAY 2014.

177. Over the 3-year period (2011–2013), there were 9,013 new registered employees – 50.7% females and 49.3% males. Much of the increase in female registered employees came from the transport, financial services, and education sectors. On the other hand, for men, the decrease in registration took place in real estate, manufacture and construction.
178. There were also some 787 self-employed persons – 411 males and 376 females – who registered with the NIS in the 2011–2013 period. The areas of male self-employment were mainly elementary occupations (101), plant assembly (100), crafts (81), and as technicians (4). Self-employed females were found mainly in services (201), elementary occupations (73), crafts (23), and as technicians (19).⁷⁴
179. SVG has not signed the *ILO Convention 189 of 2011 on Decent Work for Domestic Workers*. The country has instituted a regime of minimum wages for various categories of weekly- and monthly-paid workers. The highest level of minimum wages is observed in the hospitality trade. A chef, mostly males, has the highest rate at EC\$1,100 per month. The lowest minimum wage is allocated to live-in household workers, who are mainly females, followed by dishwashers/ kitchen helpers in the hospitality sector. With regard to minimum wages for daily-paid workers, wages for occupations of female concentration, for example, cleaners, household

⁷⁴ Information from *SVG National Insurance Database*, Table 5, May 2014

workers and launderers, range from EC\$25–30, whereas occupations of male concentration – gardeners, unskilled industrial workers, are set at EC\$30–36 per day.

T19: SVG MONTHLY WORKERS WITH PAY RANGING FROM EC\$700–1,100

OCCUPATION	SECTOR	BRANCH	MINIMUM WAGE RATE	TIME UNIT
Accounts Clerk/Office Clerks	Commercial	Hotels	900	Month
Accounts Clerks	Commercial	Offices of Professionals	700	Month
Cashier	Commercial	Shops	700	Month
Chef	Commercial	Hotels	1,100	Month
Clerks	Commercial	Offices of Professionals	700	Month
Dish washer/Kitchen helper	Commercial	Hotels	450	Month
Domestic Worker - Living In	Household	Domestic	400	Month
Food and Beverage Supervisors	Commercial	Hotels	775	Month
Guards	Commercial	Security	720	Month
Guest Services	Commercial	Hotels	900	Month
Accounts Clerk/Office Clerks	Commercial	Hotels	900	Month
Accounts Clerks	Commercial	Offices of Professionals	700	Month
Adult care-giver	Household	Domestic	500	Month

SOURCE: DEPARTMENT OF LABOUR (2014). MINISTRY OF NATIONAL RECONCILIATION, THE PUBLIC SERVICE, LABOUR, INFORMATION AND ECCLESIASTICAL AFFAIRS, KINGSTOWN, ST. VINCENT AND THE GRENADINES.

180. During the period 2012–2013, there were 511 complaints to the Labour Department, mostly relating to wages, bonuses and other compensation, with slightly more complaints from males⁷⁵.

⁷⁵ It is notable that the National Insurance Services (NIS) has adopted an *HIV Workplace Policy*.

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6.2 RECOMMENDATIONS

- ✓ Adopt and implement ILO Convention 189 on Decent Work for Domestic Workers.
- ✓ Institute wage equality, particularly in sectors in which women's labour is undervalued.
- ✓ Institute measures to improve the social security/protection of household workers.
- ✓ Promote the adoption of a workplace policy on HIV/AIDS.
- ✓ Strengthen coordination among the responsible parties for the collection and dissemination of accurate sex-disaggregated labour statistics.
- ✓ Investigate through a time use survey, the level of involvement of women and men in the care economy, and the consequences for development.

[http://www.cepal.org/portofspain/noticias/paginas/0/40340/4_CPA_SVG_CPA -
FINAL REPORT Vol 1 Revised.pdf](http://www.cepal.org/portofspain/noticias/paginas/0/40340/4_CPA_SVG_CPA_-_FINAL_REPORT_Vol_1_Revised.pdf)

Report of St. Vincent and the Grenadines to the 11th Session of the Regional Conference on Women in Latin America and the Caribbean, Brasilia, July 2010. Accessed at:

<http://www.cepal.org/mujer/noticias/paginas/6/38906/StVincentandGrenadines.pdf>

7.0 VIOLENCE, CRIME AND CITIZENS' SECURITY

7.1 THE SITUATION OF CRIME AND CITIZEN SECURITY

181. Like many of its Caribbean neighbours, SVG has seen an increase in violent crime.⁷⁶ Homicides, for example, increased to 25.6 per 100,000 in 2012 as compared to 11.1 per 100,000 in 2001.⁷⁷ Gangs are also increasingly prevalent and constitute all-male, mixed-sex or all-female (2) members. Conflict between gangs is commonplace, resulting in many violent attacks, killings, shootings and stabbings, which has also had a spill over effect in schools. Despite these trends, violent crime is perceived as being “generally low,” when compared to other countries in the region, and there is said to be more concern with the prevalence of petty crimes such as theft (2,114.2 incidents per 100,000 persons in 2011),⁷⁸ burglary (1,074.5 incidents per 100,000 persons in 2011),⁷⁹ and with domestic violence.
182. Within the Eastern Caribbean, SVG is one of several trans-shipment points for drug trafficking, particularly of marijuana. The country's geographic location, coupled with the lack of resources to adequately police its coastlines and territorial waters, make drug trafficking an attractive option for earning an income for many, especially the poor, in spite of the risks.⁸⁰ In addition, marijuana is grown for both local consumption and the illegal drug trade. In 2011, 10.2 tons of cannabis (as compared to 39kg of cocaine) was seized, and 70 acres of marijuana fields destroyed.⁸¹
183. Many SVG citizens feel the impact of these issues. When asked about the changes they had seen in their communities over the past ten years, persons who responded to the *2007/08 SVG Country Poverty Assessment* reported that crime was one of the two areas (the other being social relationships) in which they had seen the “most dramatic and negative changes.”⁸² In 2014, six years later, in stakeholder discussions conducted for this *Country Gender Assessment*, community members expressed deep concerns about crime and, in particular, domestic violence and the abuse of children. UNDP's *Citizen Security Survey* (2010),⁸³ conducted in seven Caribbean countries, indicated that many citizens had deep concerns about their security. Almost half (48%) worried about becoming a victim of crime at some time. Women reported higher levels of: fear of sexual assault (30.4% compared to 11.1% of men); being killed (35.4% to 32.8%); and being beaten by a spouse or partner (11.5% to 8.6%).

⁷⁶ Hill, S. (2012). *Gang Homicide in the Caribbean*.

⁷⁷ Igarapé Institute and International Security Sector Advisory Team (2012). *St. Vincent & The Grenadines Country Profile*.

⁷⁸ UNODC (2014). *Crime and Criminal Justice Statistics – Theft*.

⁷⁹ UNODC (2014). *Crime and Criminal Justice Statistics – Burglary*.

⁸⁰ Kairi Consultants (n.d.). *St. Vincent & the Grenadines Country Poverty Assessment 2007/08*, Vol. 2, p. 40.

⁸¹ Igarapé Institute and International Security Sector Advisory Team (2012). *St. Vincent & The Grenadines Country Profile*.

⁸² Kairi Consultants (n.d.). *St. Vincent & the Grenadines Country Poverty Assessment 2007/08*, Vol. 2, p. 56.

⁸³ UNDP (2012). *Caribbean Human Development Report: UNDP Citizen Security Survey 2010, Summary of Findings*.

7.2 GENDER-BASED VIOLENCE ⁸⁴

184. Gender-based violence (GBV) is as prevalent in the Caribbean as it is in other regions of the world.⁸⁵ Among conventional crimes,⁸⁶ violence against women affects a significant number of women and girls in SVG and manifests itself in intimate relationships between adults, between adults and youths and, increasingly, among youths.⁸⁷ When compared to other Eastern Caribbean states, SVG records the highest number of acts of violence against women, as revealed at the 2011 Caribbean Regional Colloquium of “Women Leaders as Agents of Change,” held in Port-of-Spain, Trinidad and Tobago.⁸⁸ Analysis of the data on rape showed that SVG had 71 rapes per 100,000 persons, compared to 54 per 100,000 for Antigua and Barbuda (using only the sex-disaggregated data from 2004–2010); 46 per 100,000 for St. Kitts and Nevis; 40 per 100,000 for St. Lucia; and 34 per 100,000 for Dominica.⁸⁹ In addition, SVG holds the record of having the most incidents of female homicides among the group.⁹⁰ Between 2000 and 2011, 45 female homicides were recorded and 17 of these were cases of domestic violence (DV).⁹¹

THE RESPONSE TO GBV

185. The GoSVG is committed to addressing GBV through a number of international conventions that the country has either acceded to or ratified. These include the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belem do Para), ratified in 1996; and the Convention on the Rights of the Child, ratified in 2003. While not legally binding, these agreements have served to challenge the country to address GBV.
186. Positive response to domestic violence has come from a number of initiatives. The passing of the *Domestic Violence (Summary Proceedings) Act (1995)* represents a ‘flagship’ legislation⁹² to govern how domestic violence is handled. The Act allows the Court to grant a number of Orders that protect victims/survivors. Domestic violence matters are heard in the Family Court, which is responsible for conducting preliminary investigations of the cases. Where there is sufficient evidence for a trial, the matter is referred to the High Court. The Court may also refer victims/survivors to the shelter or for counselling at Marion House.
187. Other interventions related to addressing gender-based violence are led by the Gender Affairs Division of the Ministry of National Mobilisation, in collaboration with other public, private sector and non-governmental agencies. A critical aspect of the Division’s mandate is to “implement an action plan that will ensure gender integration into all policies, procedures and programmes, prevention and eradication of domestic violence and educational, social, cultural and economic growth of the marginalized.”⁹³

⁸⁴ Gender-based violence (sometimes referred to as ‘violence against women’ because most acts of violence are perpetrated against women and girls by men) refers to all acts that “result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.” See: <http://eige.europa.eu/content/what-is-gender-based-violence>. Domestic violence is a form of gender-based violence that occurs within a domestic context such as within marriage or cohabitation. The term is also used interchangeably with ‘intimate partner violence’, which is defined as violence that occurs against a spouse or other intimate partner.

⁸⁵ UNODC and World Bank (2007). *Crime, Violence, and Development: Trends, Costs, and Policy Options in the Caribbean*.

⁸⁶ “traditional, illegal behaviours that most people think of as crime”. See: Psychology Glossary (2014). *Conventional Crime*.

⁸⁷ Allen, S. (2011). *Youth on the Bloc Survey in St. Vincent and the Grenadines*.

⁸⁸ Chance, K. (2011). St. Vincent has most female deaths, rapes cases in OECS. *Caribbean News Now!*

⁸⁹ ‘The Time To Act Is Now!’ In *St. Lucia Star*, 27 July 2011.

⁹⁰ *Ibid.*

⁹¹ *Ibid.*

⁹² A number of amendments have been proposed to strengthen the application of the Act, which are addressed later in this CGA.

⁹³ Ministry of National Mobilisation, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth (2014). *Gender Affairs: General Information*.

188. Building the relationship between the GAD and the Police has been a significant strategy which has yielded a number of good outcomes. These include:
- i. training (of both new recruits and existing officers) in handling cases of domestic violence and human trafficking, as part of the curriculum of the Police Training School;
 - ii. the creation of a two-person (female) Unit at the Questelles Police Station in 2012, dedicated to handling domestic violence and human trafficking;
 - iii. the establishment of a Domestic Violence Crisis Centre in 2012, that provides short-term accommodation for victims of domestic violence and trafficking;⁹⁴
 - iv. teaching of an anti-violence module in schools;
 - v. the creation of the Victims of Crime form that allows for data collection on domestic violence. Staff from the Gender Affairs Division has been assigned to work with the police.

Other strategies have included outreach to young people; gender-based violence mitigation techniques are reportedly being taught in at least eight schools in 2015; and a victims' support group established for victims/survivors of abuse. These measures have been achieved through an integrated response by major stakeholders across agencies. The 'Pan Against Crime Programme', is said to have involved over 3,000 youth;⁹⁵ the Drug Abuse Resistance Education Programme (DARE) that focuses on engaging 10-12 year old youths on issues related to drugs and violence and activities to raise awareness of GBV has been initiated by Leave Out Violence in SVG (LOVNSVG), an NGO.

CONTINUING CHALLENGES

189. Despite these initiatives, there are a number of persistent challenges. One is said to be the attitude and behaviour of police officers, particularly towards victims/survivors of domestic violence. In a report on domestic violence in SVG by the Immigration and Refugee Board of Canada (2013), the police are said to be "reluctant to follow up on domestic violence cases; often give excuses for not responding in cases of domestic violence; women are actively discouraged from pursuing their complaints or treated with contempt and hostility; and violence against women is often committed with impunity."⁹⁶ In contrast, the police report that a significant challenge in responding to domestic violence is "getting victims to follow through on their cases and to testify in court."⁹⁷ A respondent of the *Country Poverty Assessment 2007/08*, confirmed this view:

*He take advantage of me, he mark my face and sometime the police involved, but because of my condition I don't make a case. Sometimes I want to leave but I can't do better so I have to stay.*⁹⁸

190. For those who don't report, fear of retaliation by the perpetrator is a major factor.⁹⁹ A solution to this was proposed, that the State should be made the victim.¹⁰⁰ The Police High Command agreed that this is a path that could be pursued.

⁹⁴ The Domestic Violence Crisis Centre can house seven families, including children up to 18 years old. It also features a 24-hour crisis hotline, in-house counselling, referrals, court advocacy services, and support during the judicial process. Although the country is small, the location has remained a secret, with access being granted through the Permanent Secretary of the Ministry of National Mobilisation, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth. One critique of this provision has been that since access can only be granted through a court order, it cannot serve the needs of families in immediate crisis. Immigration and Refugee Board of Canada (2013). *Saint Vincent and the Grenadines: Domestic violence, including legislation, availability of state protection and services (2010-2013)*.

⁹⁵ Royal St. Vincent and the Grenadines Police Public Relations Dept. (2014). "Pan Against Crime celebrates 6th anniversary with grand concert", *I-Witness News*.

⁹⁶ Immigration and Refugee Board of Canada (2013). *Saint Vincent and the Grenadines: Domestic violence, including legislation, availability of state protection and services (2010-2013)*.

⁹⁷ *Ibid.*

⁹⁸ Kairi Consultants (n.d.). *St. Vincent and the Grenadines, Country Poverty Assessment 2007/08*, Vol. 2, p. 82.

⁹⁹ Kairi Consultants (n.d.). *St. Vincent and the Grenadines, Country Poverty Assessment 2007/08*, Vol. 1, p. 121.

¹⁰⁰ The State as victim "removes the sentence for payback from the individual or clan, reducing the probability of retribution against the alleged offender. As the victim of a crime, the State represents not only the interests of victimized individual or

191. There are, in addition, administrative, staff and resource challenges, including space to house the victims/survivors, providing 24-hour protection and transportation. It has been difficult to access evidence of the impact of the various measures. According to the *SVG National Plan to End Gender-Based Violence*, “current data practices in SVG are inconsistent, which presents particular difficulties for making claims about GBV trends and what responses should entail based on these trends.”¹⁰¹
192. *The SVG National Action Plan to End GBV, 2013-2017* represents a significant step forward to address GBV in the country:
*This multi-sectorial plan of action to eliminate GBV proposes the establishment of a coherent, collaborative, time bound framework to be adopted by various stakeholders of the Vincentian Government and civil society, in which mechanisms for preventing, responding to, eliminating and monitoring GBV will be enhanced or established.*¹⁰²
193. A number of actions support four overarching targets:
 - i. Eliminating gendered inequalities and attitudes which support GBV; empowering women and children;
 - ii. Elimination of all forms of GBV in SVG through the adoption of a zero-tolerance approach;
 - iii. Men’s responsibility for reducing and eliminating GBV; and
 - iv. Improved mechanisms measuring GBV and monitoring the National Action Plan (NAP).
194. Related actions will include: behaviour change interventions, public education, training; projects for strengthening the economic and social position of women, coordination between the medical/social/legal agencies, women’s organisations and other civil society partners; continued training of police officers; engaging men, including perpetrators; and the design and sharing of data collection information among partners.
195. Currently, the draft plan is said to be awaiting review by the Inter-Ministerial Committee and approval at the “highest government level”¹⁰³.

7.3 ANALYSIS OF SVG DOMESTIC VIOLENCE CRIME DATA 2012-JUNE 2014

group but of the whole of society If an event or behavior has been ‘criminalized’ then there is a victim, even if an individual or group cannot be identified.” T. Akers et al (2013). *Epidemiological Criminology: A Public Health Approach to Crime and Violence*. San Francisco, CA: Joessy-Bass. p. 256.

¹⁰¹ Gender Affairs Division, Ministry of National Mobilisation, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth (2013). *St. Vincent and the Grenadines National Gender-Based Violence Action Plan 2013-2017*, p. 15.

¹⁰² *Ibid*, p. 18.

¹⁰³ Gender Affairs Division, Ministry of National Mobilisation, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth (2013). *St. Vincent and the Grenadines National Gender-Based Violence Action Plan 2013-2017*, p. 9.

196. The analysis of incidents of DV, based on 241 police reports collected from January 2012 to June 2014 under a collaborative project between the Police and the GAD, has improved the readiness towards effective implementation of the Strategy and Action Plan. The analysis shows that:
- Women are predominantly the victims/survivors (74% or 176 persons), and men are predominantly the perpetrators (95% or 217 persons) of domestic abuse.
 - Physical abuse is the most prevalent form of abuse (67% or 162 cases), with most cases being categorized as “assault and bodily harm.”
 - Among the cases of sexual abuse, most incidents (40% or 25 cases) were characterized as “underage sexual intercourse.”
 - Violations occur almost equally at home (51%) as in the public domain (44%). Some 46% occur mainly between 12 noon and 9.00 p.m.
 - Most incidents do not involve the use of a weapon (56%), and are first offenses (46%).
197. As Table 20 below shows, most victims/survivors are young and have no or little income as compared to the perpetrators who are older and have income, albeit, low income. Both groups of persons are of low-education and are reported to be ‘single’, although some persons may be in common-law or visiting relationships.

T20: PROFILE OF VICTIM AND PERPETRATOR OF GBV IN SVG (AS AT JUNE 2014)

CHARACTERISTIC	VICTIMS	PERPETRATORS
No. of Persons involved	Females – 176 (74%) Males – 61 (26%)	Females – 12 (5%) Males – 217 (95%)
Age	Young: 44% were less than 25 years old, with almost half (24% or 57 persons) aged 15 years or below	Middle-aged: 51.4% or 124 persons were between 25-44 years old
Marital Status	Single: (47% or 114 persons)	Single: (44% or 107 persons)
Employment Status/Occupation	Either unemployed, students, or retired (46% or 111 persons)	Employed in elementary occupations (e.g. block maker, fisherman/sailor, seaman)
Education	Primary (38% or 92 persons)	Primary (47% or 112 persons)

SOURCE: ROYAL ST. VINCENT POLICE FORCE GBV DATA, 2012-JUNE2014, ANALYSED BY CONSULTANT.

198. When analysed by sex, the findings reveal additional details:
- Victims/survivors:
 - Most female victims (31% or 54 persons) were 15 years and younger, while most male victims (28% or 17 persons) were 45-59 years old.
 - Female victims were more likely to be abused by an intimate partner while male victims were more likely to be abused by a stranger. Most female victims (38% or 57 persons) reported abuse by their married/common-law husbands or boyfriends, while most male victims (39% or 15 persons) reported abuse by strangers.
 - Most victims (44% or 21 persons) below the age of consent (16 years), were abused by someone who was unrelated to them, while those 16 years and above were abused by their married/common-law partners. The oldest victims (60+ years) tended to be abused by their children.
 - Perpetrators:
 - Males were the main perpetrators of abuse, which holds true regardless of the sex of the victim, with 96% (165) of female victims and 91% (49) of male victims being abused by a male perpetrator.

- b. Nine percent (5 persons) of male victims and 4% (7 persons) of female victims were abused by female perpetrators.
 - c. Most female perpetrators (58% or 7 persons) were between 25-34 years, while male perpetrators were almost equally spread across three age groups: 16-24 years (22%); 25-34 years (25%); and 35-44 years (28%).
 - d. Female perpetrators only engaged in physical abuse while male perpetrators engaged in all forms of abuse: physical (70% or 152 persons); sexual (28% or 53 persons); and verbal (3% or 6 persons).
 - e. Most female perpetrators (55% or 6 persons) used some type of weapon. By comparison, most male perpetrators (62% or 132 persons) did not use a weapon.
199. Divisionally, the Grenadines recorded the most incidents of abuse over the period (38% or 91 persons) followed by the Eastern (27% or 65 persons) and Central (16% or 38 persons), as shown in Table 21.

T21: NO. OF CASES OF GBV ABUSE BY POLICE DIVISION (2012 – JUNE 2014)

POLICE DIVISION	NUMBER OF PERSONS	%
Central	38	16
Eastern	65	27
Grenadines	91	38
North Western	5	2
South Central	28	12
South Western	14	6
Total	241	100

SOURCE: ROYAL ST. VINCENT POLICE FORCE GBV DATA, 2012 – JUNE 2014, ANALYSED BY CONSULTANT.

200. In addition:
- i. In all Police Divisions except the Grenadines, the victims were predominantly females. In the Grenadines, there were approximately equal numbers of male and female victims.
 - ii. Central, South Central, and the Grenadines showed the highest incidence of bodily harm. These Divisions also reported much lower incidence of sexual abuse – none in Central, and only one in South Central.
 - iii. Sexual abuse was highest in the South Western Division (over 85% of all cases in that area), followed by Eastern, approximately 59%.

OBSERVATIONS

201. Much has been done towards preparing the ground for action; information to design and implement a targeted campaign is available; and development partners, principally the Caribbean Development Bank, is committed to mobilizing other partners, including UN Women, to support the implementation of the plan.

6.2 RECOMMENDATIONS

- ✓ Include in the *NESDP*, the outcome of an enhanced policy framework for citizens' security and reducing GBV.
- ✓ Set a timetable for the review and approval of the draft plan by the Inter-Ministerial Committee and Cabinet, and for starting implementation of the *National Gender-Based Violence Action Plan, 2013-2017*.
- ✓ Strengthen the mechanisms of collaboration among the Statistics Office, the Police, the Gender Affairs Division, and other relevant entities to upgrade the collection, analysis and dissemination of data.
- ✓ Mobilize civil society partners to seek their inputs into and support for the implementation of the *National Gender-Based Violence Action Plan, 2013- 2017*.
- ✓ Advocate for parliamentary debate on the adoption a policy for the "state as victim," as a component of the strategy to address gender-based violence.

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8.0 CULTURE AND SOCIALISATION

202. The fifth goal articulated in the *NESDP* is “Building National Pride, Identity and Culture,” and a main pathway identified to achieve this is “to engender a greater sense of community and social responsibility.”¹⁰⁴ Moving firmly on this path will involve dealing with issues that have emerged as matters of deep concern during the course of the *Country Gender Assessment* discussions. The issues all converge around one core theme of “gender trouble and confusion.”
203. The first aspect is the recurrent concern expressed about boys and education. Stakeholders identify a host of factors that affect the under participation of some boys in education, including: poverty; the nature of the school system; and the social values and gender norms promoted in society and in schools and family relationships, which many identify as “poor parenting.” Persons want to see the issue solved, but are not clear what strategies are necessary.

MEN AND EDUCATION

204. The linking of the under-participation and under-achievement of some males with broader social phenomena represents a movement in the conversation on this persistent problem. This was not the case in the late 1980s and 1990s, when the issue of under-performance of some boys emerged in the public discourse. Writing on the findings of research conducted in the early 1990s in Jamaica, Barbados and St. Vincent and the Grenadines, Odette Parry noted that females as both teachers and students were seen to be partially responsible for the under-achievement of males In other words, “men fail because women do well.” This was, she argued, based on two strongly held positions among “heads, teachers and guidance counsellors”: first, “that females are sexually reprehensible,” and second, that female teachers were over-represented in schools.¹⁰⁵ This early analysis of male underachievement was, Parry noted, influenced by the larger ideological debate on the ‘male marginalisation’ thesis. At the popular level, this communicated that men in the Caribbean were being sidelined by women as a consequence of activism by the women’s rights/feminist movement.
205. The suggestion was that the structure of opportunity of men’s access to resources, broadly conceived, had altered, resulting in the pushing of men to the margins of society. Boys’ underachievement in education was presented as evidence of this phenomenon. However, Parry had emphasised that in the school, as in the broader society, ‘masculinity’, defined in terms of being “macho”, affected the academic performance and general behaviour of boys, since for many of them, being masculine and getting good grades did not fit. She quoted a teacher of English in St. Vincent who had commented: “It’s like reading is the worst thing you can do. It’s sissy and nerdy.”¹⁰⁶
206. Other Caribbean scholars, among them Barbara Bailey, also strongly challenged the male marginalisation thesis, pointing to the fact that the debate around boys’ education had been informed by incomplete analysis. Commenting on research that had been done in the 1990s on male under-achievement, she asserted that over the years, little attention had been given to “the impact of culture and belief systems or to the range of personal, social and economic factors which, both independently and in combination, can account for not only in-between sex but also within-sex differences.”¹⁰⁷ She pointed to the fact that beyond school, the indicators of

¹⁰⁴ *NESDP* p. 83.

¹⁰⁵ Odette Parry (1996). “Masculinities, Myths and Educational Underachievement – Jamaica, Barbados, St. Vincent and the Grenadines. In Rhoda Reddock (ed.), *Interrogating Caribbean Masculinities. Theoretical and Empirical Analyses*’, University of the West Indies Press, pp. 167-184.

¹⁰⁶ Parry, *Ibid*, p. 177.

¹⁰⁷ Barbara Bailey (2008). *Four-Country Survey Report on Gender Differentials in the Caribbean*. Caribbean Union of Teachers’ Educational Conference, in collaboration with the Barbados Union of Teachers and the UNICEF Office for Barbados and the Eastern Caribbean. p. 1.

where men were positioned compared to women in areas of work, politics and society more broadly, did not support the male marginalisation thesis. She concluded that research pointed to the “importance of a range of factors in determining educational output for both sexes, but with socio-economic status being the main axis of differentiation”.¹⁰⁸

207. The effects of poverty and unemployment and how this affected men was raised in the 2007/2008 *Country Poverty Assessment*, through comments such as:

“I can’t take care of my responsibilities.”

“Can’t meet the expenses of children education in high school.”

“Poverty has rocked me. I feel vulnerable.”

“I want to hide, don’t want to go home.”

*“It affect me when it come to pleasing the ladies... if I had my own place she wouldn’t have leave me.”*¹⁰⁹

208. These comments by men point to their frustration, erosion of their self-esteem, and a consciousness of their vulnerability in what was a very challenging time then, as in the present. As a result and despite ameliorative measures, economic pressures have mounted, and fuel what stakeholders have termed, the “rush for quick money,” that young males in particular are accused of pursuing through the drug trade or dropping out of school in greater number than girls to earn, in order to feel and function as men and providers.

‘GENDER CONFUSION’

209. However, unlike what emerged from the 2007/2008 sources, the concern expressed by men in the current discussion is what they view as “men losing ground to women.”

A man explained that *“Men are depressed because, is like is women control everything ... because we don’t have any say in everything we do.”*

Another stated: *“Women want to rule ... sometime men don’t leave anything on the table ... and women want to get something.”*

Another speaker said, *“For me, the first person God create is man ... no women not supposed to be head, but side by side Men say dem take over... me not leaving anyone to take me over.... Side by side.”*

Another man expressed what seemed like a less anxious position: *“At PTA meetings, women dominate Women are trying to edify themselves, men laying back. Wise women seeking Jesus, women gathering knowledge. Men staying uneducated, men not standing up to responsibility. Women playing mother and father. Men not edifying themselves. This leads to confusion. Gender confusion!”*¹¹⁰

210. These comments raise issues of: changes in women’s attitudes and behaviours, and male identity, among others. This brings into focus the analysis of Linden Lewis, a Caribbean academic, who has done extensive research and writing on masculinities. Lewis defines ‘masculinity’ as *“a socially constructed set of gendered behaviours and practices of men, which are not frozen in time or culture and which are mediated by notions of race, class, ethnicity, religion, age and sexual orientation, among others.”*¹¹¹ Masculinity as a construct of

¹⁰⁸ *Ibid*, p. 17.

¹⁰⁹ Kairi SVG CPA, Vol. 1, p. 117.

¹¹⁰ Participants speaking at a rural focus group discussion, conducted for this CGA, May 2014.

¹¹¹ Linden Lewis (1996) “Caribbean Masculinity at the *Fin de Siecle*”, In Rhoda Reddock (ed.), *Interrogating Caribbean Masculinities. Theoretical and Empirical Analyses*, University of the West Indies Press, p. 254.

the gender system rooted in patriarchy, clearly privileges men over women in economic, social and political terms and at all levels as demonstrated in the data and analysis presented in this CGA. At the same time, it places a cultural pressure on men and also privileges some men above others, for, as Lewis explains, *“masculinity is not merely about how men relate to women, but about how men relate to other men, how they seek the approval, honour and respect of other men, and how they weigh and ponder the sanctions of other men.”*¹¹²

211. The men’s comments also conveyed the same concern in 2007/2008, with not being able to “put something on the table” or fulfil their role of breadwinner. For, although Caribbean women have historically been economic providers for their families, many without male support, men’s contribution to the economic well-being of the family cannot be denied. The culture has reinforced the ‘male breadwinner role’ and this positioning has reinforced the social and political power of males in society. For many men, being seen as the male breadwinner was/is at the core of the construction of their masculinity. Lewis asserts that, *“defining men as principal wage earners asserts and maintains male control over women and their reproduction. This control is in turn tied to men’s ability to appropriate the domestic labour of women in the household, as well as their capacity, depending on the relationship in which they stand to the means of production, to exploit women’s labour power outside the home.”*¹¹³
212. The one female in the group who commented in the discussion cited above, was forthright in pointing to the changes that have occurred among women: *“Women becoming pilot, prime minister, president, and playing high role in civil service... There is a shift.... We have to work with it and accept it.”*¹¹⁴ In other words, she was pointing out that, as confusing as it may seem to men, “we” (meaning both men and women) need to recognise and accept “the shift.” Some women were not quite as conciliatory, and much impatience was expressed towards men. The comment that “men are lazy,” was frequently made. It is as though, as one participant said, that “men have given up on themselves.”
213. Lewis denotes as “gender trouble,” the “shifting terrain of gender relations.” He posits that many men, confronted with this shifting terrain, *“throw up their hands in frustration over how to act, how to perform and how to behave under these new and politicized circumstances.”*¹¹⁵ This is the “gender confusion” which one speaker, quoted above, mentioned.

¹¹² *Ibid*, p. 262.

¹¹³ *Ibid*, p. 254.

¹¹⁴ Participants in focus group discussion.

¹¹⁵ Lewis, Op. Cit. pp. 257-258.

8.0 RECOMMENDATIONS

- ✓ Enhance capacity to promote gender mainstreaming through:
 - Transformative dialogue/awareness raising on ‘masculinities’;
 - Broad social mobilization of public interest bodies to address issues of gender equality and equity, for example, faith-based and civil society organisations;
 - More dialogue and problem-solving among men and women at the household, community and national levels;
 - Securing active participation in the transformation of gender relations.
- ✓ Strengthen the mechanisms for legal action to stem teen pregnancy and incest.
- ✓ Develop a National Policy on Gender Equality and Equity, with a central objective being the promotion of understanding around masculinity issues, and building the commitment and participation of men in the struggle for gender equality and equity.
- ✓ Engage actively with civil society organisations, for example, CARIMAN, to address masculinity issues.

NEGOTIATING SEXUAL RELATIONS

214. The wider career choices and leadership positions that women are seen as accessing, and to which the female speaker referred, may be easier to accept than situations where the shifting gender relations enter into more intimate terrain. Another group exchange generated frank comments on issues of sexuality and some of what was being experienced in this area. Men spoke openly, and supported each other, in discussing experiences of situations in which women would refuse to engage in sexual intimacy. This was/is clearly a source of pain and anger to them, and damaging to relationships in the home and family. In their responses, evoking much laughter in one discussion, women explained that in many instances men would come home drunk on alcohol or high on drugs, “demanding” sexual intimacy in that context and condition. “Their abuse of their bodies,” the women argued, “affected the whole situation for both men and women.”
215. The Gender Affairs Division conducts programmes among men through its Male Desk. GAD reported some engagement in its “Men on the Block” and “Fathers versus Sons in Sports” initiatives. In 2013, Fathers versus Sons in Sports, for example, worked with some 75 men in two communities. From this experience, GAD confirmed that men were very concerned about issues related to sex, for example, with navigating sexual relations in the context of HIV and AIDs, and what are seen as “new demands by women.” Fear of infidelity, that “women will move to other men who do those things;” fear of prostate cancer, and that the practice of multiple partners is under some threat; were also among the issues men raised, GAD reported. Men were also suffering violence and abuse by women, have been reluctant to speak of or report it due to feeling ashamed. Men in the rural areas in particular, were said to be facing “big financial struggles.” The view was expressed that because these issues were not being discussed in the public domain or the home, they contributed to the abuse of women and girls including teen pregnancy and incest.

WOMEN AND THE BURDEN OF RESPONSIBILITY FOR CARE

216. An important issue for women, which was shared across their differences of education, occupation or social position, was what they described as their overwhelming responsibility for home and child care. Women, it was stated, were tired and frustrated with sharing the breadwinner role, along with the full care-giving role, without seeing men sharing domestic responsibilities to a greater degree. There was also the view that having the full responsibility for care restricted the ability of many women to seek opportunities for self-development outside the home. Mothers employed outside the home and especially in the tourism sector, worked long hours with no structured opportunity for the care of their children, who were often left on their own. Provision of day care, as well as consistent support by fathers in parenting, were needed, it was proposed. This would enable women to pursue and to undertake work outside the home, and balance this with their other responsibilities, and the benefit of the family and nation.

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9.0 LEGAL AND INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY

217. Under Articles 1 and 13 of the *SVG Constitution*, women are entitled to “fundamental rights and freedoms,” including freedom from discrimination on the basis of sex. In the context of constitutional reform proposals, it was suggested that this provision be expanded to specifically refer to the equality of women and men, as proposed in the *1997 Concluding Comments of the Committee on the Elimination of Discrimination against Women to SVG*.¹¹⁶ It needs to be noted that the move to constitutional reform was defeated in a 2010 referendum; hence the original provision remains in force.
218. SVG is signatory to key international treaties that address the protection of women and girls. These include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), acceded to in 1981; the Convention on the Rights of the Child (CRC), ratified in 1993;¹¹⁷ and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (or Convention Belém Do Pará), ratified in 1996. However, while there is agreement that the state has enacted a significant body of laws to meet these commitments, there is much concern about the extent to which the principles have influenced legal and programmatic reform. For example, a 2010 UNICEF report stated that the country “had begun a slow harmonizing process but had not carried out any general and significant review of its legislation directly relevant to children since its ratification of the CRC.”¹¹⁸ In addition, the Government has reported that the Convention of Belém Do Pará has not been incorporated into SVG legislation.¹¹⁹
219. Revisions to a number of key laws and orders have been made to address the employment-related concerns of women and children. The *Equal Pay Act (No. 3) of 1994* sets out equal remuneration for all workers including industrial and agricultural workers, and allows for maternity leave to be granted to women. The *Employment of Women, Young Persons and Children Act (No.53) of 1992* addresses the employment of women, young persons and children in industrial work and on ships. And the *Wages Regulations Orders (2003)* establishes minimum wages and maternity benefits for particular categories of workers (domestic workers, hotel workers and shop assistants), most of whom are women.¹²⁰ The Wages Regulations, the National Insurance (Benefits) Regulations, and agreements negotiated with trade unions, grant women maternity leave entitlements.¹²¹
220. Violence against women and girls is addressed primarily through the *Domestic Violence (Summary Proceedings) Act (1995)*. Under the Act, victims of abuse, married or within common-law unions, can obtain a Protection, Occupation or Tenancy Order against perpetrators, issued by the Family Court. However, a number of legal shortcomings exist in the Act. Among them: (1) the rights of persons in visiting and same-sex relationships to protection are not covered;¹²² (2) domestic violence is not criminalized;¹²³ and (3) the Act does not include a comprehensive definition of domestic violence.¹²⁴ Work had started on the revision of the Act through the implementation of the OECS Family Law and Domestic Violence Reform Project, and the current Act has been revised in accordance with a model CARICOM Domestic Violence Bill, and island-wide

¹¹⁶ Committee on the Elimination of Discrimination Against Women (1997). *Concluding Comments of the Committee on the Elimination of Discrimination Against Women: St. Vincent and the Grenadines Combined Initial, Second and Third Periodic Report*.

¹¹⁷ The CRC’s Optional Protocols on the Involvement of Children in Armed Conflict (acceded to in 2011), and the Sale of Children, Child Prostitution and Child Pornography, were acceded to in 2011 and 2005, respectively.

¹¹⁸ *Child Rights References Periodic Review*, p. 8.

¹¹⁹ Response to the Questionnaire of the 2nd Multilateral Evaluation Round of the MESECVI (SVG) (n.d.).

¹²⁰ http://www.ilocarib.org.tt/cariblex/stv_act7.shtml

¹²¹ Response to the Questionnaire of the 2nd Multilateral Evaluation Round of the MESECVI (SVG) (n.d.).

¹²² Ministry of NMS (2013). *St. Vincent and the Grenadines National Action Plan on GBV, 2013-2017*.

¹²³ US Dept. of State (2014). *St. Vincent and the Grenadines, 2013 Human Rights Report*.

¹²⁴ ECLAC (n.d.). *An Evaluative Study of the implementation of Domestic Violence Legislation: Antigua and Barbuda, St. Kitts/Nevis, St. Lucia, and St. Vincent and the Grenadines*.

consultations held. However, debates in the National Assembly about this amendment have not commenced. Before the passage of the *Domestic Violence (Summary Proceedings) Act (1995)*, redress for victims could only be sought under the *Domestic Violence and Matrimonial Proceedings Act (1984)*, which granted injunctions through the High Court and only to partners who were legally married. Extrajudicial settlements (e.g., mediation) for violence against women, while not banned, have been discouraged and may be prosecuted under Chapter VI of the *Criminal Code Cap 124* that addresses matters regarding the administration of justice.¹²⁵

221. Legislation pertaining to physical, sexual, and other forms of abuse is also addressed under the *Criminal Code Cap 124* of the *1990 Revised Laws of SVG*, where sexual offenses (Chapter VIII); offenses against the person, including femicide; and abduction and kidnapping attract various penalties.¹²⁶ However, there is no protection for sexual harassment under this or any other law. Human trafficking is addressed under the *Prevention of Trafficking in Persons Act (2011)* and the *Criminal Code Cap 124*, Section 201, and while it does not address forced prostitution, the Code includes penalties for encouraging prostitution and detention in a brothel.¹²⁷ The special needs of abused children are addressed through a Child Abuse Protocol (2006) set up to manage the reporting of and response to child abuse.
222. With regard to sexual and reproductive health and rights, the Government has made provision for access to a variety of modern contraceptive methods through the public health system, without discrimination on the basis of sex. The age of consent is 16 years, and a person who has sex with a girl under 16 can be charged for one or several crimes, depending on the offense. Abortion is generally prohibited. However, under the Section 149 of the *Criminal Code Cap 124*, a pregnancy may be lawfully terminated in order to save the mother's life or preserve the mother's physical or mental health; in cases of rape, incest, or foetal impairment; or for economic or social reasons; if the medical practitioners attending to the woman/girl agree "in good faith" that circumstances warrant such an action.¹²⁸ If a girl decides to continue the pregnancy, there is policy support, for example, to ensure that she is able to continue her education through reintegration into secondary school. There is, however, no law that mandates emergency prophylactic care and treatment, especially in cases of sexual violence, for victims who have sexually transmitted infections (STIs) including HIV. SVG also continues to require that married women get permission from their spouse for a tubal ligation, in contravention of Article 12 and 15 of CEDAW.^{129 130}
223. Legal marriage is the only recognised union in SVG and, according to the *Marriage Act (Cap.173)*, 15-year old girls and 16-year old boys are allowed to marry. In 2002, the CRC recommended that the ages for both sexes be equalized. However, eight years later, a UNICEF report showed that the disparity remained.¹³¹ Common-law unions are only recognised under the *Domestic Violence (Summary Proceedings) Act 1995*, where reference to a "common law spouse" means a person of the opposite sex who lives with a person as a husband/wife without being married. As such, women in common-law relationships do have access to certain entitlements, under the law. Married women also continue to experience discrimination in relation to property rights:

¹²⁵ OAS (2012). *Response to the Questionnaire of the 2nd Multilateral Evaluation Round of the MESECVI (SVG)*, p.12.

¹²⁶ *Ibid.*

¹²⁷ *Ibid.*

¹²⁸ UN Population Division (2002). "St. Vincent and the Grenadines", In *Abortion Policies: A Global Review*, p. 68. See also UN Population Division (2013). *World Abortion Policies*.

¹²⁹ Committee on the Elimination of Discrimination Against Women (1997). *Concluding Comments of the Committee on the Elimination of Discrimination Against Women: St. Vincent and the Grenadines Combined Initial, Second and Third Periodic Report*.

¹³⁰ OAS (2012). *Op. Cit.*, p.12.

¹³¹ Child Rights International Network (n.d.). *Child Rights References in the Universal Periodic Review, 2011*.

*The situation relating to marital property and the division of such property after divorce gives rise to discrimination against women in Saint Vincent and the Grenadines. Women who have worked within the home or have contributed less financially but who have contributed in raising children and discharging household duties often receive a smaller share of the proceeds of the marriage.*¹³²

224. Regardless of their parents' marital status, children generally benefit from equity under the law. Under the *Maintenance Act (1989)*, children born within and out of wedlock are entitled to provision up to the age of 16, regardless of sex. Maintenance for children over 16 years is only mandated if the child is unable to maintain him/herself because of a mental or physical disability. Additionally, there is also no discrimination against a child based on the child's, or his or her parent's or legal guardian's disability. Under the *Education Act (2005)* and the Education Policy (1995), there is universal access to primary and secondary education; however, only primary education is compulsory and free. With regard to inheritance, "the *Status of Children Act, Cap. 180* of the *1990 Revised Laws* removed discrimination against children born out of wedlock regarding succession to property on intestacy or which emerges out of the construction of a will. The law allows for a child born out of wedlock to have equal status with his or her siblings born in wedlock, once the paternity has been established *prima facie*."¹³³
225. Discrimination is known to occur with regard to applying for a passport for a child under 16 years old. Currently, it is mandated that a passport application for children under 16 years, whether for a stand-alone passport or as part of the passport of another person, must be accompanied by written consent of the child's father. In lieu of this, once the father is alive, the child's mother or another person claiming legal custody must produce a court order that states that the child has been committed to that person's custody.¹³⁴
226. At the highest level, justice is administered through a unified Supreme Court and Court of Appeal, co-shared by member countries of the OECS and, at the local level through Courts headed by Magistrates, where civil and criminal matters are heard. The Family Court, which became operational in 1995, has sole responsibility for hearing matters related to specific laws including *The Employment of Women, Young Persons and Children Act*, *The Maintenance Act*, the *Domestic Violence (Summary Proceedings) Act* and *Sexual Offences under Cap. VII*

9.0 RECOMMENDATIONS

- ✓ Accelerate legal reform measures regarding:
 - the revision of the *Domestic Violence (Summaries) Act* in accordance with the proposed model Bill;
 - the recognition of common-law unions, using the experiences of other jurisdictions within the Caribbean, for example, Jamaica.
 - the recognition of sexual harassment as a crime;
 - the discrimination that divorced women experience in the division of property;
 - removal of the requirement that husbands have to give their consent for tubal ligations;
 - removal of the requirement that fathers have to give their consent for passport applications to be made for children under 16 years.
- ✓ Facilitate country reports to CEDAW, the Human Rights Council, etc. by supporting the research that needs to be done to complete them.
- ✓ Discuss, with the relevant decision-makers, a timetable for the abovementioned actions to be taken.
- ✓ Strengthen the legal aid system to facilitate access to justice by women and their families.

¹³² OAS (2012). *Response to the Questionnaire of the 2nd Multilateral Evaluation Round of the MESECVI (SVG)*, p. 12.

¹³³ UN (2011). *SVG National Report submitted to the Human Rights Council*.

¹³⁴ Ministry of National Security (n.d.). *Application for a St. Vincent and the Grenadines Passport*.

of the Criminal Code. Within the judicial system, females have a good level of participation, as discussed in a later section.

OBSERVATIONS

227. Good progress has been made in the law to advance women's rights. A critical requirement is the full implementation of these laws, and in ways that facilitate effective access to justice. As such, the legislative framework needs to be strengthened, both in terms of revision of some statutes as well as in the administration of the law.

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10.0 NATIONAL CAPACITY FOR GENDER MAINSTREAMING

228. This section examines the extent to which the SVG has the capacity to mainstream gender in its development framework for planning and implementation, i.e., whether there is an ongoing process in place which builds the competence, skills, systems, resources and relationships at the institutional, policy and programmes/projects levels for gender mainstreaming. Gender mainstreaming, as defined earlier, is “*the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels.*” The principal goal of gender mainstreaming is to ensure that women and men, girls and boys, benefit from development interventions, and that neither sex is negatively affected. The key entry points for gender mainstreaming are at the institutional, policy and programmes/projects levels, and sex-disaggregated data and gender analysis are key instruments in the process.
229. There have been some important actions taken in SVG towards the gender equality agenda, which have been discussed in previous sections. Against this background, a central issue is first, to assess the state of the national gender machinery which is in place to further advance the agenda; second, to identify what are some of the results being seen consistent with the state of the national machinery; and third, to discuss what measures may be necessary at this stage to enhance the capacity of the national machinery.

THE GENDER AFFAIRS DIVISION – HUB OF THE NATIONAL GENDER MACHINERY

230. The Gender Affairs Division (GAD) of the Ministry of National Mobilisation is the main entity charged with the task of gender mainstreaming. However, GAD is only one component of the national gender machinery. Other Ministries and Departments, civil society, and women’s organisations through the National Council of Women (NCW) in particular, comprise a network to fulfil a mandate to which the State has committed. The private sector is also seen as a key partner, as are international development agencies whose financial and technical support has been critical over the years.
231. GAD’s mandate includes: (i) conducting research and analysis for gender policy development and deployment within the State bureaucracy; (ii) encouraging/facilitating the collection of sex-disaggregated data by agencies; (iii) introducing and supporting gender mainstreaming in policies and key sectors; (iv) strengthening partnerships towards the development of a gender policy; and (v) addressing the prevention and eradication of domestic violence.¹³⁵
232. In relation to competencies and skills, GAD has a complement of seven staff members, but over the years, has experienced a high staff turnover so that only two members have significant institutional experience. The Division is also under-resourced in other areas, for example, it receives approx. 2% of the Ministry’s overall budget, and has not been able to procure much needed equipment. However, GAD collaborates with other entities within its parent Ministry, and other Ministries and agencies to address important gender issues. For example, GAD, in collaboration with the Ministry of Education, and the Family Services Division of the MNM, designed and implemented a “Support for Teen Mothers” programme, which supports the payment of fees, purchase of books, provision of transportation and day care services to ensure that teen mothers are enabled to continue their education. GAD also conducts and participates in public education programmes on domestic violence, HIV and AIDS, and other social issues. Since October 2013, in partnership with the Police and Statistics Departments, the collection of data on domestic violence is being systematized. As discussed on other sections of this report, the information will support the implementation of the strategy and action plan to address gender-based violence, which GAD has been responsible for drafting.

¹³⁵ Government of St. Vincent and the Grenadines. *Combined Fourth, Fifth, Sixth, Seventh and Eight Periodic Reports to the Committee on the Elimination of Discrimination Against Women and the Implementation of the CEDAW Convention*. (This report represents the situation for the period 1995–2010).

233. GAD's limitation in fulfilling its mandate for gender analysis, the development of gender-responsive policies and programmes, and monitoring and evaluation affects gender mainstreaming in the public sector more broadly. The Inter-Ministerial Committee comprised of Gender Focal Points established between 2002 and 2005 and coordinated by GAD, sought to engage all Ministries towards developing and implementing a coordinated gender equality agenda. It was expected that the Inter-Ministerial Committee would promote the integration of gender analysis from the institutional to the policy and the programmes/projects levels. Many of the inhibiting factors at work then are currently still evident, as well as others. These include:
- i. the continued lack of financial resources and skills to put the work on a proper footing;
 - ii. the need for training in gender mainstreaming to build skills and competences at broader and deeper levels;
 - iii. the absence of systematic monitoring and evaluation of work: "no one wants to offend the other," according to one stakeholder interviewed;
 - iv. a view that gender is a "female thing ... dealing with women's business," and that "the system and laws are skewed to women;"
 - v. a perspective that gender mainstreaming was/is "a foreign agenda being pushed by external interests."
234. So although there are individuals in other Ministries, e.g., Health, Education and Agriculture, and the Central Planning Division, who have participated in gender sensitization and training and have an interest in responding to the national agenda, there is the strong view that GAD needs to take the lead and become a more influential body within the public sector. However, related to this expectation, GAD observed in its *2010 Report to the Inter-American Commission on Women*, that "*the NWM (national women's machinery) ... is seen as a welfare department and does not have the respect of other agencies as a policy coordinating department. It would need greater contact with the budget process and MoF officials to have any impact on gender mainstreaming in economic policy formulation.*"¹³⁶

SOME RESULTS OF WEAK CAPACITY

235. A number of consequences flow from weak capacity (competencies, skills, systems, resources and relationships), especially in relation to gender analysis and planning that, despite GAD's best efforts and achievements for women since Beijing in 1995, create barriers to SVG's development efforts. To cite three areas:
- i. There is little or no attention at the macro-institutional level to gender and development analysis and gender-responsive objectives in the policy and programmatic development framework of SVG. Citing the *NESDP* as an example, gender equality outcomes are not factored into plans, strategies and budgets, and there is weak coordination around the collection, dissemination and use of sex-disaggregated data.
 - ii. Despite gains in some areas, particularly in the legislative framework, there has been slow progress in meeting regional/OECS and international treaty commitments on gender equality in critical areas such as women's leadership in politics and management.
 - iii. The under-utilization of the best resources of women in decision-making and management of the economy persists. This is sharply illustrated in the under-representation of women on public sector boards.

WOMEN IN POLITICS AND PUBLIC SECTOR MANAGEMENT

236. A July 2014 report commissioned by the Economic Commission for Latin America and the Caribbean (ECLAC) identified "increased support for women as leaders in the public and private sector," as one of the

¹³⁶ *National Report: St. Vincent and the Grenadines* (2010). Presented at the Inter-American Commission on Women, Thirty Fifth Assembly of Delegates (3-5 November 2010). p. 4.

main accomplishments in the promotion of gender equality and the empowerment of women since Beijing.¹³⁷ This conclusion requires much qualification, for while there are areas of advance, there are persistent and glaring gaps still to be filled. The public service and the diplomatic field are areas in which advances can be seen in SVG. For example, 7 of the 13 permanent secretaries are females;¹³⁸ in the Judiciary, the Registrar of the Supreme Court is a female, one of the two High Court Judges is female, as are two of four Magistrates. In the diplomatic service, the country's Ambassadors to the United Nations and to the United States are females.

237. As observed in the *NESDP*, many positions in the bureaucracy are headed by women. However, in terms of political participation and decision-making influence, little progress has been made. Although females constitute the majority of voters, as well as workers, community mobilizers and organisers in party politics, they are invisible in political leadership. In the unicameral House of Assembly, there are 21 members in total – 15 elected representatives and 6 appointed Senators – 4 on the Government side and 2 on the Opposition side. Currently, there are three females in the House, one elected member and two appointed. The Cabinet is comprised of 12 persons, 10 males and 2 females. The Attorney-General, while being a Public Servant, is required to attend Cabinet meetings. The other female is the Deputy Prime Minister and Minister of Education.
238. Since 1997, the Committee on the Elimination of Discrimination Against Women reported on the persistent gender gap in political life, in its Concluding Comments on SVG. The CEDAW Committee indicated that, “the low participation of women in the political parties and as candidates for election was of great concern to the Committee.”¹³⁹ The failure to advance on this aspect of the gender equality agenda remains a matter of deep concern, and although not widely discussed in public, there is no shortage of analysis by both women and men of some of the main reasons for the situation:
 - “Too much mud-slinging in politics.”
 - “Women used to the safety net ... to have a man to protect you, so you feel better to have a man in politics.”
 - “Women have grown up to believe and accept that their position should be lower than that of men ... in the home, the school, even in sports. In school, the class with the male teacher is more respectful.”
 - “There is no security in politics Women pull back into their shell.”
 - “Child-bearing responsibilities are a big barrier.”
 - “Women are not supported by other women.”
 - “Women are not prepared for leadership ... If they were, they would be strong enough to demand it.”
239. These statements resonated with sentiments expressed at the First National Congress of Women of SVG, convened by the National Women's Council in March 2012. The final Statement, while lauding the gains made by and for women in the country, posited that the low participation of women at the political and policy levels, “hinders their concerns from being fully addressed.” It spoke of the impact of “deepening political divisions ... leading to creeping bitterness and dissatisfaction,”¹⁴⁰ and made specific proposals to advance women's political engagement at the highest levels. These included: the adoption of quotas by political parties for the slate of candidates for elections; the conduct of leadership training for women in all sectors; encouragement of women in the country and diaspora to support women in politics; and the “development of a political culture that allows women to work across party lines to develop issues wherein they find common ground.”¹⁴¹ As laudable as these proposals are, the National Women's Council has not been able to build on the support marshalled at that first congress to carry these forward. The Council is experiencing challenges of

¹³⁷ Ellis and Associates Inc. (July 2014). *On the Way to Beijing+20. National Review, St. Vincent and the Grenadines*. Division for Gender Affairs of the Economic Commission for Latin America and the Caribbean, p. 9. See www.cepal.org/...St.Vincent

¹³⁸ Sex-disaggregated data were not available on the leadership of departments in the public sector.

¹³⁹ www.un.org/womenwatch/daw/cedaw/cedaw25years/content/english/Concluding_Comments_/Saint_Vincent_and_the_Grenadines

¹⁴⁰ First National Congress of Women of St. Vincent and the Grenadines, 21-22 March 2012, p. 1.

¹⁴¹ *Ibid*, p. 4.

organisational survival, even as individual members represent the organisation, for example, on the Board of the BNTF. It also retains its link within the Caribbean Women's Association (CARIWA).

LEADERSHIP ON PUBLIC SECTOR BOARDS, 1994–2014

T22: PARTICIPATION ON STATUTORY BOARDS, PUBLIC CORPORATIONS AND OTHER GOVERNMENT BODIES BY GENDER (1994 AND 2014)

ORGANISATION	1994		2014		CHAIRPERSON (2014)
	Male	Female	Male	Female	
Air Transport Licensing Authority	3	2	4	1	M
Arrowroot Industry Association	9	2	2	1	M
Carnival Development Committee	15	4	13	2	M
Central Supplies Tenders Board	6	1	6	1	M
Central Water and Sewerage Authority	7	1	7	1	M
Development Corporation	10	-			
General Equipment and Services Corporation	7	-			
General Nursing Council	3	7			
Housing and Land Development Corporation	8	1	10	1	M
Income Tax Appeal Commission	2	1	4	1	M
Lewis Punnett Home Board of Trustees	4	2	2	6	F
Liquor Licensing Board	13	3	16	2	M
National Broadcasting Corporation	5	2	4	4	M
National Insurance Scheme	9	-			
National Lotteries Board	3	-	6	2	M
National Sports Council	11	1	11	1	M
Nurses Selection Committee	2	7	2	6	F
Pesticides Control Board	6	-	6	1	M
Physical Planning and Development Board	14	-	15	1	M
Prisons Visiting Justices	11	2	9	5	M
Public Assistance Board	11	5	5	12	M
St. Vincent and the Grenadines Trust Authority	7	-			
St. Vincent Banana Growers Association	11	1			
St. Vincent Marketing Corporation	7	2			
St. Vincent Port Authority Council	7	2	9	1	M
Transport Board	6	-	4	-	M
Valuations Appeal Board	3	-	2	1	-
	200	46		137	50

240. The inertia around advancing women's leadership and decision-making potential is perhaps most evident in their under-representation on public sector boards. These are entities that are charged with decision-making involving the use of public resources in critical areas of the economy, and to secure vital interests of and for the state.

241. The data in Table 22 above compares women's participation on the same boards in 1994 and 2014. In 1994, there were 27 boards with 246 members. In 2014 some of the boards no longer exist, and so the total comparable figure is 187 members. Comparing membership of the same boards in 1994 and 2014, over the 20 years, there was a slight 8% increase in the female composition from 18.7% to 27.0%. The limited increase in women's board membership took place in the welfare management sector. For example, the Lewis Punnett Home Board of Trustees in 2014 showed a 50% reduction in males appointed and a 100% increase in female appointments; and female participation in the Public Assistance Board saw a 100% increase. Males have retained overwhelming control of the economy, with 73.3% on Boards in 2014, down from 81.3% of positions in 1994.
242. In 2014, a total of 88 boards were in place with a total membership of 702 persons, 505 males (73%) and 197 females (27%). See Appendix for a full listing of the 2014 boards. The movement over the 20 years is reflected in Table 23 below. The data and that in the other related tables show that:
- there was a 226% increase in the number of boards (from 27 to 88) over the 20 years;
 - women chaired 12 or 13.6% of all boards in 2014, compared to males who chaired 60 or 68% of all boards;¹⁴²
 - women have moved from holding 18.7% of seats (46) in 1994 to 27% of seats (197). This represents an 8.3% increase over the 20 years;
 - men held 83% of seats (505) in 2014, a reduction of 8.3% from 1994, and have reduced participation on entities to do with social welfare.

T23: MALES AND FEMALES APPOINTED TO BOARDS IN 1994 AND 2014

YEAR	NO. OF BOARDS	CHAIRPERSONS			BOARD MEMBERSHIP				TOTAL BOARD MEMBERSHIP
		M	F	N/A	M		F		
					#	%	#	%	
1994	27	-	-	-	200	81.3	46	18.7	246
2014	88	60	12	16	505	73.0	197	27.0	702

SOURCE: COMPILED FROM DATA PROVIDED BY THE OFFICE OF THE PRIME MINISTER, MAY 2014.

243. Of significance to the discussion of gender, power and decision-making on boards, is the fact that women have marginal leadership and influence of the economy. The critical levers of production and resources (land and maritime assets), management of infrastructure and utilities, banking and finance, public sector investments, e.g., the international airport and tourism, information and communications technology, aviation, supervision/oversight of the organs of law and order and security, continue to be firmly under male control.¹⁴³ On the other hand, gender segregation continues to be evident, as women are appointed mainly to boards dealing with welfare (public assistance) and education, for example, the SVG Community College, the Education Advisory Board, the National Accreditation Board, and Nurses Selection Board. In a few instances, women have not been appointed at all, for example, on the National Properties Limited, the National

¹⁴² Please note that of the remaining boards, the position of chair is held by another entity or in a few cases, the chairperson was not named.

¹⁴³ There is a growing body of literature, also reflected in advocacy and action globally, to increase the membership of women on boards, as a means of increasing transparency, accountability, and financial returns in corporate entities. See, for example, www.catalyst.org/issues-board-diversity

Investment Services Committee, the National Centre for Technological Innovation, the National Quarry Board, and the Police Oversight Committee, to name a few bodies.¹⁴⁴

244. Women, the *NESDP* states, “are visible as public sector leaders and may represent their Ministries or Departments on some Boards. However, it also notes that *“their positions entitle them to implement rather than influence directly the formulation of policies and decisions.”*¹⁴⁵ Thus these women in leadership have little say in influencing policy to address, for example, the vulnerability of female-headed households or any other development imperative. Their primary role is to execute decisions that are taken.
245. There is a need to understand more fully, the relationship between masculinity and the State in the Caribbean and institutions that are important sites for power for men. Linden Lewis articulates the view, which the data presented on boards elucidate, that *“it is not merely a question of the numbers of men in this or that institution or arena but, more importantly how this institutional presence of men is finessed, manipulated and used to consolidate themselves within the apparatuses of power in Caribbean society”*.¹⁴⁶
246. What is also needed is action to strengthen the structure of opportunity for women, across generations and social positions. Also needed are measures to support women to deal with the institutional force of male dominance, as well as to support men to move beyond the current experiences onto another platform for social transformation. Women with experience in business spoke of the exhaustion of having to battle ‘the old boys’ network’, not so much with bitterness or hostility to men as a group, but from a sense of frustration that the exclusion of women from leadership and decision-making meant that the playing field is not level. For example, in business, some of the best skills were being by-passed and the returns on investment in education and training were not being optimized for private sector development and by extension, the nation’s benefit towards the forward-looking economic restructuring proposed by the *NESDP*.
247. Regardless of their location within the social structure, the same factor, namely, the gender system acts as a debilitating force to females and an enabling force to males in some ways, but destructive of the larger development agenda, as the aphorism quoted in the *NESDP* asserts.

10.0 RECOMMENDATIONS

- ✓ Integrate gender mainstreaming objectives into the Government’s Medium-Term Development Strategy of the *NESDP*, and identify an outcome such as enhanced capacity to promote gender equality and to implement gender mainstreaming. This would include:
 - Use of sex-disaggregated data and gender analysis in the planning, implementation, monitoring and evaluation of all programmes and projects. This would be monitored through the conduct and content of needs/situational analyses, development of indicators, appraisal reports, and evaluations;
 - Allocations from the central budget process for financing of GM processes, programmes and projects;
 - Evidence of risk analysis and measures to address the possible negative impacts of projects on the safety and security of participants.
- ✓ Adopt a strategic approach to the reform of all components of the national gender machinery including: (a) the Gender Affairs Division; (b) at the level of the Planning Division; (c) the Inter-Ministerial level ;and (d) the civil society component. This will require, among other strategies:

¹⁴⁴ See Appendix 3.

¹⁴⁵ See Country Reports – SVG, International Women’s Rights Action Watch, 2003.

¹⁴⁶ Linden Lewis, Op. Cit., p. 262-263.

CIVIL SOCIETY AND THE NATIONAL MACHINERY

248. Many civil society organisations (CSOs), comprised of non-governmental organisations (NGOs) and community-based organisations (CBOs), are reportedly still carrying out important activities in areas such as rural development, child care, counselling, training, youth organizing, and disaster and general welfare support to vulnerable persons. These include long-standing organisations such as the Red Cross, faith-based organisations linked to the main churches, the Salvation Army, among others. Marion House, facilitated by the Roman Catholic Church, offers a wide variety of services, including counselling, training particularly of youth, and parenting support, and is active in the human rights lobby. The National Women's Council, already mentioned, represents women's interests on public matters and partners with the Gender Affairs Division.
249. With regard to civil society, the *NESDP* has set out among its strategic interventions, the deepening of relations through creation of "*an enabling environment for the greater integration of civil society in national development*," and towards the "*development and empowerment of a non-partisan and autonomous civil society*." ¹⁴⁷ Although specific actions are not indicated, these are goals for good governance, to which CSOs agree. They however, also cite constraints such as the low organisational capacity of the civil society/non-governmental sector. This is seen as linked mainly to their dependence on external project funding.
250. In response to a question on civil society by the Organisation of American States (OAS), relating to follow-up done on the Convention Belém Do Pará, the Gender Affairs Division reported that "*many civil society organisations experienced problems with sourcing funding for the continuing of their work and as a result many of them became dormant or reduced the scope of their activities*." ¹⁴⁸ Among those deeply affected are umbrella groups such as the Windward Islands Farmers Association (WINFA), and the National Council of Women. Recognised as the representative civil society body on the national gender machinery, the NCW has, over the years, been a close partner of GAD and had been receiving a subvention from the State to assist in its work. It had been seen as a body to advocate for women's gender interest within the State, representing as it did, many women's organisations in the wider community. As discussed earlier, the organisation is facing resource challenges which limit its organisational functioning.
251. WINFA, set up in 1982 as an informal association of farmer groups to support small-scale farmers, expanded in 1987 into an

10.0 RECOMMENDATIONS

- Partnering with the UWI Open Campus to institute a programme of training in gender and development, in order to build a new cadre of persons with gender awareness and skills.
- ✓ Strengthening existing initiatives for sex-disaggregated data collection and dissemination.
- ✓ Engaging in a process to grow a deep social partnership among all the parties – Government, the private sector, and civil society including NGOs, CBOs and FBOs on to how the strategic objectives of the *NESDP* can be pursued.
- ✓ Integrating the gender empowerment agenda into the wider civil society engagement agenda through renewed energy by the National Women's Council and other civil society bodies.
- ✓ Engaging in dialogue among the Development Partners, and the public and private sectors, on how civil society sustainability can be enhanced, and measures for transparency and accountability implemented and monitored.
- ✓ Undertaking research on gender and decision-making in public and private sector Boards.

¹⁴⁷ *NESDP*, p. 107.

¹⁴⁸ Organisation of American States, *Saint Vincent and the Grenadines Response to the Questionnaire*, 26 March 2012. MESECVI-IV/doc.90/12, p. 11.

umbrella organisation representing farmers' associations in the four Windward Islands. This organisation, which has worked to support sustainable livelihoods among thousands of small farmers, is also facing challenges.

UNCERTAINTY ABOUT CIVIL SOCIETY'S VIABILITY/SUSTAINABILITY

252. The general observation was made that activities among NGOs and CBOs have revolved around discrete projects developed from time to time by external bodies. In this context, a Non-State Actors Board had existed, sponsored by the European Union (EU) to monitor projects funded by the EU under its Banana Adjustment Measures project. This board went out of operation in 2013, and with that the dispersion of the organisations that had come together. Issues of sustainability were also challenging because of dependence of some bodies on Government subventions, which if not received, were said to foster ill-will, suspicion and bring organisations almost to a halt. Because of the competitive environment for funds, it was said that a positive framework for discussing these issues collectively as civil society does not currently exist. At the same time, the drastic contraction in funding has raised questions about whether civil society was really seen as an important development partner and if so, how the integrity of civil society is to be secured.

FAILURE OF CIVIL SOCIETY AS A WHOLE TO PROMOTE THE GENDER EQUALITY AGENDA

253. As is the case in the public sector, the general pattern has been to see certain women's organisations as having responsibility for the gender equality agenda. Indeed, it was said that even within the 'women's sector', there is no common understanding or agreement on what the agenda should be. This is why there was some hope that the momentum of the 2012 women's congress would have been maintained, but instead, it seems to have dissipated.
254. These challenges show that bringing civil society into the development dialogue and action, as envisaged by the *NESDP*, will be a formidable, but not insurmountable task. Effective implementation of the *NESDP* on this issue rests among other things, on the fulfilment of another stated objective, namely "*to improve transparency and accountability in the public sector, civil society and the business sector.*" The private sector, which was said to be silent on the gender equality agenda, must also be brought into the conversation on the matter of how to promote sustainability of civil society as a valued development partner.
255. There is need for commitment and action towards a radical restructuring of all components of the national gender machinery, and to build capacity in the process.

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11.0 EXISTING GENDER AND DEVELOPMENT COOPERATION IN SVG

256. Like most Caribbean countries, SVG relies on technical and financial assistance from international Development Partners for many of its programmes. These partners include the European Union (currently the largest donor), with \$95 million Euros in grants; the Department for International Development (DFID), with an allocation of \$75 million pounds sterling for the 2011-2015 period; and Canada's Department of Foreign Affairs, Trade and Development, which funds regional projects from which SVG benefits.¹⁴⁹
257. The family of United Nations agencies, coordinated through the United Nations Development Assistance Framework (UNDAF) for Barbados and the OECS, "will see UN organisations implement programmes jointly, drawing on the breadth and depth of agency expertise and experience, across six development priorities at the sub-regional level."¹⁵⁰ The plan does not delineate, country by country, how agencies will work together. Rather, it highlights how each agency will contribute to the achievement of the planned outcomes. For example:
- Output 6.1 – A regional framework of harmonized data definitions, concepts and indicators is developed and technical assistance is provided for socio-economic and environmental data collection and analysis, which is a sub-action of Priority 6 – Capacity Building and Institutional Strengthening. This will require a combined budgetary allocation of US\$845,000 from six implementing partners: UNESCO, ILO, UNDP, UNICEF, UN Women and UNFPA.*¹⁵¹ Each UN agency "will continue to address development challenges at the national level, based on national needs and their specific agency mandates."¹⁵² SVG, for example, has benefitted from the work of UNICEF through projects on juvenile justice (a value of approx. US\$7.4 million across the six OECS countries)¹⁵³ and the establishment of child-friendly schools; from UNFPA, with regard to conducting the census; from UNDP, in collaboration with NEMO, with regard to disaster risk reduction; and from UN Women, which supports the Gender Affairs Division.
258. UNICEF's Eastern Caribbean Multi-country programme 2012-2016 is also focusing on building capacity in the sub-region, "to gather, disseminate and use social data for national policy decision-making." Focus will be placed on gathering sex-disaggregated data. Major partnerships, it was said, would involve regional partners, other UN agencies as well as government entities towards child-friendly budget allocations and child-sensitive social protection.¹⁵⁴

INTER-AGENCY DONOR COLLABORATION

259. As part of a strategy to maximize results from limited resources, donors are increasingly finding ways of collaborating. Despite differences in their priorities, eight donors who work in SVG have formally established ways of coordinating their efforts. In addition to reports of working with specific organisations, some agencies reported that they were members of a Private Sector Donor Working Group, and that collaboration through this group helped to manage some of the challenges of donor duplication.¹⁵⁵

¹⁴⁹ CDB Country Strategy Paper, SVG, p. 19.

¹⁵⁰ UNDAF (2011). United Nations Development Assistance Framework for Barbados and the Organisation of Eastern Caribbean States 2012– 2016, p. 20.

¹⁵¹ *Ibid.*

¹⁵² *Ibid.*

¹⁵³ OECS (n.d.). Juvenile Justice Reform Project.

¹⁵⁴ Eastern Caribbean Multi-Country Programme. Country Programme Document 2012-2016.

¹⁵⁵ Compete Caribbean Private Sector Assessment Report for SVG, 2013, p. 38.

260. The country also benefits from donor input through its membership in the Organisation of Eastern Caribbean States (OECS). For example, the 2013 Compete Caribbean Private Sector Assessment report shows that SVG directly received US\$122,561,000 in donor support for private sector development and was also likely to benefit from an allocation of US\$49,330,000 given to the OECS for the same purpose.¹⁵⁶

INCLUDING GENDER CONSIDERATIONS

261. Most development partners often strongly encourage the inclusion of gender considerations within the areas identified for funding in recipient countries.¹⁵⁷ However, there is much variation in the extent to which gender is prioritized in the work on the ground. According to *Compete Caribbean's Private Sector Assessment Report for SVG (2013)*, of eight donor agencies assessed (including the CDB), only one had no gender considerations built into its projects. Of those who did, there were varying degrees of emphasis. The CDB and DFID seemed most sensitive to the importance of gender and: (a) either mandated that it be included in projects; (b) ensured that it was a cross-cutting theme of all projects; or (c) developed institutional policies and strategies that described how gender was to mainstreamed into projects. Gender was said to be “implicitly” part of the programmes of three donors (IFC, EU, DFID), which suggests that it is acknowledged as an important issue, but there are no explicitly stated requirements laid out to ensure that gender analysis informs project design, implementation and/or monitoring and evaluation. In the work of the CARICOM Regional Organisation for Standards and Quality (CROSQ), it was assessed that “gender still needs to be defined for CROSQ projects.”¹⁵⁸

¹⁵⁶ *Ibid.*

¹⁵⁷ *Ibid*

¹⁵⁸ *Ibid*, p. 46.

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12.0 STRATEGIC ENTRY POINTS FOR CDB

12.1 CONSIDERATIONS

262. The approach to the identification of ‘entry points’ for CDB rests on a few considerations, namely:
- i. It responds to the core components of the development strategy for St. Vincent and the Grenadines as embodied in the *National Economic and Social Development Plan 2013-2025*, and reflected in discussion, agreement and commitments of the Caribbean Development Bank and its partners. These discussions have confirmed support and collaboration through a variety of strategies to: a) accelerate and sustain inclusive economic growth; b) promote social development; and c) focus on environmental protection and disaster risk reduction to enhance sustainable development.
 - ii. The approach focuses on advancing the gender mainstreaming (GM) strategy at the institutional, policy, programmes/projects levels, which are the main entry points for gender mainstreaming.
 - iii. The approach builds on existing initiatives and will enable SVG to more effectively implement gender mainstreaming requirements, which are set out in some project agreements with its partners. Response to further requests for support could be positively influenced by effective project implementation.

KEY REQUIREMENTS FOR GENDER MAINSTREAMING

263. GM is a process requiring actions in a holistic and integrated manner. Thus, while identifying specific sites of intervention, what is important is to bear in mind the inter-relationships and synergies between the institutional and other levels, but most of all, the overarching goal of promoting growth with equity in fulfilling the vision of the *NESDP*.
264. To bear good fruit, GM rests on key requirements, among them the following:
- i. Statement of policy and commitment to gender equality and the empowerment of women. The SVG does not currently have a national gender policy, which is a matter of priority. The absence of a policy is not a deterrent if there is a clear expression of commitment to gender equality and equity.
 - ii. Demonstrated commitment of the leadership and in financing is important markers.
 - iii. Strong influential Gender Focal Points for promoting GM. The proposal to strengthen gender expertise within the Planning Division of the Ministry of Finance and Economic Planning will help to centre the GM agenda at the heart of national/sectoral planning and budgeting. The Planning Division, it is envisioned, will work in close collaboration with the reformed Gender Affairs Division focused on its core mission.
 - iv. Strong partnerships among public and private sector institutions and civil society. There is already strong demonstration of this in the work and contribution of several development partners including the CDB. Some partners, such as civil society need to be actively engaged in the mandate.
 - v. Sex-disaggregated data. Small initiatives of collecting and disseminating such data are taking place, but a broad coordinated thrust is required. This will have the added benefit of ‘joining-up’ Government agencies.
 - vi. Gender-responsive personnel and work policies. A key question is the extent to which workplace policies support and advance gender equity.
265. Monitoring and Evaluation at all levels of GM – institutional, policy, programmes and projects, gender-sensitive monitoring and evaluation are key requirements at all stages of the cycle of the specific intervention.
266. Gender-sensitive evaluation is also critical, for example to measure the extent to which, for example:
- i. the intervention increased the participation of women in the project/programme;
 - ii. the intervention influenced institutional changes to support women’s empowerment;
 - iii. the intervention reduced gender disparities.

267. Capacity building and training of key actors in gender-sensitive monitoring and evaluation is an important aspect of all interventions.
268. This *CGA* shows that SVG is not unaware of these requirements, but that in most areas, for a number of reasons, they are not being adequately met. This *CGA* presents an important opportunity to strengthen and advance these aspects of the gender equality agenda to result in enhancing the country's potential for achieving its development goals.
269. A number of possible interventions proposed were discussed at the stakeholder workshop with strong endorsement as well as new proposals coming from participants. The proposals centred on the pillars of the conceptual framework, as follows: (a) building social empowerment capabilities; (b) economic empowerment; (c) political empowerment and leadership; and (d) legal empowerment and effectively addressing citizens' security in particular.
270. The table in the Executive Summary presents these proposals which are by no means exhaustive but they represent actions that vital and urgent to strengthen strategies that will lead to "balanced, comprehensive and sustainable development," as the *NESPD* envisions.

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APPENDIX I

PROPORTION OF EMPLOYED MALES AND FEMALES BY ECONOMIC SECTOR – 2012

INDUSTRY/ECONOMIC SECTOR	MALE	FEMALE	TOTAL
Agriculture, Forestry and Fishing	16.5	5.3	11.8
Mining and quarrying	0.1	0.0	0.1
Manufacturing	6.1	3.6	5.0
Electricity, gas, steam and air conditioning supply	1.2	0.4	0.8
Water supply; sewerage, waste management and remediation activities	1.1	0.3	0.8
Construction	18.7	1.9	11.6
Wholesale and retail trade; repair of motor vehicles and motorcycles	14.2	20.5	16.9
Transportation and storage	10.9	3.1	7.6
Accommodation and food service activities	5.2	10.4	7.4
Information and communication	1.3	1.3	1.3
Financial and insurance activities	1.0	3.2	1.9
Real estate activities	0.1	0.1	0.1
Professional, scientific and technical activities	0.9	2.2	1.5
Administrative and support service activities	3.2	2.4	2.9
Public administration and defence; compulsory social security	9.0	10.8	9.7
Education	3.5	13.6	7.8
Human health and social work activities	1.1	6.6	3.4
Arts, entertainment and recreation	0.6	1.2	0.9
Other service activities	1.8	2.6	2.2
Activities of households as employers	2.0	8.7	4.8
Activities of extraterritorial organisations and bodies	0.1	0.1	0.1
Not Stated	1.3	1.6	1.4
TOTAL	100	100	100

SOURCE: STATISTICS DEPARTMENT, CENTRAL PLANNING DIVISION, MARCH 2015.

APPENDIX II

LIST OF STATUTORY BOARDS/BODIES, BY GENDER ¹⁵⁹

	NAMES OF BOARDS/BODIES	CHAIRPERSON	MALE	FEMALE
1	Adoption Board	F	1	4
2.	Appeal Tribunal for Protection of Employment	M	3	-
3.	Bank of SVG	-	1	1
4.	BNTF Committee	F	5	3
5.	Board of Governors- SVG Community College	F	6	10
6	Cadet Force Advisory Committee	M	7	4
7	Caribbean Development Bank	-	3	-
8	Customs Appeals Commissioners	F	1	3
9	East Caribbean Central Bank	-	2	-
10.	East Caribbean Group of Companies	-	1	-
11.	East Caribbean Telecom Board	-	2	-
12.	Education Advisory Board	-	8	8
13	Energy Committee	M	9	2
14.	Financial Services Authority	M	4	3
15.	Firearms License Board	M	5	2
16.	Gaming Authority	M	4	-
17.	Input Warehouse Com.	M	7	-
18.	International Airport Development Co.	M	15	3
19.	International Monetary Fund	-	2	-
20.	International Gaming Committee	M	4	3
21	Invest SVG	M	4	4
22.	Land Surveyors Licensing Board	M	2	2
23.	Liat Board	-	2	-
24	Marine Parks Board	M	10	1
25	Maritime Commission	M	10	1
26	Maritime Security Advisory Committee	-	5	1
27.	Medical Accreditation Committee	M	3	2
28	Medical Board	M	2	1
29	Memorial Hall	M	2	5
30.	Multi-Lateral Investment Guarantee Agency	-	2	-
31	National Accreditation Board	F	9	11
32	National Aviation Security Programme	-	9	11

	NAMES OF BOARDS/BODIES	CHAIRPERSON	MALE	FEMALE
33	National Centre for Technological Innovation	M	7	-
34	National Commission on Crime Prevention	M	but composed of reps. Of various	Not gender specific
35	National Cultural Foundation	M	8	2
36	National Economic & Social Dev. Council	M	16	13
37	National Fisheries Company	M	7	-
38	National Insurance Services	M	7	2
39	National Investment Services Committee	M	5	-
40	National Parks, Rivers & Beaches Auth.	M	12	1
41	National Properties Limited	M	12	-
42	National Quarry Board	M	4	-
43	National Security Advisory Board	M	8	3
44	National Stadium Board of Management	M	10	2
45	National Standards Council	F	11	2
46	National Telecommunications Regulatory Commission	M	4	1
47	National Tripartite Committee on the Economy	M	7	2
48	National Trust Board	F	6	2
49	National Youth Commission		Rep. of various orgs	Not gender specific
50	Ottley Hall Marina Company	M	6	2
51	Petro Caribe SVG	M	6	2
52	Pharmacy Council	F	3	2
53	Police Chaplain Board	M	2	-
54.	Police Oversight Committee	M	4	-
55	Port Oversight Security Committee	M	7	1
56	Postal Corporation	M	9	1
57	Private Investigators & Security Guards Licensing & Advisory Board	M	6	4
58	PSC Board of Appeal	M	3	2
59	Public and Police Services Commission	M	2	1
60	Roads, Buildings and General Services Authority	M	8	3
61	Sector Skills Development Agency	M	7	5
62	Social Investment Fund	M	5	5
63	St. Vincent Electricity Services Ltd.	F	8	1
64	Tamarind Beach Hotel Board	-	3	-
65	Tourism Authority	F	9	1
66	Union Island Board of Tourism	M	4	1
67	WINERA Board	-	1	-
68	World Bank	-	1	1

	NAMES OF BOARDS/BODIES	CHAIRPERSON	MALE	FEMALE
	TOTAL- 68 Boards¹⁶⁰	M=43; F=10; NA- 15		

¹⁶⁰ Please note that this is only a partial list. The additional 20 boards are listed in Table 22, which compares the composition of the same boards which existed 20 years ago with the present situation.

APPENDIX III

ENTRIES AND PASSES CSEC – SVG (2013)

Subject	MALES		FEMALES	
	# sittings	Passe-1-111 %	# sittings	Passes 1-111- %
Literacy and Numeracy				
English A	660	50	808	66.2
English B	103	74.8	255	76.5
Mathematics	584	24.3	717	31.8
Additional Mathematics	N/A	N/A	N/A	
Sciences				
Agricultural Science SA	140	90	105	93
Agricultural Science DA	4	100	9	100
Integrated Science	379	84.7	405	83
Human and Social Biology	71	60.6	112	55.4
Biology	124	79	185	73.5
Chemistry	80	67.5	98	74.5
Physics	59	67.8	64	79.7
Humanities/ Social Sciences /and Modern Foreign Languages				
Caribbean History	98	60.2	200	61
Geography	236	77.5	192	76.6
Social Studies	475	73.3	560	70.9
Physical Education	219	97.3	180	92.2
Religious Education	0	0	5	80
French	38	78.9	98	83.7
Spanish	106	45.3	205	52.7
Business Studies				
Economics	44	79.5	82	92.7
EDPM	325	77.8	366	77.8
Information Technology	241	85.5	315	85.7
Office Administration	117	73.5	305	81
Principles of Accounts	109	77.1	228	80.3
Principles of Business	351	80.9	419	79.5
TVET and The Performing Arts				
BT CONSTRUCTION	11	90.9	0	0

Subject	MALES		FEMALES	
	# sittings	Passe-1-111 %	# sittings	Passes 1-111- %
BT Woods	105	80	2	50
Electrical /Electronic Technology	22	59.1	2	50
Mechanical Engineering	0	0	0	0
Technical Drawing	129	54.3	5	40
Clothing and Textiles	2	100	33	66.7
Food and Nutrition	110	80.9	211	83.4
Home Economics management	106	78.3	200	76.5
Visual Arts	48	60.4	26	76.9
Music	5	20	12	83.3
Theatre Arts	0	0	12	100

SOURCE: *OECS EDUCATION STATISTICAL DIGEST, 2012-13.*