Organization of American States
Department of Social Development and Employment
Inter – American Conference of Ministers of Labor

FINAL REPORT

INSTITUTIONALIZATION OF GENDER MAINSTREAMING IN THE MINISTRIES OF LABOR IN THE CARIBBEAN

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1.   BACKGROUND AND CONTEXT

This report presents results of the Caribbean component of a regional OAS study to assess the level of responsiveness to the recommendation to institutionalize gender mainstreaming in the Ministries of Labour in the Caribbean.

The study is an initiative of the Department of Social Development and Employment of the Organisation of American States (DSDE/OAS). It responds to a mandate received from the XV Inter-American Conference of Ministers of Labour (IACML) which instructed DSDE to conduct studies, formulate proposals and promote the exchange of successful practices regarding gender mainstreaming in public policies related to labour issues.

The study is also part of the Framework of the ILO-OAS Memorandum of Understanding of September 2007 agreed during the15th meeting of Ministers of Labour, which seeks to foster cooperation in the field of gender equality, and to promote gender issues in labour and employment policies. This initiative also supports the programme of the OAS Inter-American Commission for Women (CIM). The findings provide insight into the progress made in promoting gender equality and makes recommendations to improve the level of action to achieve gender mainstreaming in Ministries of Labour across the Caribbean.

1.1   Objectives

The specific objective of the study was to obtain a hemispheric panorama on advances made during the last decade with respect to the institutionalization of a gender perspective in the member ministries of the IACML. Findings will be presented to XVI Inter-American Conference of Ministers of Labour (IACML) to be held in September 2009 in Buenos Aires. The expectation is that the report will help to strengthen the application of gender based approaches in policies and programmes of the Ministries of Labour, and will allow DSDE as the technical secretariat of the IACML, to enhance and update its portfolio of good practices in the field of gender.

1.2   Methodology

The OAS designed and circulated the questionnaire to the Ministries of Labour in OAS member countries with a cover letter from the Director, seeking their assistance in submitting responses by November 2008. The requests and questionnaires were sent to Ministers responsible for Labour and copied to the Permanent Secretary, Labour Commissioners or Directors of Labour. In Haiti it was sent to the Ministry of Social Affairs and Labor.

Administration of the survey in the Caribbean encountered considerable challenges. There was a long delay in countries returning the questionnaires. The OAS Secretariat then followed up with telephone calls and e-mails which resulted in some additional questionnaires being returned. In the end, questionnaires were returned from 11 of the 14 Caribbean countries to which they were sent. As the researcher was based in Jamaica, there were additional delays as attempts were made to get the Jamaica questionnaire completed and to collect data for a case study. Other data collection strategies were used when it became evident that some countries were unlikely to respond and the content of some responses was minimal. Secondary sources were used to add to country data on gender initiatives. These included CEDAW country reports, OAS and ILO databases among other webs sources. Analysis of the country data was done and presented using frequencies and percentages.

1.3   Definitions and Concepts:

Gender is defined as socially constructed sex roles and attributes of males and females. Unequal gender roles result in the subordination of women, inequality in women's access to resources and status and opportunities for a better life. Gender is dynamic, changes over time, varies across cultures and creates ideals of masculinity and femininity. In contrast, sex defines the biological differences between women and men and these are usually unchangeable.

The goal of gender mainstreaming is **Gender equality.** This refers to uniformity in quantity, value and intensity of provisions made and measures implemented for women and men. Equality can usually be legislated. **Gender equity** refers to doing whatever is necessary to ensure equality of opportunities and outcomes in the life experiences of women and men. Equity is difficult to legislate: identical treatment may satisfy the equality but not the equity criterion.

Gender analysis is a process in which differences in status and experience of women and men can be highlighted. This provides an opportunity to use specific measures to ensure that the same rights, levels of achievement and standards of living can be achieved. (Commonwealth Secretariat Gender Management System Series 1999).

Gender mainstreaming is defined as a strategy through which government and development agencies involved in policy-making promote gender equality. The strategy has become more widely used since the Fourth World Conference on Women in Beijing, China in 1995. Gender mainstreaming is also a commitment to ensure that women's and men's concerns and experiences are considered in the design, implementation, monitoring and evaluation of all laws, polices and programmes to ensure that the distinct concerns of each sex (males and females) are equally addressed. The goal of the strategy is to achieve gender equity and justice. The process involves the examination of women's and men's needs, concerns, experiences, opportunities, obligations and their rights. Gender mainstreaming makes policy making more effective as it guides the assessment of how a policy or action will impact on women and on men as distinct groups. It also seeks to create equity and equality in the workplace. Some gender mainstreaming has also been promoted in the trade union movement, where the focus has been on the needs and concerns of women workers and their roles in trade unions.

The implementation of a gender mainstreaming strategy in the Ministries of Labour would require the consistent use of a gender perspective in the development and implementation of policies, plans, programmes and projects. The process would include not only Ministries of Labour, but also employers' associations, trades unions and indeed all sectors in which males and females are employed. To be effective, the GM strategy would have to be designed to impact not only decisions and programme interventions, but also staffing procedures and practices.

A review of advances made to promote gender awareness in Caribbean countries in the last decade reflects a solid foundation laid by women's activism, academic research and scholarship. There has also been a growing awareness among development policy makers and practitioners, that to be sustainable, gender must be factored into development. Advances in the last decade also acknowledges the important contribution of the Commission on the Status of Women (CIM) in partnership with National Women's Machineries in government (e.g. Bureau of Women's Affairs or Gender Affairs); the ILO and other UN agencies, civil society, international development partners and academic institutions such as the Institute for Gender and Development Studies at the University of the West Indies, which celebrated its 15th anniversary in 2008.

The review also reflects a shift in approaches to development, moving from a 'Women in Development' (WID) approach characteristic of the 1970s to a focus on 'Gender and Development' (GAD), adopted since the 1980s and 1990s. A rights based approach to development has also been accepted as good practice for development. Governments in their role as *duty bearers* have made commitments that include mainstreaming gender, and have a responsibility to create an enabling environment for *rights holders* (individuals) to access their rights to survival and development.

1.4 Human Rights Framework and Commitments

Consistent with a rights based approach, this assessment confirmed that all Caribbean countries are signatories to the United Nations Convention for the Elimination of all Forms of Discrimination against Women (CEDAW) and are therefore obliged to mainstream gender in the Ministries of Labour.

Table 1. Caribbean State Parties to CEDAW		
Caribbean Countries	**Date Signed**	**Ratification/Accession**
Antigua and Barbuda		August 1989
Commonwealth of the Bahamas		October 1993(with reservations)
Barbados	July 1980	October 1980
Belize	March 1980	May 1990
Commonwealth of Dominica	September 1980	September 1980
Grenada	July 1980	July 1980
Guyana	July 1980	August 1980
Haiti	July 1980	July 1981
Jamaica	July 1980	October 1984 (with reservations)
St Kitts and Nevis		April 1985
St Lucia		October 1982
St. Vincent and the Grenadines		August 1981
Suriname		March 1993
Trinidad and Tobago	June 1985	January 1990 (with reservations)

Source: UN Division for the Advancement of Women. Retrieved March 10, 2009.
 http://www.un.org/womenwatch/daw/cedaw/reports.htm#b

Article 11 of CEDAW addresses women's right to equality in employment hence the importance of mainstreaming gender in Ministries of Labour.

CEDAW Article 11 states: [1]

1. States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women, the same rights, in particular:

- The right to work as an inalienable right of all human beings;
- The right to the same employment opportunities, including the application of the same criteria for selection in matters of employment;
- The right to free choice of profession and employment, the right to promotion, job security and all benefits and conditions of service and the right to receive vocational training and retraining, including apprenticeships, advanced vocational training and recurrent training;
- The right to equal remuneration, including benefits, and to equal treatment in respect of work of equal value, as well as equality of treatment in the evaluation of the quality of work;
- The right to social security, particularly in cases of retirement, unemployment, sickness, invalidity and old age and other incapacity to work, as well as the right to paid leave;
- The right to protection of health and to safety in working conditions, including the safeguarding of the function of reproduction.

2. In order to prevent discrimination against women on the grounds of marriage or maternity and to ensure their effective right to work, States Parties shall take appropriate measures:

- To prohibit, subject to the imposition of sanctions, dismissal on the grounds of pregnancy or of maternity leave and discrimination in dismissals on the basis of marital status;
- To introduce maternity leave with pay or with comparable social benefits without loss of former employment, seniority or social allowances;
- To encourage the provision of the necessary supporting social services to enable parents to combine family obligations with work responsibilities and participation in public life, in particular through promoting the establishment and development of a network of child-care facilities;
- To provide special protection to women during pregnancy in types of work proved to be harmful to them.

3. Protective legislation relating to matters covered in this article shall be reviewed periodically in the light of scientific and technological knowledge and shall be revised, repealed or extended as necessary.

1.5   ILO Conventions

Caribbean countries have also ratified International Labour Conventions that guarantee the rights of working men and women as well as gender equality in employment. Table 2 provides a summary of ILO conventions ratified.

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[1] http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm

Table 2: Caribbean Countries Ratification of Core ILO Conventions

Countries	Number of ILO Conventions ratified and in force
1. Antigua and Barbuda	28
2. Belize	49 – 44 in force
3. Bahamas	31
4. Barbados	39 – 36 in force
5. Dominica	26
6. Grenada	31
7. Guyana	45 – 41 in force
8. Haiti	24
9. Jamaica	29 – 26 in force
10. St Kitts and Nevis	9
11. St Lucia	28
12. St Vincent and the Grenadines	22 – 19 in force
13. Suriname	30- 29 in force
14. Trinidad and Tobago	18 – 17 in force

Source: ILO website.

ILO Core conventions promote: freedom of association and the right to collective bargaining; the abolition of forced labour; the elimination of the worst forms of child labour and non-discrimination in respect of employment. Other ILO conventions listed below, promote gender equality in employment, the rights of women workers and International Labour Standards. A number of ILO Conventions also promote gender equality:

C 3: Maternity Protection, 1919

C 87: Freedom of Association and Protection of the Right to Organise, 1948

C 89: Night work (Women), (Revised 1948 (and Protocol) 1990

C 98: Right to Organise and Collective Bargaining, 1949

C 45: Underground work (Women), 1935

C 171: Night work, 1990

C 100: Equal Remuneration, 1951 and Recommendation 90, 1951

C 111: Discrimination (Employment and Occupation), 1951

C 103: Maternity Protection (Revised), 1952

C 118: Equality of Treatment (Social Security) 1962

(Articles 2 & 4 speak to Maternity benefits).

C 149: Nursing Personnel, 1977.

C 156: Workers with Family Responsibilities, 1981

C 138: Minimum Age, 1973

C182: Worst Forms of Child Labour, 1999 and R 190, 1999

1.6   The Decent Work Agenda

In addition to ILO Conventions, there is also a commitment to fulfill obligations under the ILO Declaration on Fundamental Principles and Rights at Work, its Follow-up (1998) at the UN Social and Economic Council on Full Employment and the **Decent Work Agenda.** The latter commits states parties to:

- maintain high labour standards and fundamental principles and rights at work;
- promote equality in employment opportunities;
- promote equality in social protection and
- promote equality in social dialogue and tripartism.

Gender mainstreaming is therefore important for enforcement, monitoring implementation of ILO commitments to equality, equity and decent work.

1.7   The Millennium Declaration (2000) & the Millennium Development Goals (MDGs)

Ministries of Labor in the Caribbean are also obliged to mainstream gender to support the Millennium Declaration (2000) and the eight Millennium Development Goals (MDGs) which include: 1. poverty reduction; 2. universal access to primary education; 3.gender equality and the empowerment of women; 4 and 5. reducing maternal and child mortality; 6 reducing HIV/AIDS, malaria and TB; 7. promoting sustainable development; and 8 promoting global partnerships for development.
MDG#3 promotes gender equality and the empowerment of women and targets include: i) the elimination of gender disparity in primary and secondary education; ii) *equal opportunity; iii) equal ownership and control over productive assets;* iv) freedom from drudgery; v) equal representation in decision-making and vi) freedom from the threat of violence.

1.8   Ratification of the Belem do Para Convention

Caribbean countries have also ratified the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women also known as the Convention of Belem do Para. Mainstreaming gender can support the elimination of gender based violence which includes sexual harassment, a major workplace problem which negatively impacts mainly women as victims.

Table 3: Caribbean Countries' Ratification of Belem do Para Convention

COUNTRY	SIGNATURE	DEPOSIT
Antigua and Barbuda	-	11/19/98 AD
Bahamas	05/16/95	05/16/95 AD
Barbados	05/16/95	05/16/95 RA
Belize	11/15/96	11/25/96 AD
Dominica	-	06/06/95 RA
Grenada	-	02/15/01 RA
Guyana	01/10/95	02/28/96 RA
Haiti	-	06/02/97 AD
Jamaica	12/14/05	12/14/05 RA
St. Kitts & Nevis	06/09/94	06/12/95 RA
Saint Lucia	11/11/94	04/04/95 RA
St. Vincent & Grenadines	03/05/96	05/31/95 RA
Suriname	-	03/08/02 RA
Trinidad and Tobago	11/03/95	05/08/96 RA

http://www.cidh.oas.org/Basicos/English/Basic14.Conv%20of%20Belem%20Do%20Para%20Ratif.htm. Retrieved March 10 2009.

2.   NATIONAL COMMITMENTS TO MAINSTREAM GENDER

2.1   National Strategic Development Plans

The commitment to gender mainstreaming us also supported by national strategic development plans prepared by several Caribbean countries, which include such commitments. (e. g. Trinidad and Tobago's Vision 2020; Barbados 2005-2025; Jamaica 2015 & Vision 2030 Jamaica). For example, the Gender Task Force for the "Vision 2030 Jamaica" Development Plan includes a comprehensive Gender Sector Plan that specifically addresses gender issues in the labour sector:

- Objective 4 is to create mechanisms to counter the negative gender specific economic, social, and cultural impact of globalization;
- Objective 5 is to support and monitor a cohesive multi-sectoral policy framework on gender;
- Objective 6 is to measure and account for women's unpaid work to the national economy and to facilitate compensation equivalent to social protection benefits provided in the formal sector; and
- Objective 7 is to measure and value the differential contribution of women and men in the informal economy to the national economy. (Vision 2030 Jamaica).

2.2 National Gender Policies

Gender mainstreaming is also included in the Gender Policies of some Caribbean countries: Trinidad and Tobago, Belize, Jamaica, Dominica, and Haiti.

2.3 Training to Mainstream Gender

Training to mainstream gender in national planning agencies has been provided during the last decade with support from several local and international agencies that include: OAS/CIM, the Commonwealth Secretariat, UNIFEM the Centre for Gender and Development Studies at the UWI, CARICOM, as well as several UN agencies (UNDP, UNIFEM, UNFPA, ECLAC etc).

2.4 Overview of National Legislation to promote gender equality in employment;[2]

Consistent with ratification of CEDAW, several Caribbean countries have embarked on legislative reform in the last decade and have enacted legislation to promote gender equality and to protect women's rights. Examples include: Domestic Violence legislation, Maternity leave laws; Minimum age for work and the protection of children from exploitative work; equal treatment legislation (e.g. TT) and equal pay issues. In *Guyana,* gender equality legislation has been enacted through constitutional and legal reforms. Laws have been enacted for Equal Remuneration and others have been updated: e.g. the Medical Termination of Pregnancy Act (1995); the Domestic Violence Act (1996); and the Prevention of Discrimination Act (1997).

In Grenada laws and polices on domestic violence were enacted and the Child Protection Act (1998) and the Domestic Violence Act (2001) were reviewed. Barbados developed a National Policy Statement on Women in collaboration with the National Advisory Council on Women. Cabinet approved the statement but implementation was reportedly stalled due to lack of resources. Legislation enacted by *Trinidad and Tobago* has included: a Domestic Violence Act (1999); the Legal Aid and Advice Act (amended 1999); the Maternity Protection Act (1998); the Sexual Offenses Act (amended 2000); the Equal Opportunity Act (amended 2001); and the Minimum Wage Order (2000).

In *Dominica,* the Sexual Offenses Act (1998), the Protection of Employment Act (1990) and the Labour Standards Act were revised following CEDAW ratification.

St Lucia enacted the Domestic Violence Act (1994) and the Equal Opportunity and Treatment of Employment Occupation Act (2000);

In *St Vincent and the Grenadines,* new labour legislation was developed to comply with CEDAW. A Family Court was instituted and a Gender Equity Plan and Gender Equality Commission were established to monitor CEDAW implementation.

Suriname's Constitution prohibits all forms of discrimination. This includes discrimination on the basis of sex and all laws apply equally to men and to women. Suriname has also ratified conventions that

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[2] Information on legislation taken from ": The Caribbean Community ((CARICOM): Advocates Remain Steadfast despite stiff struggle for survival (2005), From WEDO website. www.wedo.org/files/gmr

protect working women. A special Domestic Violence Act was formulated. Training in domestic violence prevention was conducted for magistrates and judges.

Legislation in Jamaica that requires amendment includes: constitutional reform to prohibit discrimination on the basis of sex; the National Insurance Act (1947) which has different retirement ages for males (65 years) and females (60 years). The Women's Employment) Act (1942) prohibits women from working at night except under specified circumstances.

2.5   Institutional Databases

In recent decades, several agencies have developed databases that provide sex disaggregated data: OAS, ILO, CARICOM, UNDP, ECLAC (Gender Indicators). The adoption of E-governance in many countries and Ministries of Labour has resulted in increased access to statistical data on the region's workers, employers and trade unions. CARICOM has published and updated two publications with statistics on women and men in hard and soft copy: "Women and Men in the Caribbean Community Facts and Figures 1980-2001" which has since been updated and "Women and Men in Power and Decision-Making" which tracks gender equality in governance.

2.6   Major Conferences

The Inter-American Commission of Women (CIM),[3] established in 1928, has held several important conferences and spearheaded initatives in recent decades that have provided strategic support for gender mainstreaming and women's human rights.

In 2000, the OAS General Assembly formally adopted the Inter-American programme on the Promotion of Women's Human Rights and Gender Equity and Equality. This was done at the first meeting of Ministers or Highest Ranking Officials Responsible for the Advancement of Women held in April 2000. This commitment helped to ensure that a gender perspective is consistently integrated into polices, programmes and projects of OAS member countries.

The 1994 General Assembly adopted the Belem do Para Convention on the Prevention, Punishment and Eradication of Violence against Women. The October 2004 Conference of States Parties convened by the OAS Secretariat in coordination with CIM, then adopted a Follow-up Mechanism to the Belem do Para Convention and established a Committee of Experts to monitor implementation of the Convention. CIM has also addressed the related problem of human trafficking (a form of slave labour), and works to ensure the presence of a gender perspective in efforts to address this growing problem.

Other initatives to promote a gender perspective in policies and programmes in the hemisphere have included the April 2004 Second Ministerial Meeting on the Advancement of Women. This called for enhanced efforts to integrate a gender perspective in all aspects of the hemispheric agenda. The meeting also adopted recommendations to mainstream gender in judicial systems to make them more responsive to gender-related problems such as domestic violence and human trafficking. The proposals agreed were presented to the Fifth Meeting of Ministers of Justice and Attorneys General and subsequently to ministerial conferences on labour, education science and technology. Then in 2005 in Mar del Plata, Argentina, at the Fourth Summit of the Americas, the Declaration of Mar Del Plata, affirmed countries' commitments to combat gender based discrimination and gender based violence in the workplace. The theme was "Creating Jobs to Fight Poverty and Strengthen Democratic Governance." This declaration notes the commitment of countries to; combat gender

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[3] see http://www.oas.org Retrieved 4/3/2009.

based discrimination in the workplace, "promoting equal opportunities to eliminate existing disparities between men and women, including by promoting more opportunities for ownership of businesses by women."

In addition to these important OAS conferences several other major conferences, have also been held to promote awareness of gender equality and work. These include: the UWI Academic Conference Mona in 2000, on "Globalization and Work"; a conference on the ILO's Declaration on Social Justice for a Fair Globalization – which places social justice at the heart of globalization (June 2008); Ministers of Labour Meeting 2007 in Trinidad and Tobago entitled "Making Decent Work Central to Social and Economic Development"; and the ILO regional workshop in Jamaica in 2008 that included a focus on gender equality in employment.

These and other initatives show that there have been considerable efforts to change the culture across the region and to promote awareness of importance of gender mainstreaming and gender equality.

3.   MAIN RESEARCH FINDINGS

3.1   Institutional Mapping

Organizational analysis: the results show relatively little implementation of gender mainstreaming in the Ministries of Labour of the English speaking Caribbean and Haiti.

Mandate, structure, functions, and operations of specialised units: Only four (4) Ministries of Labour have established Gender Units (Antigua and Barbuda, the Bahamas, Haiti and Suriname. There is need to strengthen the mandate, structure, functions and operations and increase training in these Units and for the other 10 countries to implement their own programmes.

Location of specialised units in organizational structure: The four Units did not appear to have a high status in the hierarchy of the Ministries but this was difficult to confirm with the data available.

Staffing and budget: Absence of staff emerged as a major limitation. Only Antigua appears to have adequate professional, technical and support staff working fulltime, for gender mainstreaming. More resources are needed to mainstream gender across the public and private sectors.

Programme and project portfolio: These appear quite broad and inclusive.

Interaction with key stakeholders: This emerges as an area that is going well.

Other Units within the Ministry: Much more action is needed to mainstream gender.

Other government ministries or agencies with special focus on the national mechanism for gender and women's issues: There was contact between the Ministries of Labour and National Gender/Women's Bureaux but this was not institutionalized in most countries.

Employers, Workers, Civil Society Organisations, Mass Media, and International Agencies: Synergies from the mandates of these partner organisations can strengthen the resolve to mainstream gender in all policies, programmes and strategies.

Table 4: Countries Responding to the OAS Questionnaire

List of Countries	Countries Responding
Antigua and Barbuda	x
Commonwealth of the Bahamas	x
Barbados	x
Belize	x
Commonwelath of Dominica	x
Grenada	N.a
Guyana	n.a
Haiti	x
Jamaica	n.a
St Kitts and Nevis	x
St Lucia	x
St. Vincent and the Grenadines	x
Suriname	x
Trinidad and Tobago	x
Total	**11**
11/14 = 79% response rate	

Table 4 shows that despite delays, 11 of the 14 countries responded (79%). Responses varied but in general there was very limited data and action on gender mainstreaming despite commitments. Many questions were therefore unanswered.

Table 5: Countries with Institutional Mechanisms to Promote Gender Mainstreaming in the Ministry of Labour		
Countries	**Yes**	**No**
Antigua and Barbuda	X	
Commonwealth of the Bahamas	X	
Barbados		x
Belize		x
Commonwealth of Dominica		X
Grenada*		(x)
Guyana*		(x)
Haiti**	x	
Jamaica *		(x)
St Kitts and Nevis		x
St Lucia		x
St. Vincent and the Grenadines		x
Suriname	x	
Trinidad and Tobago		x
Total	**4**	**10**
4/14 yes = 29% 10/14 no = 71%		

Table 5 shows that four (29%) Caribbean countries have established Gender Units in their Ministry of Labour and ten countries (71%) have not. This was ascertained by checking questionnaires and websites. In Haiti, the Unit in the Ministry responsible for gender is named **Service Femme et Enfant** (Service Agency for Women and Children).

These results provide an excellent opportunity for the remaining 10 countries to accelerate efforts to establish Gender Units and for the four to expand the scope of their work. The results also provide opportunities for South-South cooperation between Caribbean countries to expand the establishment of Gender Units. Trinidad and Tobago reported that while they had not established a gender unit in the Ministry of Labour, they noted that:

"Gender is recognized as one of the cross-cutting issues in the work of the Ministry of Labour and Small and Micro Enterprise Development, Trinidad and Tobago. Many Officers of the Ministry have been exposed to training in gender mainstreaming and as a consequence, this approach is used in the development and execution of all the Ministry's programmes and projects. The Research and Planning Unit of the Ministry plays a key advisory role in ensuring that the gender dimension is incorporated in the work of the Ministry. The lack of human resources has hindered the establishment of a specialized Unit on Gender Affairs in the Ministry." *The response also indicated that the Ministry of Labour and Small and Micro Enterprise Development work closely with the Ministry of Community Development, Culture and Gender Affairs on gender-specific programmes and projects. (TT Response to OAS questionnaire).*

3.2 Types of Institutional Mechanisms

Four countries reported specialised Units: Antigua and the Barbuda; the Bahamas and Haiti, Trinidad and Tobago; Suriname had a gender focal point for training activities.

Table 6: Specific Institutional Mechanisms to Promote Gender			
Caribbean Countries	Office Unit or Specialized organ in Gender Issues	Focal Point	Other
Antigua and Barbuda	X		
Barbados			
Belize			
Commonwealth of the Bahamas	X		
Haiti	x		
St. Vincent and the Grenadines			
Suriname		x	
Trinidad and Tobago	x *The Research and Planning Unit of the Ministry of Labour*		

Countries with Specific Mandates to Incorporate Gender Mainstreaming in the Ministry of Labour

Consistent with the earlier findings, Table 6 shows that only four of the 14 Caribbean states (29%) had adopted a specific mandate to mainstream gender in their Ministries of Labour.

Table 7: Origin of Mandate and Date Effected						
	Legislative	Executive	Agreement	International Commitment	Other	Date of effect
Antigua and Barbuda		X		X		Oct 1980
Barbados						
Belize						
Commonwealth of the Bahamas		X		X		1981
Haiti	x			x		n.a
St. Vincent and the Grenadines						
Suriname			X			2000 re-affirmed 2006
Trinidad and Tobago						
Totals	1	2	1	3	0	

Table 7 reports on the origin of these mandates which demonstrate the importance of political will. When "International commitments" and the "Executive" are combined, some five (5) countries have a strong mandate from political authorities to mainstream gender. The data show that the three of the four countries with Gender Units reported that their mandate had been influenced by international commitments. In two (2) countries, their mandate was given by Executive power as well as international commitments. Haiti's commitment was based on legislation and international commitments. Suriname's mandate was the result of an agreement signed. The table also shows that Antigua was the earliest to mainstream gender.

Profile of Specialized Institutional Mechanisms for Gender Issues

Table 8 presents data on the various countries which has been developed from the questionnaires and from the websites of the various countries where no information was available.

Table 8: Profile of Specialized Institutional Mechanisms for Gender Issues[4]			
	Name of Specialized Institutional Mechanism	**Date Created**	**Mission or Main Objective**
Antigua and Barbuda	Directorate of Gender Affairs	Oct 1980	"To promote gender equality and women's empowerment."
Barbados	Bureau of Gender Affairs[5]	n.a	"To ensure the integration of gender and development into all areas of national development, plans and policies so that women and men can benefit equally from existing opportunities." (Mission). [6] "To contribute to the overall socio-economic development of Barbados and the empowerment of all members of society by fully utilising all available human financial and technological resources; formulating evidence-based policy and implementing timely, effective and equitably accessible social programmes and services." (from website)
Belize	Department of Gender Affairs		n.a
Commonwealth of the Bahamas	The Bureau of Women's Affairs	June 1981	1.To oversee international conventions 2.To monitor gender and development issues 3. To coordinate and participate in raising public awareness on gender issues (e.g. laws and policies). 4. To coordinate the work of the national women's organizations for better cooperation and collaboration on women's issues at all levels.

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[4] Some of the information in this section was gleaned from:
http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7BAE980EFD-19D3-4201-AE60-1861456E4813%7D_caribbean_wkshp.pdf

[5] http://socialtransformation.gov.bb/default.asp?V_DOC_ID=1166Retrieved April 5 2009.
[6] http://socialtransformation.gov.bb/default.asp?V_DOC_ID=799 Retrieved May 12 2009

Dominica	Women's Bureau (Bureau of Gender Affairs)		Seeks to promote and advance the concerns of women and gender issues and assist women and men in realizing their full potential through the attainment of gender equity and equality.[7]
Grenada	Division of Gender and Family Affairs (previously Division of Women's Affairs).	March 2000	Supports the social and economic development of women, gender based violence etc.
Guyana	National Commission of Women	1996	Monitors the status or progress of women and meets reporting obligations to CEDAW.
Haiti	Bureau of Gender Affairs	n.a	Monitors discrimination of women in the workplace; Maternity benefits; Social protection; and Improvement in working conditions for women.
Jamaica	Bureau of Women's Affairs	1975	"To enable women to achieve their full potential as participants in Jamaica's social, cultural political and economic development with equitable access to and benefits from the country's resources" (Mission in Strategic Plan 1997-2000).
St Lucia	Division of Gender Relations (previously Division of Women's Affairs)	1998	Gender and Poverty; gender and health; violence against women; women in power and decision-making.
St. Vincent and the Grenadines	Gender Affairs Unit in the Ministry of National Mobilization, Social development, Youth and Sports	n.a	Gender mainstreaming, gender training
Suriname	Department of Gender Affairs	2000	Co-ordination and supervision on gender issues.
Trinidad and Tobago	Ministry of Community Development & Gender Affairs	n.a	"To partner with our communities, to identify and satisfy their needs through the provision of gender sensitive quality programmes and services, thereby achieving improvement in their standard of living."[8]

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[7] http://www.dominica.gov.dm/cms/index.php?q=node/19. Retrieved May 12 2009

[8] http://www.cdf.gov.tt/Default.aspx?tabid=78. Retrieved May 12 2009

Note on the Bahamas:

The Ministry of Labour in the Bahamas, notes that "the Bureau of Women's Affairs has oversight for international conventions that address the status of women. The role of the BWA is to monitor gender and development issues; co-ordinate and participate in raising public awareness on gender issues generally, and specifically on laws and policies which impact the status of women; coordinate the work of the national women's advisory council; liaise with the local non-governmental women's organizations for better cooperation and collaboration on women's issues at the national regional and international levels."

Structure: There is a coordinating focal point, and three sub-focal points of different departments within the ministry.

Table 9: Staff Structure						
Country	Number		Full time		Nº of hours per week	Functions
			Yes	No		
Antigua and Barbuda		Professionals	X		40 hours	Administrative, policy formulation, training and education, research and data collection
		Technical	X		40 hour	Outreach and community mobilisation
		Administrative	X		40 hours	Administrative and Secretarial
		Other				
Barbados		Professionals	N.R			
		Technical				
		Administrative				
		Other				
Belize		Professionals	N.R			
		Technical				
		Administrative				
		Other				
Commonwealth of the Bahamas		Professionals				
	2	Technical	x		40 hours	Dual roles
		Administrative				

	2	Other	x		40hours	Clerical
Haiti	*1*	*Professionals*	*x*		*12 hours*	*Head of services*
	4	*Technical*			*8 hours*	*Technicians*
	1	*Administrative*			*8 hours*	*Secretaries*
	n.a	*Other*			*n.a*	
St. Vincent and the Grenadines		Professionals	N.R			
		Technical				
		Administrative				
		Other				
Suriname		Professionals		x	Not regular	Deputy Secretary Labour Market and Policy Officers within the Ministry
		Technical		X		
		Administrative		X		
		Other		X		
Trinidad and Tobago		Professionals	N.R			
		Technical				
		Administrative				
		Other				

The results show that the Gender Units in Antigua and Barbuda and the Bahamas were best resourced with full time staff working for 40 hours each week. Antigua and Barbuda had Professional, Technical and Administrative staff but the numbers were not indicated. The Bahamas had 2 Technical and 2 Administrative persons working full time (40 hours weekly). Suriname reported that they did not have any full time staff working in any of the three categories, although some part time assistance was provided by the Deputy Secretary for Labour Market and Policy Officers within the Ministry. The results indicate that even among the four countries with Gender Units in the Ministries of Labour, only Antigua and Barbuda appears to have a full staff complement but the numbers were not available. The experience of Antigua underscores the importance of allocating human resources for effective gender mainstreaming.

3.3 Functions of the Gender Units

Table 10: Functions of the Gender Units							
	Research and Studies	Policy Proposals	Cross based Approach	Project Preparation	Project Evaluation	Statistical Production	Dissemination	Total
Antigua and Barbuda	X	X	X	X	X	X	X	7
Barbados						-		
Belize								
Commonwealth of the Bahamas	X	X	X	X		X	X	6
Dominica								
Grenada								
Haiti		**X**	**X**	**x**	**x**			**4**
Jamaica								
St Kitts and Nevis								
St Lucia								
St. Vincent and the Grenadines								
Suriname	X	X		x	X	X	X	6
Trinidad and Tobago								
Total	3	4	3	4	3	3	3	

The data show that among the countries with Gender Units in Ministries of Labour, the Unit in Antigua and Barbuda had the widest range of functions (7) followed by the Bahamas and Suriname working in six areas respectively. The most common functions across the four countries were: preparation of policy proposals and projects.

3.4 Location of the Unit in the Organizational Hierarchy

Responses to this question varied. Some countries interpreted it to mean the Gender Unit in the Ministry of Labour while others interpreted it to mean the Ministry in which the National Gender Bureau was located. However it was interpreted, no Caribbean country has yet established a Ministry of Gender Affairs which would indicate it is accorded the highest institutional status of being a **full** Ministry. The results showed that in all Caribbean countries, the national gender machineries were placed within ministries with a combination of portfolios. In none of the countries was Gender Affairs the main Ministerial portfolio. For example, in the Bahamas, the Gender Unit was located in the Ministry of Labour and Social Development. In Guyana it was the Ministry of Labour Human Services and Social Security. The response for Suriname suggests that the National Gender Bureau was located in the Ministry of Labour and Ministry of Home Affairs. In Haiti, as previously noted, the Unit is located in the department responsible for providing services to women and children.

3.5 Budget Allocations for Gender Mainstreaming

Table 11 below includes responses to Questions 14, 15, 16, and 17 related to funding.

Table 11: Budget allocations for Gender Mainstreaming					
Countries	**Earmarked allocation from the Ministry's Budget**	**Funding from external Sources**	**Percentage Relative to the total Ministerial Budget**	**Sources of External Funds**	**Funds from External Sources**
Antigua and Barbuda	X	X	1.2%	Developmental agencies such as the United Nations	70%
Barbados					
Belize					
Commonwealth of the Bahamas	X	X	$50,000 per annum	1. UN agencies (UNIFEM, UNFPA, ECLAC; 2. University of the West Indies, 3. Organization of American States 4. Regional and International Governments	Undetermined
Grenada					
Haiti	*X*	*X*	*n.a*	*UNICEF, International Organisation on Migration; ILO/BIT, Brazil Cooperation Office.*	n.a.
Jamaica					
St Kitts and Nevis					
St Lucia					

St. Vincent and the Grenadines				
Suriname	X		No specific % per budget	
Trinidad and Tobago			n.a	

The four countries with Gender Units receive government contributions (Antigua, the Bahamas, Haiti and Suriname). All except Suriname also receive funding from external agencies (e.g. UN, Brazil Cooperation Office). Antigua & Barbuda received a specific percentage of the Ministry of Labour's budget for gender mainstreaming, and depended on grants from overseas. The Bahamas received a specific government budget allocation. The non response of the other countries is consistent with the absence of a gender mainstreaming programme. These results serve to remind countries that have not yet established Units of the importance of resources, however limited, for meetings, sensitization workshops and data collection.

3.6 Institutional Partners of the Ministry of Labour

Table 12 Institutional Partners of the Ministry of Labour									
	Other Offices within the Ministry	National Mechanism for Gender Issues	Other Agencies	Employers	Workers	Civil Society Organizations	Mass Media	International Organizations	Total
Antigua and Barbuda	X	X	X	X	X	X	X	X	8
Barbados									
Belize									
Commonwealth of the Bahamas	X	X	X	X	X	X	X	X	8
St. Vincent and the Grenadines									
Suriname	x	x							2
Trinidad and Tobago#		x	X					x	3

Ministries of Labour in Antigua and Barbuda and in the Bahamas reported the largest number of inter-institutional partners for gender mainstreaming (8). It is not coincidental that these are the countries that emerged as most advanced in mainstreaming gender in Ministries of Labour. Networking and collaboration with a broad range of internal and external stakeholders are no doubt important to the success indicated. Responses in the Trinidad and Tobago questionnaire indicated that "*the Ministry of Labour and Small and Micro Enterprise Development works closely with the Ministry of Community Development, Culture and Gender Affairs on gender-specific programmes and projects".* This is a very useful table that all countries should be encouraged to complete as it provides insight into the range of partnerships that can support gender mainstreaming.

3.7 Linkages between the Ministry of Labour's Gender Unit and the National Machinery for Gender Affairs

Table 13: Relations between the Ministry of Labour's Gender Unit and the National Gender Machinery			
	Yes	**No**	**Nature of Relationship**
Antigua and Barbuda	X		Defined by an inter-institutional agreement Informal Relationship
Barbados	n.a		
Belize	N.a		
Commonwealth of the Bahamas	X		N/A
Haiti	X		Established by a formal legally binding instrument
St. Vincent			
Suriname	X		Defined by an inter-institutional agreement
Trinidad and Tobago	n.a		

Table 13 shows that the four countries with Gender Units had links with the National Gender Machinery. However only in the case of Haiti was this legally binding. For Antigua and Barbuda there was a formal inter-institutional agreement as well as informal links. For Suriname the relationship was also an inter-institutional agreement.
The section below presents data from questions 21 and 22.

3.8 Types of Joint activities with National Mechanism for Gender Affairs.

Table 14: Types of Joint Activities								
	Yes	**No**	**Research**	**Training**	**Promotion of gender**	**Dissemination of information**	**Joint Programs**	**Other**
Antigua and Barbuda	X		X	X	X	X	X	
Barbados								
Belize								
Commonwealth of the Bahamas	X		X	X	X	X	X	X
Dominica								
Haiti	x							

Jamaica							
St Kitts & Nevis							
St Lucia							
St. Vincent & Grenadines							
Suriname	X				X	X	
Trinidad and Tobago							

All four countries with Gender Units in the Ministry of Labour reported joint activities with the National Gender Machineries.   The most common areas of collaboration were the promotion of gender and information dissemination, followed by research and training. Antigua and Barbuda and the Bahamas also reported collaboration on other areas.

<table>
<tr><td colspan="10" align="center">Table 15:Intervention Areas of the Specialized Gender Unit</td></tr>
<tr><td></td><td></td><td>Antigua and Barbuda</td><td>B'dos</td><td>Belize</td><td>Common wealth of the Bahamas</td><td>Haiti</td><td>St. Vincent and the Grenadin es</td><td>Surin ame</td><td>T&T</td><td>Total # respo nses</td></tr>
<tr><td>AREAS</td><td>THEMES</td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td></tr>
<tr><td rowspan="5">LABOR</td><td>Labor legislation</td><td>X</td><td></td><td></td><td>X</td><td>x</td><td></td><td>X</td><td></td><td>4</td></tr>
<tr><td>Application of fundament al rights</td><td>X</td><td></td><td></td><td>X</td><td>x</td><td></td><td></td><td></td><td>3</td></tr>
<tr><td>Working conditions</td><td></td><td></td><td></td><td>X</td><td>x</td><td></td><td></td><td></td><td>2</td></tr>
<tr><td>Wages</td><td>X</td><td></td><td></td><td>X</td><td></td><td></td><td></td><td></td><td>2</td></tr>
<tr><td>Occupation al safety and health</td><td>X</td><td></td><td></td><td>X</td><td>x</td><td></td><td></td><td></td><td>3</td></tr>
</table>

		Antigua and Barbuda	B'dos	Belize	Common wealth of the Bahamas	Haiti	St. Vincent and the Grenadines	Suriname	T&T	Total # responses
Table 15:Intervention Areas of the Specialized Gender Unit											
AREAS	**THEMES**									
	Labor inspection					x				1
	Labor rights of migrant workers	X			X-	x				3
EMPLOY MT	Employment policy and programs	X			X					2
	Unemployment benefit schemes				X					1
	Employment services				X			X		2
	Vocational training and skills certification	X			X			X		3
	Gender programs	X			X	x		X		4
	Youth employment programs	X			X	x		X		4
	Promotion of micro, small and medium-sized enterprises	X			X			X		3

Table 15:Intervention Areas of the Specialized Gender Unit									
		Antigua and Barbuda	B'dos	Belize	Common wealth of the Bahamas	Haiti	St. Vincent and the Grenadines	Suriname	T&T	Total # responses
AREAS	**THEMES**									
LABOR RELATIONS	Social organizations				X					1
	Collective bargaining				X					1
	Individual and collective dispute settlement				X					1
	Trade union registration	X								1
	Social dialogue				X	x				2
SOCIAL SECURITY	Social security programs and systems	X			X					2
	Prevention and reduction of social contingencies				X					1
	Improvement of the social security system				X					1

Table 15:Intervention Areas of the Specialized Gender Unit									
		Antigua and Barbuda	B'dos	Belize	Common wealth of the Bahamas	Haiti	St. Vincent and the Grenadines	Suriname	T&T	Total # responses
AREAS	**THEMES**									
INFO. AND RESEARCH	Data collection (administrative records, statistics, etc.)	X			X			X		3
	Studies and analysis	X			X					2
	Dissemination of information	X			X					2
INSTIT'NL STRENGTH-ENING	Organization and operation	X			X					2
	Human resources				X					1
	Material resources	X			X					2
	Information technology	X			X					2
	Total	18			27	9		7		

Table 15 provides two types of results: a comparison of the frequency of interventions across the four Gender Units and the frequency of interventions in each of the six main areas of programme

intervention outlined. The results show that the Bahamas reported the largest number of interventions (27) followed by Antigua and Barbuda (18), Haiti reported nine (9) and Suriname reported seven (7).

Frequency results for the six areas of intervention are reported below in rank order:

Labour interventions: labour legislation (4); application of fundamental rights (3); OSH (3); Labour rights of migrant workers (3); wages and working conditions (2); and labour inspection (1).

Employment interventions: Gender programmes (4); Youth employment programmes (4); Vocational training and skills certification (3); Promotion of MSMEs (3); Employment services (2); Employment policies (2) and Unemployment benefit schemes (1).

Labour relations: Social dialogue (2); Social organisations, Collective bargaining, Individual collective dispute settlement and Trade union registration (1) each.

Social Security: Social security programmes (2); Prevention and reduction of social contingencies (1); Improvement of the social security system (1).

Information and Research: data collection (3); Studies and analysis (2); Dissemination of information (2);

Institutional Strengthening: Organisation and Operations (2); Material Resources (2); Information Technology (2); and Human Resources (1).

The results show that the most common areas of intervention reported in rank order by the four Gender Units were: Employment (19); Labour (18); Information and Research (7); Institutional Strengthening (7); Labour Relations (6) and Social Security (4).

These findings will hopefully encourage the other Caribbean countries that have not yet embarked on gender mainstreaming, to implement their programmes. They also show the excellent and diverse opportunities that exist to mainstream gender in all facets of the Ministry of Labour's programme.

3.9   Internal and External Gender Training Completed

Suriname reported that training courses were conducted internally, these usually include gender mainstreaming and budgeting for external stakeholders and evaluation.

Table 16: Staff Trained in Gender Issues			
	Yes	**No**	**Training required**
Antigua and Barbuda			
Barbados			
Belize			
Commonwealth of the Bahamas			
Haiti		X	x
St. Vincent and the Grenadines			
Suriname	X		
Trinidad and Tobago			

For this question, only Suriname reported having received gender training. The very low response rate provides an excellent opportunity to organise gender training workshops. These workshops would equip all staff with the requisite basic knowledge and skills (understanding gender concepts; gender analysis and gender mainstreaming).

Table 17: Areas of Staff Training			
	Training areas	Institution responsible for training Activity	Type of Training
Antigua and Barbuda	• Basic concepts of gender theory	• National mechanism for gender	• Regular training programme
Barbados			
Belize			
Commonwealth of the Bahamas	• Basic concepts of gender theory • Gender- based analysis in programs ad projects • Strategic planning with a gender- based approach • Gender- based approach in budgeting • Gender gaps in the labour Field	• UNIFEM, UWI ECLAC • UNFPA, OAS • UWI • UNFPA, REGIONAL GOVERNMENTS • UWI	
Haiti	• N.a		
St. Vincent and the Grenadines	N.a		
Suriname	• Basic concepts of gender theory • Gender- based analysis in programs ad projects • Gender- based approach in budgeting • Gender gaps in the labour Field	• National Gender Bureau • National Gender Bureau • National Gender Bureau • International Training Centre ILO	• Internship (2001) and refresher courses • Workshop (2006) • Course 2008
Trinidad & Tobago	N.a.		

Table 17 confirms that among the countries that responded, the four that were most advanced in mainstreaming gender in the Ministries of Labour, are also those that have received training. Most of the training received by the Ministry in Antigua and Barbuda and in Suriname had been through the Gender Affairs Bureau. The Bahamas had received significantly more training than the other two and this had been possible because of the support received from several UN and other international agencies. Suriname had also participated in the ILO Training Centre's programme in Turin. This participant could be a resource person who could facilitate training regionally. Also of note is the internship programme that has been developed.

3.10   Training Needs Assessment

Table 18 presents responds to questions 29 and 30. Valuable data is provided on areas in which the Ministry of Labour feels the need for more training to support gender mainstreaming in policies and programs.

Table 18: Training Needs Assessment		
Countries	**Gender Needs Assessment**	**Training Mechanisms**
	Areas for Training to support Gender Mainstreaming	**Most appropriate gender training mechanisms**
Antigua and Barbuda	1. Statistical data and data collection disaggregated by sex	-Direct Technical assistance from International Organizations -Internships in other Labour Ministries -Distance learning or virtual communications between Ministries of Labor and/or with International organizations, multilateral agencies or NGO's -Access to research, materials and evaluations of successfully implemented programs -Courses, seminars or workshops
Barbados		
Belize		
Commonwealth of the Bahamas	-Decision making -Senior Managing - Human and Financial Resource Personnel	-Direct Technical assistance from International Organizations -Internships in other Labour Ministries -Distance learning or virtual communications between Ministries of Labor and/or with International organizations, multilateral agencies or NGO's -Access to research, materials and evaluations of successfully implemented programs -Courses, seminars or workshops

Haiti	Gender concepts and theories Programme development and projects that focus on gender issues Gender budgeting Gender mainstreaming in administration and work planning	-Direct Technical assistance from International Organizations -Distance learning or virtual communications between Ministries of Labor and/or with International organizations, multilateral agencies or NGO's -Access to research, materials and evaluations of successfully implemented programs Courses, seminars or workshops Specialised gender training
St. Vincent and the Grenadines		
Suriname	-Working conditions -Wage determination -Labour market inventions -Occupational Safety & Health	-Direct Technical assistance from International Organizations -Internships in other Labour Ministries -Distance learning or virtual communications between Ministries of Labor and/or with International organizations, multilateral agencies or NGO's. -Access to research, materials and evaluations of successfully implemented programs. -Courses, seminars or workshops
Trinidad and Tobago		

The results show that needs of each group is complementary to the others. They also indicate varying levels of skill and involvement in gender mainstreaming. Antigua's needs assessment points to a more advanced type of training required, as the Ministry understands the need for sex disaggregated data. Suriname on the other hand provides examples of the very creative methods that can be adopted. Together the feedback provides information on some of the main components for a gender training programme

3.11 Specialist Programmes on Gender Affairs

Table 19: Specialist Programmes												
Country	Name	Starting date and duration	Description	Objectives	Implementation strategy	Resources			Target Population	Results	Lessons learned	Source of information
						Financial	Non financial	Human				
A & B												
Barbados												
Bahamas	Gender Needs Assessment	July, 2008		To establish a National Gender Policy		Undetermined						
Haiti												

The response rate was low which is consistent with the limited progress made to mainstream gender in the Ministries of Labour. Countries would have little to report in terms of specialist programmes. It is also likely that the persons responding to the questionnaire were not aware of programmes developed by the national machineries for gender and women's issues that exist in each country. The respondents may not have consulted other stakeholders about specialist programmes on gender.

3.12 Assessment of Programme Impact

The responses in the section below relate to question 32 which sought to assess the impact of programmes implemented in reducing gender gaps in the Labour Market. The reasons for their success are also of interest.

Table 20: Assessment of Programme Impact				
	Name of the program or project	Date initiated	Date concluded	Results
Antigua and Barbuda	Women's Political participation Women's Empowerment Human Rights	On Going		- More women-friendly policies to diminish gender gaps in the labour market -Women are more empowered to ensure gender equality in the labour market -Women's Human rights convention which protects women from discrimination in the work place
Barbados	n.a			
Belize	n.a			

Commonweal th of the Bahamas	Seminar and Workshops			• The establishment of the minimum wage; • Introduction of paternity leave; • The increase of maternity leave benefits
Haiti	n.a	n.a	n.a	n.a
St. Vincent and the Grenadines	n.a	n.a	n.a	
Suriname	n.a	n.a	n.a	N.a
Trinidad and Tobago	n.a	n.a	n.a	N.a

The data in Table 20 demonstrate the effectiveness and value of mainstreaming gender in the policies and programmes of Ministries of Labour in Antigua and Barbuda and in the Bahamas, which report practical results.

3.13   Assessment of Inhibiting and Enabling Factors Related to Gender Mainstreaming

Table 21 presents the results of Questions 33, 34, 35, 36 which sought to collect data on the factors that influenced, contributed and/or endangered the survival of the Gender Units in each country and their strengthens and weaknesses.

Table 21: Enabling and Inhibiting Factors related to Gender Mainstreaming					
	Factors that had the greatest influence on Specialized Gender Unit	**Factors that contributed to the Gender Unit's Permanence**	**Factors that might endanger the Units survival or the Achievement of expected results**	**Strengthening Institutional Integration of Gender Unit**	**Weakness of Institutional Integration of Gender Unit**
Antigua and Barbuda	Lobbying of women's group for executive decisions and international commitments	International commitments and obligations	Resources, and lack of political will and commitment	Training and Education	Public Relations
Barbados					
Belize					
Commonwealth of the	International Treaties	The Unit was established	A low priority by the	Being a part of Government	Subject to the vision of the

Bahamas		by the Government	government or a lack of political will	Ministry	Government
Haiti	Existence of various forms of discrimination against women in places of work and the existence of child labour	The Women's and Child's agency had focused on *leadership training* in the last few years with support from UNICEF and other international partners. Work was also linked *to child rights and child protection* services.	n.a	Training; services to the population based on legislation. Development of a project	Logistical methods; labour statistics; Limited follow-up on child protection orders
St. Vincent and the Grenadines					
Suriname			No specific policies and priorities; Lack of financial resources; No full time staff for gender issues	1. Realization of vocational training courses for women 2. Good communication between labour focal points within the Ministry & with the National Coordinating Bureau.	1. Weak national coordinating mechanism (understaffed); 2. Gender issues not main task for focal points; 3. No full -time staff for gender issues; 4. Gender concepts are not yet mainstreamed; often still conceived as a separate issue.
Trinidad and Tobago					n.a

The results show that the factors that had the greatest influence on Specialized Gender Units were international commitments as well as need to respond to issues such as gender discrimination in the workforce, and child labour. Factors that contributed to the Gender Unit's permanence were: international commitments, and the government's commitment in the case of the Bahamas. Leadership training and child protection services were also cited by Haiti.

Inhibiting factors were: lack of political will, resources and lack of understanding about gender. The key enabling factors cited were education, training, and good communication.

3.14 Countries that have previously had a specialized unit on gender affairs in the Ministry of Labour

Table 22: Countries with Previous Gender Unit		
Countries	**Yes**	**No**
Antigua and Barbuda	n.a	X
Barbados	X The specialised unit, which is known as the Bureau of Gender Affairs, was relocated to another Ministry in January 1999. That Ministry is now called the Ministry of Social Care, Constituency Empowerment and Urban Development. That Ministry is responsible for a range of social issues, ranging from poverty alleviation and welfare, to the protection and empowerment of persons with disabilities.	
Belize		X
Commonwealth of the Bahamas		X
Haiti	X	
St. Vincent and the Grenadines		X
Suriname		X
Trinidad and Tobago		X

Table 22 shows that the Bahamas had previously had a Gender Unit, which was then moved to its current location in the Ministry of Social Care, Constituency Empowerment and Urban Development. Haiti also reported in the affirmative but no details were provided.

3.15 Reasons for the Lack of Specialised Units on Gender Affairs in the Ministry of Labour

Table 23: Reasons for Lack of Gender Units		
	Financial	**Other**
Antigua and Barbuda		
Barbados		
Belize	Lack of human material and financial resources	
Commonwealth of the Bahamas		
Haiti	Lack of human, material and financial resources	
St. Vincent and the Grenadines	Lack of human, material and financial resources	
Suriname		There was no national bureau for gender issues. Periods of inactivity of the national coordinating mechanism. Understaffed Bureau resulted in weak national machinery.
Trinidad and Tobago	Lack of human, material and financial resources	

Lack of human and financial resources emerged as the most common constraint to establishing Specialised Gender Units. The absence of an institutional framework, and under–staffing, were the other reasons cited. On a positive note, the Ministry of Labour in the Bahamas reported that it has joint programmes with the financial, legal, health and educational sectors and social development.

3.16 Institutional analysis

Gap analysis:
This assessment demonstrates a clear gap between policy commitments made at the 15th Meeting of Labour Ministers and practices in the majority of Labour Ministries. Most Ministries lack the institutional capacity to mainstream gender. However, the four countries have shown what is possible if there is political will, support and financial resources.

SWOT Analysis (Strengths Weaknesses Opportunities and Threats).

Strengths
Political *commitment:* Among the main strengths are; a) the political commitments made by Ministers of Labour to gender mainstreaming and b) countries' ratification of international human rights conventions such as CEDAW, ILO and other conventions and consensus agreements such as the MDGs. These promote gender equality as a basic human right. Ratification indicates

commitments to key principles and action to promote gender equality and equity – in all areas of life, and work. These support a broad human development agenda. Commitment to equality means ensuring that women and men have equal access to employment, while a commitment to equity would mean introducing measures that are fair to meet the needs of each sex. As previously noted, the adoption of national gender policies and programmes in Belize, Dominica, Jamaica, and Trinidad and Tobago are also seen as supporting an enabling environment for gender equality. The existence of institutional mechanisms for gender mainstreaming (national gender machineries) is also positive as these represent important partners.

Human Capacity: Access to technical skills to support gender training, gender analysis and gender mainstreaming is also positive. National Gender and Women's Machineries now exist in Caribbean countries and most of their professional staff has had training in gender mainstreaming. Continuous training is however needed because of staff turnover. Education and training institutions such as the Institute for Gender and Development Studies at the University of the West Indies support gender mainstreaming programmes on UWI campuses in Barbados, Jamaica and Trinidad and Tobago. The UWI Open Campus also provides gender training offered on-line in all countries of the English Speaking Caribbean through distance education. IGDS graduates and academics are a resource that can be utilized to support gender mainstreaming.

Caribbean gender specialists and consultants support Ministries of Labour. Relevant skills in the Ministry of Labour in Antigua for example, could be utilized for South-South Cooperation. Countries with more experience can assist those struggling to begin the process. Building human capacity for gender mainstreaming can be enhanced by taking advantage of developments in science and technology. For example, the convergence of telecommunications and computer technologies as well as the liberalization of the mobile telephone market has increased access to the internet. Information and training resources have become more accessible. Individuals can therefore learn about gender mainstreaming strategies on-line, as well as through participation in face to face training courses with a tutor.

Benchmarking: A few Ministries of Labour appear to have successfully implemented gender mainstreaming. The stages and processes they went though and the indicators they developed would serve as useful experiences for Ministries who have not yet implemented gender mainstreaming.
Support systems: Many if not all National Gender Machineries have had training or been exposed to the information required to facilitate gender mainstreaming. They can also be called on to support training as well as to provide advice on Gender Mainstreaming to Ministries of Labour. The reality that very little effort has been made to mainstream gender in labor policies and programmes in most countries can positively mobilize Ministers of Labour to use the many technical and human resources available.

Opportunities
The opportunity to mainstream gender still exists. This will require a more proactive approach than has been reflected in the survey results. Establishing effective inter and intra institutional partnerships could therefore serve as an important strategy for gender mainstreaming.

There is scope for closer collaboration between national gender machineries, academic institutions, and NGOs with the requisite skills. The aim is to sensitize and train Ministry of Labour staff at all levels across the country. Partnering with the national gender machinery is seen as a critical component of the public sector reform process underway in several Caribbean territories. This would provide an opportunity to implement commitments to mainstream gender across all sectors. Organising gender training workshops means following through and providing the resources required

to establish gender mainstreaming systems. No doubt this may seem expensive in the current economic crisis but can be managed creatively.

Threats
Ministries of Labour have a major strategic impact on the economic and social well-being of their respective countries. Those Ministries that do not mainstream gender are unlikely to transform gender relations in the labour market and make employment conditions more equitable. This will undermine national development goals. It can also perpetuate unequal gender relations in the labour market such as: lower female than male labour force participation rates; higher rates of unemployment among females; the concentration of females in low –wage and low skilled jobs, placing them at high risk of poverty if the females are single heads of households in the poorest population quintile. Failure to mainstream gender would also undermine gains made in areas of human development such as education. Inaction would also reduce national capacity to achieve the targets outlined in the Millennium Development Goals. The challenges of globalization, the global recession, trade liberalization that has become increasingly competitive, can spell disaster for the poorest and most vulnerable groups in Caribbean society. These include: single female headed households and the rural poor.

4.   CASE STUDY

1.1   Case Study of Antigua And Barbuda – Good Practice

Hon Dr Jacqueline Quinn Leandro made the proposal to mainstream gender in labour Ministries at the 15th Meeting of Ministers of Labour in 2007. As previously noted, the evidence from the questionnaire for Antigua and Barbuda indicates that "political will" can make a difference and this support is important to successful implementation of the strategy. There is also evidence that the following approach has been used effectively and the hope is that it will strengthen over the next few years. This provides lessons that can be adapted.

The gender mainstreaming process involves:

- Strengthening *political will* to achieve gender equality and gender equity;
- Incorporating a *gender* perspective *into the planning processes* of the Ministry
- Integrating a gender perspective in the planning cycle. This may include mainstreaming in mechanisms for analysis, development, appraisal, implementation, monitoring and evaluation of policies programmes and projects;
- The collection of *sex disaggregated data*
- The conduct of *gender analysis* of the sex disaggregated data to explore the differential impact that policies and programmes have on men and on women; identifying gender gaps; assessing practical and strategic gender needs;
- Capacity building: providing training in gender analysis and planning for policy makers, planners, senior managers and other key personnel promoting inter-sectoral linkages to maximize resources available.
- Participation of all men and women in decision-making
- Commitment of human and financial resources in the Ministry of Labour to promote gender equality.

Outcomes of the programmes, projects and other initiatives

The main outcomes would be:
 a) to have a clear mandate, strategy and programme;
 b) to reflect on gender mainstreaming a Ministry of Labour team equipped to mainstream gender in policies and programmes and capable of having a positive impact on working conditions in all public and private sector agencies.

1.2. Case Study: Proposal for Gender Mainstreaming in The Ministry of Labour in Jamaica

Introduction

This case study on Jamaica has been developed to support the Ministry of Labour and Social Security which has not yet mainstreamed gender, to do so. It answers two basic questions: Why mainstream gender? and how? It therefore provides a rationale for gender mainstreaming and for selected Departments, suggests entry points and strategies to facilitate this process. The hope is that Ministries of Labour in the Caribbean that have not yet embarked on the process will feel more empowered to start.

a) Why mainstream gender in the Ministry of Labour?

Rationale for Gender Mainstreaming

i) *Support Human rights commitments*: Jamaica's moral commitments to CEDAW, OAS, ILO and other Conventions, obligates the Ministry of Labour to mainstream gender, including the allocation of human and financial resources to support the process. Existing inequalities undermine the achievement of the Millennium Development Goals as well as targets and commitments made in the CEDAW, CRC, ILO Conventions, National Development Goals (including Vision 2030 Jamaica) and the Medium Term Economic Framework. Also important are policy commitments in the Gender Task Force of the Vision 2030 Jamaica Strategic Plan.

ii) *Meet Challenges of globalisation, trade, and the global economic crisis:*
The global economic recession has been characterized by: layoffs and increased unemployment; cuts to government budgets for basic social services; increased risk of poverty among the most marginalized groups. Mainstreaming gender can be used as part of the country's 'survival strategy', as it can facilitate more targeted interventions. This would result in better use of scarce resources, better returns on investment; and increased protection of the most vulnerable groups.

iii) *Support mitigation of climate change impact on development*:
Jamaica is faced with increasing annual costs related to more frequent and intense hurricanes, floods, fires, and rising sea levels. Rebuilding after these annual events negatively impacts the economy, livelihoods, increases the risk of poverty and threats food security. Climate change and disasters impact women and men as groups differently.

iv) *Increase access to sex disaggregated data for development planning:*
Access to sex disaggregated data on the labour market can enhance planning capacity, improve the effectiveness of interventions, support evidence-based policy and programme development as well as contribute micro data to a systemic data management system. This would fill gaps in the annual publications of the Statistical Institute of Jamaica (STATIN), and the Planning Institute of Jamaica (PIOJ). Among the priority needs are sex disaggregated data on the services and informal sectors.

Gender analysis of sex disaggregated data would help to identify the specific needs of each. Data sets on working class males, with limited literacy, low completion rates and limited skill certification can then be targeted and trained to improve their eligibility for local jobs as well as temporary employment opportunities overseas. This could also help to diversify their job skill sets. Gender analysis skills in the Ministry would also facilitate better planning and training to address the specific needs of males.

Data on the Informal and services sectors: The urgent need for sex disaggregated data on the various sub-sectors in the formal and informal labour market emerged when doing a recent study on the Gender Impact of the EU-CARIFORUM Economic Partnership Agreement on Jamaica (Dunn, Hamilton, Byron and Palmer (2009).[9] This data would support Jamaica's goal to achieving developed country status by 2030.

Data on the Wage Gap: Sex disaggregated data on the gender wage gap is also urgently needed to guide national planning and budgeting. This information is important for the individuals, sectors, trade unions, employers as well as the Ministry of Finance. The latter has to service debt equivalent to over 50% of GDP, and broaden tax collection.

v) *Gender Inequalities in the Labour Force:*

The distribution of Jamaica's population of 2.6 million people is 51% female and 49% male. However, unequal social, economic, political and gender relations limit access to and the distribution of resources and opportunities for development. Inequality increases poverty, and undermines efforts to meet national development goals. Data in Tables 24, 25, and 26, show various forms of gender inequality in the labour force which also has a negative impact on development.

Table 24: MAIN LABOUR FORCE INDICATORS BY GENDER, 2007('000)

MAIN INDICATORS	2007ᴾ Annual Average*			
	Male	**Female**	**% Females**	**Both Sexes**
Labour Force	699.1	562.2	45	1,261.30
Employed Labour Force	656.1	480.8	42	1,136.90
Unemployed Labour Force	43.1	81.4	65	124.5
Unemployment Rate (%)	6.2	14.5	-	9.9
Job-Seeking Rate (%)	4.1	8.3	-	5.9
Labour Force Participation Rate	73.6	56.5	-	64.8

Note: Discrepancies due to rounding.
p – preliminary
*The annual average is calculated from quarterly data.
Source: Statistical Institute of Jamaica. Taken from Economic and Social Survey Jamaica, 2007.

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[9] DFID-funded study prepared for the Commonwealth Secretariat and One World Action.

The lower labour force participation rates and higher rates of unemployment of females reflect unequal opportunities between the sexes in the labour market. As a result of their reproductive gender roles, females (as a group) have a disproportionately higher level of responsibility for unpaid work in the *care* economy (caring for small children, the sick, elderly and disabled). This limits their opportunities, their level of participation in and the extent to which they benefit from the formal paid labour force. In Table 25, the higher job seeking rate for females could be explained by the large number of single female headed households (47%) which indicates that women are the main breadwinners as well as major family care givers. As a result they are clustered in occupations and sectors that provide the flexibility to combine both roles. Several of these offer low-wages, and poor working conditions (domestic workers, free zone workers).

**Table 25: EMPLOYED LABOUR FORCE BY EMPLOYMENT STATUS , 2007
('000)**

EMPLOYMENT STATUS	2007ᴾ Annual Average*			
	Male	Female	% Female	Both Sexes
Paid Government Employee	56.4	82.7	59	139.2
Paid Non-Government Employee	329.5	244.6	42	574
Unpaid Worker	3.7	10.6	74	14.3
Employer	21.8	9.2	29	31
Own Account Worker	243.5	132.4	35	375.8
Not Reported	1.3	1.4	51	2.7
Total	**656.1**	**480.8**	**42**	**1,136.90**

Note: Discrepancies due to rounding.
p – preliminary
*Source: Statistical Institute of Jamaica. Taken from Economic and Social
Survey Jamaica, 2007*
*The annual average is calculated from quarterly data.

Table 25 shows gender differences in employment status: more females are paid government employees and unpaid workers while more males are non-government employees, employers and own-account workers.

Table 26 CONTRIBUTIONS (%) TO GDP IN PRODUCERS' VALUES AT CONSTANT (1996) PRICES: SHOWING THE DISTRIBUTION OF WORKERS IN EMPLOYED LABOUR FORCE BY GENDER - 2007

IN DUSTRIAL SECTOR	2007			
	Contribution to GDP (%)	Share of Male Workers in Employed <u>Male</u> Labour Force (%)	Share of Female Workers in Employed <u>Female</u> Labour Force (%)	Share of Female Workers in <u>Total</u> Employed Labour Force (%)
GOODS	**34.2**	**51.2**	**13.8**	**16**
Agriculture, Forestry & Fishing	5.3	25.3	8.5	20
Mining & Quarrying	5.5	1.1	0.2	12
Manufacturing	12.6	7.7	4.0	28
Construction & Installation	10.7	17.2	1.1	4
SERVICES	**72.9**	**48.6**	**86.0**	**56**
Electricity & Water	4.1	0.9	0.3	22
Transport, Storage & Communication	14.2	9.6	3.2	20
Financing & Insurance Services	8.3			
Real Estate & Business Ser vices	5.3	5	7.1	51
Producers of Government Services	9.5	*	*	*
Hotels, Restaurants & Clubs[a]	7.2			
Distributive Trade [a]	21.9	14.9	34.1	63
Miscellaneous Services [b] (incl. House hold & Non-Profit Institutions)	2.4	18.2	41.2	62
LESS Imputed Bank Service Charge	7	-	-	-
INDUSTRY NOT SPECIFIED	-	0.2	0.2	50
TOTAL GDP AT CONSTANT PRICES	100	100	100.0	42

Discrepancies due to rounding.
Source: Statistical Institute of Jamaica. *Taken from Economic and Social Survey Jamaica, 2007.*
* Available data for labour, does not provide a breakdown of services, in terms of producers of government services versus producers of private services.
[a] Relates to the category of Whole sale & Ret ail Trades, Hotels & Rest au rant Services for labour.
[b] For labour, the category of 'Community, Social & Personal Services' has been included.

Table 25 shows gender differences in the employment of males and females across the goods and services sectors and sub-sectors. Males dominate the goods producing sector (51%) which contributes 34% to GDP. Only 16% of females in the total labour force are employed in this sector. Females however dominate the services sector: 56% of females in the total labour force are employed in the services sector which contributes 73% to GDP. Some 86% of female workers in the employed female labour force work in the services sector. Awareness of gender differences in the labour market can enable the Ministry of Labour and Government as a whole to plan and predict revenue earnings more effectively. However the absence of sex disaggregated micro data on the services sector and the informal sector limits this capability.

vi)   *Feminization of Poverty*

Gender differences in the labour market are also reflected at the household level, contributing to the *feminization of poverty*. For example, the Jamaica Survey of Living Conditions (2006:7) notes that in 2006 some 47% of households surveyed reported females as head. Among households in the poorest quintile, 51% were headed by females and 49% were headed by males. In contrast, among households in the wealthiest quintile, 37% were female-headed and 63% were male–headed.

An IDB study by Robles et al (2006)[10] on *The Informal Sector in Jamaic*a noted that the informal sector was an estimated 43% of official GDP in 2001 and that females make up 57% of this sector. They are therefore less likely to have social protection. The Ministry of Labour is therefore in a very strategic position to highlight inequalities by collecting and analyzing gender inequality in the labour force, and using its mechanisms to improve wages and working conditions and promote the Decent Work Agenda.

b)   How can gender be mainstreamed in the Ministry of Labour?

The first section examines the framework for gender mainstreaming, then identifies entry points to apply recommendations.

The framework for gender mainstreaming in Ministries of Labour includes:

- Strengthening *political will* to achieve gender equality and gender equity;
- Integrating a *gender* perspective *into the planning processes* of the Ministry and the planning cycle. This may include mainstreaming gender in mechanisms for analysis, development, appraisal, implementation, monitoring and evaluation of policies programmes and projects;
- Collecting *sex disaggregated data;*
- Conducting *gender analysis* of the data to develop profiles of groups of men and women in the workforce; identifying gender gaps; assessing practical and strategic gender needs; and evaluating the differential impact that policies and programmes have on each group;
- Implementing *capacity building* training programmes in gender analysis and planning for policy makers, planners, senior managers and other key personnel;
- Promoting inter-sectoral linkages to maximize resources available.
- Facilitating the participation of male and female workers in decision-making;
- Committing *human and financial resources* in the Ministry of Labour to promote gender equality (including mechanisms to lead and implement the process).

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[10] Robles et al (2006). The Informal Sector in Jamaica. IDB.
http://sta.uwi.edu/conferences/salises/documents/Thomas%20D.pdf

Strengthening Political Will

      a.   Adopt and implement strategies to mainstream gender with support from a planning process that draws on persons at the highest level of authority in government and relevant actors in civil society. Their input should be comprehensive, should have time bound targets and benchmarks for monitoring. *The process should include proposals to allocate or reallocate resources for implementation.*

      b.   Having the Minister serving as champion for gender mainstreaming (e.g. Antigua) is one indicator of strengthened *political will. M*ainstreaming gender in the Ministry's vision and mission statements is another.

The Ministry's Vision is to: 'contribute to national development through the provision of efficient and effective labour and social security services within the context of a globalised economy.' (MLSS website).

Gender Mainstreaming (GM) Recommendation
Review the Vision Statement and explore changes to make it more gender-sensitive.

The Ministry's Mission Statement is to 'Promote a stable industrial climate through tripartite dialogue, ensure the highest standards of occupational safety and health at the workplace, facilitate increased access to employment and effectively manage social protection programmes including those for groups with special needs such as below the poverty line, the elderly and persons with disabilities.'

GM Recommendation:
The Ministry may wish to consider inserting (*for men and women)* after increased access to employment, as well as inserting (*female headed households)* after … the poverty line.

Integrating Gender in the Planning Process
Mainstream gender in the Ministry's annual and long term strategic planning processes with indicators, targets and outcomes expected. Prepare a Plan and monitoring mechanisms. Integrate g*ender analysis, gender mainstreaming and gender planning into* the Ministry's Strategic Plan as recommended by reviews of gender mainstreaming by the Bureaux of Gender Affairs, to ensure ownership. Include gender in the analysis, development, appraisal, implementation, monitoring and evaluation of policies, programmes and projects.

Ministry of Labour and Social Security [11]

The section below includes information from the website of the Labour Division of the Ministry of Labour and Social Security with departments which include: Industrial Relations, Manpower Services and Occupational Safety and Health. Selected Units are used as examples of approaches that the MLSS may wish to use to establish its GM Unit.

Objectives of the Labour division are outlined below. For each objective, suggested actions to mainstream gender and promote the ILO's Decent Work Agenda are included in italics:

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[11] Information provided is from the Ministry's website:
http://www.mlss.gov.jm/pub/index.php?artid=32&par_id=32#THE%20LABOUR%20DIVISION

Promote good working relations between employers and workers whether or not they are organized in trade unions;

GM: Gain access to and provide support for domestic workers most of whom are female by providing institutional strengthening of the Jamaica Household Workers Association. Support preparations for Jamaica's participation in the ILO Conference in 2010 by addressing the needs of domestic workers whose situation will be addressed at the next ILO Conference);

Establish and maintain a system of minimum wage rates for the protection of workers who may not be unionised;

GM: Collect and analyse sex disaggregated data on minimum wage earners who include poor working class women and rural women at higher risk of poverty).Rural poverty is twice the rate (19%) of urban poverty (6%)(2007, JSLC.)

Promote good labour standards and measures to improve the working environment and terms and conditions of employment;

GM: Give priority to sexual harassment, gender equality in wages and HIV in the workplace and migrant male and female workers recruited to work in key sectors- e.g. agriculture (males); hotels (females).

Ensure the provision of a safe working environment.

GM: Support the public education and legal campaign of the Bureau of Women's Affairs on Sexual harassment in the workplace; conduct research on discrimination against sexual minorities in the workplace; conduct research on poor working conditions in specific sectors, e.g. security guards-majority male and more females entering the sector; identify and address occupational health and safety conditions for specific categories of workers dominated by males and females.

Assist unemployed persons in securing employment which is satisfactory to them and at the same time beneficial to the society.

GM: Special programmes to address the higher number of females unemployed and lower labour force participation rates which impact earnings, economic status);

Operates an effective system to facilitate the flow of information between job seekers and employers and the education and training system;

GM: collect and analyse *sex disaggregated data on job seekers and share data with the education and training sectors; review communication strategies to increase access to females in the informal sector, rural women;*

Promote the development of the Jamaican labour market within the context of the global economy.

GM: a*ddress gender inequalities in the labour market*) (see below).

Enhance economic development through the promotion of productivity growth;

GM: Include gender issues in research conducted on factors that impact productivity;

Inform and sensitise the Jamaican labour force about issues related to the CSME.

GM: *Review studies on the gender implications of the CSME.*[12]

The Industrial Relations Section

This Unit is responsible for the promotion and maintenance of industrial harmony in the nation. It is divided into five sections:

1)   Conciliation
2)   Industrial Disputes Tribunal (IDT)
3)   Pay and Conditions of Employment
4)   Minimum Wage Advisory Commission
5)   International Labour Agency/Information

The MLSS website notes that the Pay and Conditions of Employment branch 'ensures the maintenance of minimum standards set out in the various labour laws relating to notice pay, redundancy pay, holidays with pay, maternity leave, national minimum wage and the minimum wages in certain trades, which are announced from time to time'.

GM Recommendation: Collect and analyse sex disaggregated data to support monitoring of commitments to the ILO's Decent Work Agenda and to gender equality; enhance policies and programmes, and improve labour standards.

Minimum Wage Advisory Commission

GM Recommendation: Collect and analyse sex disaggregated data on minimum wage earners (e.g. wages and working conditions) to guide national policies and programmes on poverty reduction.

International Labour Agency/Information

This Unit performs duties in respect of Jamaica's obligations as a signatory to the International Labour Organizations, (ILO). It also liases with International Agencies such as the Organization of American States (OAS), the United Nations Development Programme, (UNDP) and CARICOM, among others, concerning labour matters, on behalf of the Government of Jamaica.

GM Recommendations: Collect and analyse sex disaggregated data to increase the government's ability to improve the statistical data used in national and international databases (ILO, OAS, UN, ECLAC and CARICOM).

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[12] See Leo-Rhynie (2004; Taylor (2004)

The International Programme for the Elimination of Child Labour (IPEC)

The IPEC programme seeks to:

- Provide a comprehensive information system that incorporates quantitative and qualitative information on child labour that is being used for policy and programme development.

- Strengthen the institutional capacity of the relevant institutions of the GOJ and civil society to enforce child labour laws and to develop and implement policies and programmes towards the prevention of child labour.

- Withdraw and rehabilitate children from hazardous work and prevent them from engaging in child labour.

- Enhance public awareness on the complex problems associated with child labour. **(Source: MLSS website)**

GM Recommendation

Develop gender sensitive interventions to address the specific needs of boys and of girls in child labour. Research has shown that girls are more likely to be victims of sexual exploitation and boys, victims of forced labour.

The Jamaica Productivity Centre

The Jamaica Productivity Centre (JPC) is a tripartite organization comprising representation from the Ministry of Labour and Social Security, the Jamaica Employers Federation (JEF), and the Jamaica Confederation of Trade Unions (JCTU). The Centre's mandate is to stimulate a high level of national awareness of the concept of productivity and inculcate a productivity-sensitive culture in Jamaica through advocacy, knowledge generation and dissemination, and provision of technical assistance services. (MLSS website)

GM Recommendation:

Organise training in gender awareness and the use of gender analysis tools for tripartite partners (JEF and the JCTU); mainstream gender in research and productivity enhancement programmes; ensure that technical assistance services to enhance productivity, focus on specific needs of male and female workers; promote family-friendly workplaces that enable working fathers and mothers to jointly share family responsibilities such as child care more equitably.

The Manpower Services Section (MSS)

This department is responsible for the Overseas Employment Programmes, local employment and the granting of work permits. (MLSS website)

GM Recommendation

Increase employment opportunities for females as historically, the majority of opportunities have been provided for male.
Explore:
a. temporary employment opportunities for females in construction in Canada;
b. collaboration with the Women's Construction Collective, the Construction Resource and Development Centre (both NGOs) and the National Council for Technical and
Vocational Training Agency (NCTVET) to increase the number of women construction workers trained, certified and recruited for overseas employment.
c. expand the programme to test, train and certify male construction workers, many of whom have low levels of literacy and limited certification, though skilled.

This department is also strategically important for the EU-CARIFORUM Economic Partnership Agreement signed by Jamaica and the European Union in October 2008. This reciprocal agreement includes 29 categories of workers that will be eligible to work for up to 12 months in Jamaica and in Europe.

The Labour Exchange Department

Provides at no cost to the public, effective employment facilities including an electronic job matching system and labour market information, to satisfy the needs of job seekers and employers. The department provides a cost-effective means for the employers to source suitable candidates and a conference room facility is also provided where employers may conduct interviews. (Source: MLSS website)

GM Recommendation
Adopt a gendered approach to public education campaigns aimed at increasing awareness of this facility. Strengthen partnerships with civil society and community groups to increase public awareness of opportunities (e.g. churches and citizen organisations); markets and supermarkets; beauty salons and barber shops; bars and betting shops, organizers of sports events etc.

Private Employment Agencies Monitoring Unit

This unit monitors Employment Agencies to ensure that these Agencies are registered and licensed by the Ministry of Labour and Social Security to place persons in employment both locally and overseas. It also ensures that the Agencies operate within the Employment Agencies Regulation Act.

GM Recommendation:

Collect and analyse sex disaggregated data from the private agencies for use in planning for the Labour Market.

The Work Permit Section

Grants work permits and exemptions, based on the requirements of the Foreign Nationals and Commonwealth Citizens (Employment) Act as well as the CARICOM Community (Free Movement of Skilled Persons) Act 1997. (MLSS website)

GM Recommendation:

Conduct gender analysis of sex disaggregated work permit data to monitor human trafficking, consistent with Jamaica's commitments under the Palermo Protocol on Human Trafficking. [13] Feed this data into the national database of the Anti Trafficking Unit of the Jamaica Constabulary Force to support investigation, reporting and interventions to support victims.

Capacity Building

GM Recommendation: Develop a comprehensive capacity building programme that includes an introduction to basic definitions and concepts on gender, use of gender analysis for policy and planning etc.

Participation

GM Recommendation: Heads of departments should lead the GM process, be part of a gender focal point unit that includes the Ministry's top management team, working to implement the GM Plan, and programme with agreed deliverables, outputs and timelines. Strong champions should be given the responsibility and resources to lead the process. The goal should be full participation of stakeholders in the GM process.

Technical, Human and Financial Resources

- Provide technical support to ensure that the GM Unit has the requisite skills and financial support to lead the process.
- Include equal numbers of men and women, equipped with skills in gender mainstreaming.
- Encourage the Human Resources Division to mainstream gender in the human resource staff assessment programme with clear indicators for monitoring performance and the criteria for promotion.

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[13] Ricketts H and Dunn, L (2007). 'Human Trafficking for Sexual Exploitation and Forced Labour in Jamaica.' IDB-funded study for the Anti Trafficking Task Force, Ministry of National Security, Jamaica.

Selected Labour Laws from MLSS website

Caribbean Community (Free Movement of Skilled Persons) Act July 16, 1997

- **Employment (Equal Pay for Men and Women) Act December 1, 1975**

Employment (Termination and Redundancy Payments) Act December 9, 1974

- Employment Termination and Redundancy Payments Regulations 1974

Factories Act Aug 1, 1943

Foreign Nationals and Commonwealth Citizens (Employment) Act 1964

- Foreign Nationals and Commonwealth Citizens (Employment) Exemption Regulations 1964
- Foreign Nationals and Commonwealth Citizens (Employment) (Amendment) Act 2004

Maternity Leave Act December 31, 1979

Minimum Wage Act December 22, 1938

- Minimum Wage (Garment Making Trade) Order 1974
- National Minimum Wage Order 1975
- National Minimum Wage (Amendment) Order 1990, 1991, 1992, 1994, 1995, 1996, 1999, 2001, 2003, 2005
- Minimum Wage (Industrial Security Guards) Order 1982
- Minimum Wage (Industrial Security Guards) (Amendment) Order 1990, 1991, 1992, 1994, 1995, 1996, 1999, 2001, 2003, 2005

Recruiting of Workers Act June 6, 1940

Women (Employment of) Act March 2, 1942

- Employment Women (Night Work) Order 1961
- Employment of Women Regulations 1942
- Employment of Women in Factories Regulations 1961

National Insurance Act April 4, 1966

- National Insurance (Maternity Benefits) Regulations 1980
- National Insurance (Housing Benefits) Order 1976

Gender Mainstreaming in the Legal Reform Process
GM Recommendation

The Ministry's Legal Department and the Bureau of Women's Affairs should review the above-mentioned laws and make recommendations to ensure increased support to promote gender equality in employment, and consistency with commitments to CEDAW, the ILO and the OAS. The MLSS may consider the following priorities for this legislative review:

- o Sexual harassment in the workplace;
- o Gender and HIV Workplace Polices;
- o Gender equality in employment and wages;
- o Legislation to enable unpaid workers in the care economy to access social protection;
- o Protection for Migrant workers.

The criteria and recommendations for gender mainstreaming in the MLSS in this case study are not 'cast in concrete'. Rather they are guidelines for the Ministry to consider as it moves to implement its gender mainstreaming programme in the next period. The process will require financial support at a time when resources are limited, but the benefits should also be considered.

5.   CONCLUSIONS AND RECOMMENDATIONS

The results of this assessment of gender mainstreaming in Ministries of Labour in the Caribbean, indicate that the majority of Caribbean member Ministries of the IACML, have made very limited progress in institutionalizing a gender perspective in their policies and programmes. This was reflected in the limited information available in the questionnaires returned. While the results are disappointing, they can serve as a renewed effort to strengthen institutional resolve to fulfill commitments made.

The results also provided the technical secretariat of the IACML with at least one example of a good practice in the Caribbean. The Ministry of Labour in Antigua and Barbuda emerged as an example of a good practice in gender mainstreaming that can be replicated if there is political will. This example will no doubt be presented to the XVI Inter-American Conference of Ministers of Labour (IACML) in September 2009 in Buenos Aires. Countries that have not yet mainstreamed gender in policies and programmes, will hopefully be encouraged to redouble their efforts and can use the experiences of Antigua and the case study from Jamaica to move ahead.

The results are disappointing as the political commitment of all Caribbean countries to support gender mainstreaming is high: all have ratified key human rights commitments to promote gender equality such as CEDAW, the MDGs, the Belem do Para Convention among others. This implies political will and commitment in principle to promote gender equality and sustainable development at international, regional and national levels. Several countries have also made commitments by adopting national gender policies, and have developed national strategic plans that include commitments to gender equality and gender mainstreaming. Ministerial endorsement emerged as an effective tool to accelerate the pace of implementation as demonstrated by the Minister of Labour in Antigua.

Countries have also made significant progress in adopting gender-sensitive legislation to protect the rights of women, to eliminate several forms of discrimination as well as to eradicate violence against women. In addition, all have established national women's machineries with clear mandates that include gender mainstreaming. However, links between these agencies and the Ministries of Labour appeared very weak. The existence of these agencies means access to technical resources to support the process.

The conclusions from the institutional assessment point to limited capacity to mainstream in the absence of technical skills, human resource personnel to drive the process as well as financial resources.

The results on areas of intervention have led to the conclusion that the areas Gender Units found most capable of addressing were Employment (19) (especially legislation); Labour (18) (especially gender and youth employment programmes); Information and Research (7) (especially data collection); Institutional Strengthening (7) (especially IT and material resources); Labour Relations (6) and Social Security (4). Labour relations and social security emerged as perhaps more challenging. These findings indicate to the 10 Caribbean countries that have not yet embarked on gender mainstreaming, some of the priority areas for attention as they renew efforts to mainstream gender in the near future. The results also indicate the diverse opportunities for mainstreaming that the four Gender Units have utilized. The findings also provide insights to the four Gender Units, other areas for gender mainstreaming that still need urgent attention. For example Labour inspection; Unemployment benefit schemes; the field of labour relations; social security programmes; research, and institutional strengthening.

Opportunities abound to mainstream gender in labour inspection departments, improve occupational safety and health standards, and reduce health risks which impact on cash-strapped national health budgets. Gender mainstreaming should therefore be seen as an investment in sustainable human development. Gender-sensitive wage negotiations can help to reduce the current gender wage gap. GM can help to promote more equal representation of females in the leadership of trade unions. GM can also help to improve the quality of data in labour market information systems.

The results underscore the need for more attention to be paid to data collection and the collection of sex disaggregated statistical data but responses on information and research were low. The need to give priority to the collection of sex disaggregated data is highlighted by several factors: the results of the IDB's 2006 study on the informal sector characterized by micro and small enterprises including self-employed persons; the importance of the female –dominated services sector to national economies; the challenges of globalization and the need to support male and female workers as they try to cope with the impact of current and emerging trade liberalization policies and programmes (e.g. EPA). There is also the need to provide gender sensitive data to support the creation of gender-sensitive evidence-based development policies (e.g. for economic planning, education and certification programmes, expansion of infrastructure to promote growth and development with equity and equality etc).

Data collection must also be given a priority as countries position themselves to build human capacity to cope with the financial crisis, and boost productivity for economic growth. Accurate gender data will enable countries to plan interventions for men at risk whose impact is felt in high levels of crime and violence which threatens national security and development and undermines investment confidence.

Research and statistical data on the economic value of unwaged work to the national economy is needed. The results can improve social protection for females in the formal and informal sectors, and enhance women's strategic position.

Research to document the number and working conditions of domestic workers is urgently needed as countries prepare for the ILO 2010 conference which will be focusing on domestic workers. Mainstreaming gender will enable all the Ministries of Labour in the Caribbean to make a meaningful contribution to the Conference. As a number of countries prepare for general elections this could also be a lobbying issue on the gender agenda of political parties, trade unions and women's groups.

The results also show that Ministries of Labour will need to collaborate more with National Gender Machineries to also mainstream gender in trade unions and employers' organizations. Training in specialist skills to conduct a gender analysis of sex disaggregated data will enhance competitiveness, improve market intelligence and create an improved labour climate.

Another conclusion from the limited national follow-up to the 2007 meeting of Ministries of Labour, is that either Ministers were not convinced of the social, political and economic importance of gender mainstreaming or priority on GM was low when faced with limited resources. Perhaps an economic cost benefit analysis using statistical modeling could provide the dollars and "sense" data required to make the case for gender mainstreaming. Countries could also see GM as a strategy to survive the current economic climate. For example, promoting MSMEs, and collaborating with financial programmes already established, to improve the success of innovative male and female entrepreneurs.

Legal teams within the Ministries of Labour will also need to be sensitized to gender, gender equality commitments at international level and rights-based legislative reforms. Equipped with gender analysis skills these specialist layers can review labour legislation against Article 11 of CEDAW for example, conduct a gap analysis, and develop a legal reform agenda of labour legislation. This would modernize labour legislation, support monitoring to take a proactive approach to the management of emerging labour issues.

RECOMMENDATIONS

1   Strengthen political will to achieve gender equality and gender equity by encouraging Ministers of Labour to publicly endorse gender mainstreaming in order to get 'buy in' from heads of department, line managers, technical and other levels of staff in the Ministry.

2   Establish the Gender Unit in the Ministry, and provide human and financial resources to implement a programme and plan to mainstream gender in priority programme areas e.g. employment, labour and the Decent Work Agenda.

4   Strengthen links between the Ministry of Labour and the Ministry Responsible for the National Gender Machinery to facilitate collaboration on gender programmes, support human rights commitments to gender equality and to monitor implementation;

5   Incorporate a gender perspective in the vision, mission, policy and planning processes of the Ministry.

6 Integrate gender in the Ministry's human resource management systems to support gender mainstreaming in the implementation, monitoring and evaluation of policies, programmes and projects;

7 Develop a programme to collect, analyse and disseminate sex disaggregated data in partnership with the Statistics Department.

8 Expand the research programme to include a gender analysis of sex disaggregated data to assess the differential realities of men and women; identify gender gaps in wages, employment opportunities etc; assess practical (basic) and strategic (policy level) gender needs;

9 Build partnerships with academic institutions, international agencies, and other Ministries of Labour in the Caribbean with Gender Units to support gender mainstreaming;

10 Organise capacity building programmes to provide training in gender analysis and planning to policy makers, planners, senior managers and technical staff in the Ministry.

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