

SECTION 1: PRINCIPLES, VISIONS AND AIMS

1.1 Guiding Principles

The principle of gender equality is enshrined in the 1976 constitution of the Republic of Trinidad and Tobago. The pursuit of this principle is reflected in this national gender policy. The government of the Republic of Trinidad and Tobago has shown its commitment to addressing fundamental structural imbalances that threaten the concept of equal opportunities by incorporating into the administrative structure a Division of Gender Affairs. The gender policy reaffirms this commitment to gender equity and social justice and provides a framework to guide and inform the transformation of existing inequitable gender relations, based on this aspiration and vision. The gender policy allows for a gender perspective and analysis to be integrated into the design, implementation, monitoring and evaluation of all government policies and programmes.

The government of Trinidad and Tobago has ratified important international conventions and agreements such as the Beijing Platform for Action and the Convention on the Elimination of All forms of Discrimination against Women (CEDAW), the UN Declaration of Human Rights and the Nairobi Forward Looking Strategies. These provide the basis for a comprehensive framework for the advancement of women and the enjoyment of basic rights to gender equity, the principles of which further inform the national gender policy.

The policy is also guided by the governments' Vision 2020, as expressed in the Social and Economic Framework 2003-2005, which establishes this country's intention to achieve developed country status by the year 2020. It has as its core elements the issue of human development in its various dimensions, encompassing key sectors of health, education, training, housing, and the provision of basic amenities, poverty reduction and the generation of sustainable employment opportunities toward the creation of a harmonious society. The goals of Vision 2020 support the United Nations' Millennium Declaration of September 8, 2000 and its accompanying Millennium Development Goals (MDGs). At the National Consultation *Vision 2020 through a Gender Lens* held at the Trinidad Hilton and Conference Centre on March 12, 2003, the government issued a "Vision Statement through a Gender Lens", which underscored the importance of gender in this process of development. It states:

"The fundamental principle of this exercise is to ensure the active and equal participation of women and men of all sectors in the planning/development process. A goal of sustainable development is the improvement of the quality of life and well being of all women.¹ What is more, a prerequisite to reaching this vision of sustainable development is the political and personal will to harness all of the country's resources, to manage and use them in such a way that all women benefit equally from this vision according to their needs."(March 12, 2003 Ministry of Community Development pamphlet.)

¹ Sustainable development is development where the natural resources of a country are not depleted but sustained for future generations.

The current initiative, led by the Gender Affairs Division of the Ministry of Community Development, Culture and Gender Affairs of the Government of Trinidad and Tobago complements this national vision, as well as fulfills the country's obligation to regional and international commitments.

The institutionalization of gender into government structures through gender machinery such as the Department or Bureau of Women's Affairs (BWAs), Gender Affairs Divisions or Departments are visible representations of a country's commitment to transform its problematic and inequitable gender relations. The support and acceptance of these organized systems by the leadership are vital to their success. Where gender machinery and policies are taken very seriously great economic and social gains have been made, confirming the adage that the status of any society is related to the status of the women in that society. What gender machinery and policies have taken into consideration is that the status of women often affects the status of the household and their children, both male and female. A society might exude wealth but the quality of life continues to be very poor if male-female relations do not improve and if all women and men do not have equal opportunities to develop to their full potential.

What has proved to be a deterrent to the smoother passage of ideas pertaining to gender equality in international and regional initiatives is that many men (often) feel threatened by the idea of equity between the sexes. There is a view that women's advancement often means a deterioration in the status of men. The lives of women and men are intimately and intricately connected. It is impossible to separate the fortunes of one sex from the other, as together they constitute the basis on which the society reproduces its peoples and itself. It is true however that as women's lives change, men's lives will also change. The new studies on masculinity provide new understandings of men, their aspirations and lives. These new insights open up new possibilities for men and boys, widens the options for personal fulfilment and for new patterns of interaction with women and children.

1.2 Concepts and Definitions

In order to have clarity of purpose and a common understanding, a definition of terms and concepts used throughout this document is necessary.

The Concept of Development

Development is a process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and equitably distributed improvements in their quality of life. Development here is not seen as limited to any one model but a process shaped by the lives and aspirations of the local population.

It should be borne in mind that, as a process, development can take many paths and that the path(s) to development is often determined by past legacies, the vision of the society, the availability of resources, and the perceived approach for their use.

Sex and Gender

In spite of increasing usage there still exists confusion over the term 'gender'. In modern times, gender is often used as another word for 'sex', but sex and gender are not interchangeable terms. 'Sex' refers to the biological (and physiological) differences between women and men i.e. being male or female. 'Gender' refers to the social organization of sexual difference.

The Concept of Gender

The term 'gender' entered the development debate from the mid 80's. It acknowledges that women's problems in society are not primarily due to their biological differences from men, but rather to socially determined meanings associated with masculinity and femininity. Gender is used to refer to the social roles, responsibilities, behaviors, attitudes and identities as men and women which are the result of social, cultural and historical factors as opposed to our biological differences. We may be born male and female with certain biological characteristics, but we *learn how* to become men and women through the social expectations of the gender category into which we are placed from birth. Gender is discussed in terms of our 'masculinity' and the 'femininity'.

Although equal as human beings, the social, economic and political possibilities historically available have differed between the sexes. Central to the understanding of *gender* is the recognition of the inequity in existing male-female relations that are characterized by the subordination of women and the devaluation of anything or anyone defined as feminine. At the same time, *traditional* notions of masculinity and manhood can be a problem for men themselves, as well as for women. *Gender* is primarily used to analyze social experiences and lend support to policy interventions by making the different experiences that men and women have in society instrumental in the formulation of developmental goals. The word gender as it is used in this document therefore refers not simply to men and women, but to the power relationship between them. For instance, men and women may not earn equally although they may be doing similar jobs.

Gender Analysis is the systematic attempt to apply this understanding of sexual differences to social, political, economic, cultural and environmental contexts. This can be done, for example, by examining the differential impact of any given variable such as access to land or education on men, women, boys or girls. Gender analysis can help us understand why many people feel that men are supposed to dominate, why women are deemed to be the subordinate sex, why masculinity is perceived to be aggressive and femininity passive, why unequal power relations exist between women and men. Gender analysis can suggest ways in which we may create change in gender relations. Gender analysis therefore, examines the reality of both women's and men's lives.

Gender equity (or fairness) and social justice are the long-term goals of gender analysis. It strives for an equitable distribution of social, cultural and economic resources, an improved quality of life, transformations of gender hierarchies, the empowerment of women, shared participation by men and women in decision-making activities in households and in public life, and a gender-sensitive, people-oriented approach to social and economic policy and infrastructure development.

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal opportunities for realizing their full human rights and potential to contribute to political, economic, social and cultural development, locally, nationally and internationally, and to benefit from the results. Sameness of treatment and opportunity does not necessarily ensure equality because women and men differ in biological and other ways. Gender equality must be accompanied by equity.

Gender Mainstreaming means integrating a gender equality and equity perspective into all the mainstream activities of an organization or institution at the policy, programme and project levels. It can have two approaches, one ‘integrationist’, which merely seeks to integrate women’s concerns into the existing developmental activities without changing the agenda, or the other ‘agenda setting’ which seeks to transform the thrust of development policy by incorporating gender concerns into *and changing* the mainstream by setting new agendas.

Gender Sensitivity refers to the awareness and understanding of the many and varied ways in which ideas of men and women's place (gender ideologies and practices) contribute to inequitable gender relations including unequal access to, and control of resources.

1.3 Policy Goal and Vision Statement

The overall goal of this policy is to promote gender equity, equality, social justice and sustainable human development in Trinidad and Tobago. It aims:

- To improve the quality of life at all levels of society
- To improve relations between the sexes
- To facilitate social and domestic peace and reduce the levels of violence in our society

It aims to support efforts to improve awareness among policy makers, planners, implementers and the general public of the provisions of the Constitution and Legislation with a view to strengthening the capacity of these instruments to guarantee equality of status of women and men. It also provides a written commitment by government through which the population can monitor and evaluate this commitment.

The National Gender Policy and Action Plan will seek to transform inequitable gender relations in order to improve women’s status relative to that of men; to influence state policy on all areas and to identify strategies to facilitate new and inequitable relations between women and men.

1.4 Strategic Objectives of the Gender Policy

Specifically, the gender policy aims:

- To incorporate a gender perspective in all development planning as the strategy for promoting gender equity and ‘fairness’ so that development planning itself becomes fundamentally gendered
- To integrate women’s and men’s concerns and experiences into the design, implementation, monitoring and evaluation of all political, economic and social policies and programmes
- To establish a system of gender mainstreaming which incorporates all sectors of government, community based organizations, women’s and men’s organizations
- To provide policy makers and other key actors involved with human and social development, with reference guidelines for identifying and addressing gender concerns which will inform public policy
- To identify and establish an institutional framework with the mandate to initiate, coordinate, implement, monitor and evaluate national gender responsive development plans
- To promote recognition and valuing of women’s contributions as agents of change and beneficiaries of the development process
- To promote where necessary, evaluation of the sexual division of labour and women’s and men’s contributions as agents of change and beneficiaries of the development process
- To transform material conditions to achieve economic, social and physical security of men and women
- To facilitate legislative change and public awareness of relevant legislation and their implications
- To empower both women and men by ensuring new and equitable relations between the sexes

1.5 Strategies to Achieve Policy Objectives

Gender Mainstreaming is the chief strategy used for achieving these policy objectives. This entails two approaches which are seen as mutually reinforcing: *mainstreaming* and *agenda setting*. Mainstreaming implies that gender issues are addressed within the existing development strategies and priorities of the government and its internal and external development partners, without changing the overall agenda (Jahan, 1997: 311 – 329; Cayman Islands Gender Policy, draft document, 2002).

The second aspect of the strategy, *agenda setting*, implies a transformation of the existing development agenda with a gender perspective. *Agenda setting* seeks to ensure that the men and women are at the centre of setting development agendas and hence new agendas may need to be set to truly serve this development. It reflects the reality that both men and women need to be active participants in the national/ international decision-making processes which affect their daily lives and livelihoods.

The strategies involved are:

- Sensitization and training on gender issues at all levels
- Promoting an approach that is grounded in research, gender analysis of roles and social relations of women and men as well as power relations between women and men
- Putting in place mechanisms to enable policy dissemination, communication and implementation by all sections of the society
- Ensuring ownership of the policy by promoting public education and creating awareness of the responsibility of all stakeholders to address the specific gender concerns within their sector or jurisdiction. This should entail consultation with both men and women in recognition that neither gender concerns nor sector issues are static therefore preparation to take action should always include assessment, consultation and public awareness
- Establishing a system of gender-based and disaggregated data collection and analysis in relation to all sectors
- Promoting women's economic empowerment as key to sustainable development
- Establishing gender responsive implementation, monitoring and evaluation mechanisms for development within government and other agencies
- Advocating for gender equity at all levels
- Promoting the use of gender-sensitive and gender-inclusive language in legislation, government documents and educational material.

1.5 Institutional Framework

The National Gender Policy and Plan provides a framework for guiding national policy and action in gender mainstreaming. Cabinet will have primary responsibility to approve the Policy and Plan. Legislators will be responsible for reviewing existing legislation and drafting new legislation to respond to specific needs identified and to ensure consistency between laws and policies.

The National Gender Policy will operate under the general mandate of the Gender Affairs Division of the Ministry of Community Development, Culture and Gender Affairs and in tandem with the overarching goals of Vision 2020 and the Gender Affairs Secretariat, Department of Social Services, Tobago House of Assembly (THA).

The implementation of the national policy and plan should be an important concern to all citizens. The popular idea that national policy and plans, when formulated, will gather

dust on a shelf must be erased. If the process for developing the plan is interactive and attuned to gender sensitization of the general public, of public and private sectors, and a great deal of time and energy expended on the formulation of a well thought out policy and plan, then it is in the interest of all of citizens to ensure that it is implemented when completed.

1.6.1 The Role of the National Machinery of Trinidad and Tobago

The Gender Affairs Division (GD) of the Ministry of Community Development, Culture and Gender Affairs as the National Machinery of Trinidad and Tobago will have overall responsibility for driving the process of policy development as well as monitoring the implementation of policy in all government agencies. It will have primary responsibility to guide and support the gender mainstreaming process to support gender goals. In order for it to successfully fulfil this role, the Gender Affairs Division must be in a state of readiness and endowed with the power to enforce laws and policies. Therefore, the role, structure, and human resource capacity of the GD has to be critically analyzed and strengthened to work effectively. A weak Gender Machinery will retard the process of implementing the Gender Policy and ultimately the process of achieving gender equality for all. This institutional strengthening will be addressed in detail in Sections 3 and 6.

An active partnership with women's and men's organisations, NGOs, CBOs, and members of the public generally, is imperative to ensure overall success of this policy and plan. They must be the 'catalyst' for implementation and take active responsibility for monitoring the implementation of this Policy and Plan they have helped to shape. Ongoing public awareness, education, involvement and commitment to the process are central to the success of the Policy and the implementation of its Action Plan.

1.6.2 Tobago

The Gender Affairs Unit (Secretariat), Department of Health and Social Services Division, Tobago House of Assembly (THA) will be the lead agency for gender mainstreaming in Tobago. In this capacity it will work in tandem with the Gender Affairs Division in Trinidad ensure an overall cohesive national policy implementation. As the lead agency in Tobago with responsibility for initiating and coordinating gender mainstreaming activities, the Gender Secretariat will itself need to be strengthened if it is to give full effect to its gender mandate. As detailed in Section 3 of this report, proposals have been made to upgrade this Secretariat with more autonomy and to facilitate closer collaboration with the Policy Research and Development Institute (PRDI).

SECTION 2: THE POLICY FORMULATION PROCESS

Overview

In the process of policy formulation every attempt was made to be inclusive and to allow for participation by all sectors of society through a series of consultations. In conceptualizing the process of formulating the Policy, the process was approached as a series of interlinked phases, each phase building upon the previous one. As such, the methodology included the preparation of the concept paper, training of the facilitators and rapporteurs, followed by the first major public consultation and public awareness activity, the National Consultation.

A series of eight regional consultations (inclusive of Tobago's consultation) paralleled by ten interest group consultations was then embarked upon. (See Table 4 for full listing). Meetings were held with the Permanent Secretaries of the various Ministries to update them and to gain an understanding of gender and the rationale for developing a Gender Policy. The process also involved in-depth research in selected sectors through the commissioning of Sector Studies. Alongside this process was a programme of public education and sensitization to ensure understanding and to create a sense of ownership of the final document among public sector officials who would be the main implementers of the Policy and Action Plan, and among the population. (See Diagram 1 for Participants). The overall process has been:

- Conceptual
- Participatory and Consultative
- Research Driven
- Involved in public education and media sensitization
- Dependent on gender sensitization and integral support of the Public Sector

2.1.1 Concept Laying the Foundation

The concept paper prepared by the CGDS was based on initial research obtained from previous draft policy papers, up-to-date data on the status of women and the economy and discussions. It highlighted the key thematic issues targeted for discussion at the stakeholder consultation and presented the philosophy, aims and objectives and overall conceptual framework for the gender policy. As such, it provided a clarification of gender concepts and terms for the common understanding of all and sought to highlight the necessity for a National Gender Policy. Within this document preliminary sectors were identified as key areas for further research and policy interventions. The concept paper also gave an overview of the different stages of the consultation process. In keeping with the overall participatory approach, there was collaboration among a number of relevant national and international agencies, the Government of Trinidad and Tobago, women and men activists, and women's and community-based organizations in Trinidad and Tobago.

The conceptual process also included two other events: a teleconference held at the Canadian High Commission (August 14, 2002) in order to share other country

experiences and discuss best practices; and a pre-consultation presentation to UNDP (the executing agency), CIDA and GD and officials of the Ministry, including the Minister and the Permanent Secretary to gain consensus on the way forward. At this meeting the procedure and methodology for conducting the research and consultation process was agreed upon.

The Process of Consultation and Research

2.1.2 Participation and Consultation

Participants involved in the process came from a wide cross-section of groups, agencies and individuals, from the public and private sectors, the CGDS and GD teams, Sector Specialists, UNDP, ECLAC, CIDA and the Minister of CD & GD, key stakeholders in Trinidad and in Tobago and the general public. (See Diagram 1). Far from being ‘a bureaucratic’ initiative, policy formulation process sought to bring in other voices, such as women’s organizations like the Network and CAFRA, as well as youth voices, not only in utilizing them as facilitators but also in soliciting their ideas and incorporating their past research and experiences in attempting to bring a gender policy to fruition. Apart from consultations, the GD put in place a mechanism whereby members of the public could send in their views and comments in writing or by telephone to the Ministry.

Participatory planning by the CGDS and GD teams from programmes to implementation for the various consultations ensured participation by email communication apart from face to face meetings. This ensured consensus before a final programme was printed. Collaboration between GD and Community Development staff in order to ensure that the community turned out was also integral. Community Development staff acted as point people familiar with the ‘movers and shakers’ of the community.

On June 11, 2003, a training session in preparation for the National Consultation and other consultations was held for the facilitators and rapporteurs who would lead the group discussions in the consultations. Since the consultations were expected to encourage interaction, this training session ensured that the facilitators and rapporteurs were equipped with the skills to do this effectively.

One –day National Stakeholder Consultation

The National Stakeholder consultation took place on June 13, 2003 at the Trinidad Hilton and Conference Centre. It sought to facilitate participation, collaboration and ownership of policy development and the gender mainstreaming process. Other objectives included the clarification of conceptual framework and methodology for implementation of the process, identification of priority issues for policy research and programmes, and sensitization on the policy and development process.

The consultation drew a wide cross-section of participants who, by the end of the introductory programme and working group discussions, were able to understand core concepts involved in developing a gender policy. The consultation emphasized the crucial participatory role of all citizens in identifying key areas for policy development.

Minister, the Honourable Joan Yuille-Williams, identified gender equality as a prerequisite for sustainable development and poverty eradication and noted that her government's Vision 2020 planning process will offer several opportunities for addressing and monitoring gender disparities.

Regional Consultations and Interest Groups Consultations

A series of eight regional consultations were conducted in Trinidad and an island-wide two-day consultation was held in Tobago. Simultaneous with these were ten interest group consultations in Trinidad. The Tobago consultation comprised both national and interest group consultations. Interest group consultations included the disabled, youth, men and women's organizations, media and religion. (See table 4 for full listing).

2.1.3 Research

Research methods included the collection and analysis of secondary data which included the review of relevant statistical, legal and other data culled from Sector Studies. Tools included internet research and desk-top reviews. Sector Studies provided in-depth reviews and analysis of selected priority sectors and made recommendations for policy interventions based on their findings. Studies focused on Labour, Trade and the Economy Education and Human Resources Development, Social and Community Development (including Poverty and Social Security), Economy, Law and the Judicial System, Agriculture and Natural Resources and Health and Medicine.

Research also involved primary sources of data collected from stakeholder consultations, including women's organizations, community and interest group, men's organizations, government ministries and departments which drew upon participants' experiences. (See Diagram 2 for an overview of the process of consultation and research).

2.1.4 Public Education and Media Sensitization

The Gender Affairs Division embarked upon an extensive media and public education campaign to ensure that the national community was aware of and interested in participating in the preparation of a Gender Policy, through voicing their opinions or sending in comments.

2.1.5 Gender Sensitization and integral support of the Public Sector

A meeting with Permanent Secretaries was held to sensitize and gain support of the key members of the Public Service on the gender policy and plan to ensure that there was 'ownership' and 'buy-in' of the policy from the top. They were exposed to the key concepts of gender and the main components of the process, especially the cross-sectoral round table, a main vehicle for public sector personnel to further participate. Since the implementation of gender mainstreaming within each sector would be the responsibility of the Ministry, then these leaders must be on board. At this meeting, they were exposed to the concepts of gender and the importance of the role of the GD and their role (and their Ministry's role) in formulating the policy through facilitating data gathering,

advising and implementing the plan. This meeting was instrumental in securing the commitment of the Permanent Secretaries to support the policy formulation process, including the appointment of Gender Focal Points (senior officials) from each of their line Ministries to oversee and drive the implementation process.

A Cross Sectoral Roundtable for ministry representatives to was held to allow them to respond to the findings of the Sector Studies and to further secure their support and participation. The data from the sector studies was presented, discussed and the key/common areas for policy interventions identified and agreed upon.

2.2 The Formulation of the Policy

The draft policy document of the National Gender Policy and Action Plan was formulated from the gathering of the data culled from the National Stakeholders Consultation, Community Consultations, the Interest Group Consultations, the Tobago Consultations (Island-wide and Interest Groups) and the six Sector Studies². Data has been included in the draft policy document in the following areas, although special studies were not completed:

- Governance (Local and Community)
- Culture, Media and the Arts
- Infrastructure, Works and Public Utilities

The following diagrams represent the different components of the process:

² Refer to the Bibliography for full referencing/author details.

Diagram 1: The Participants

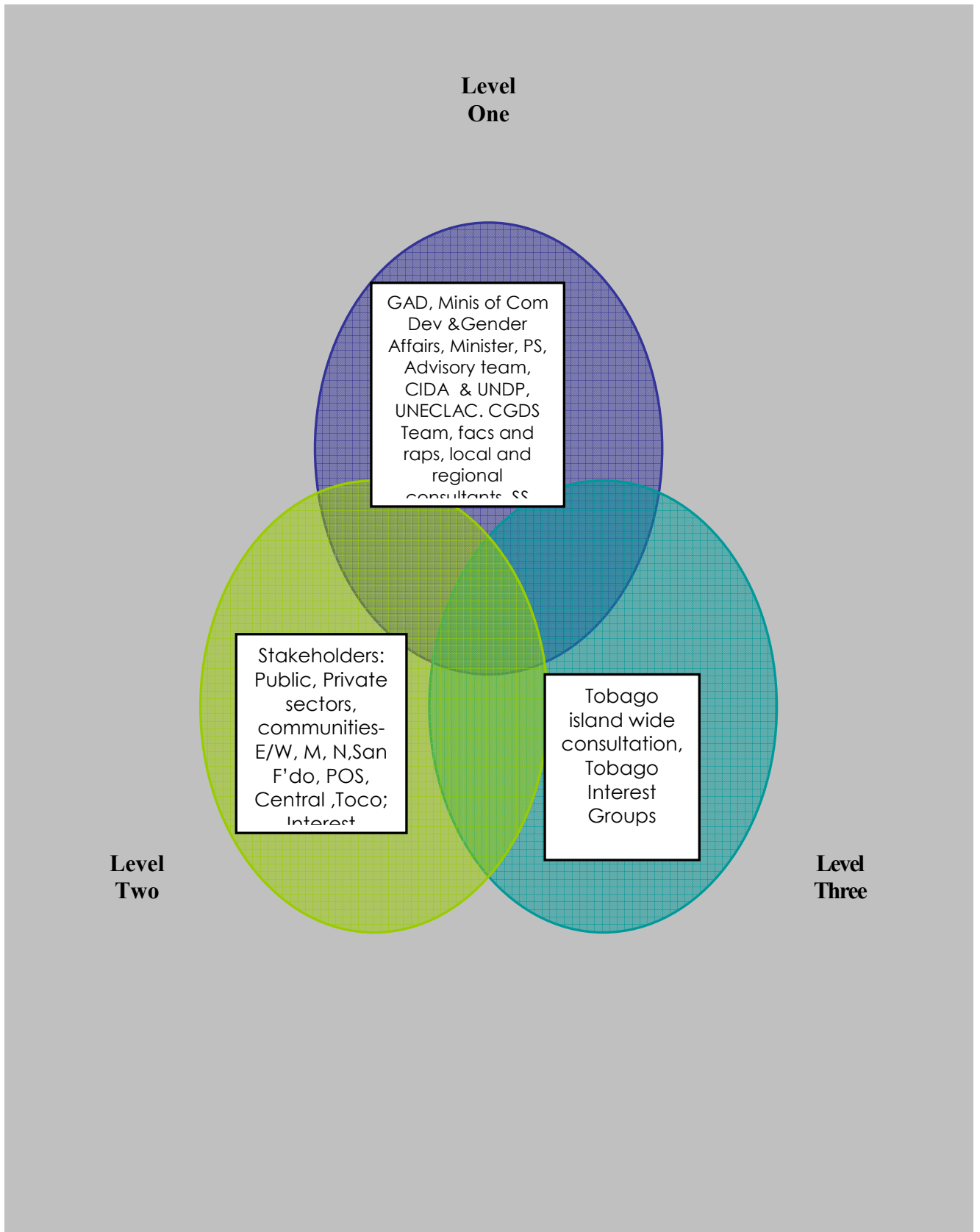
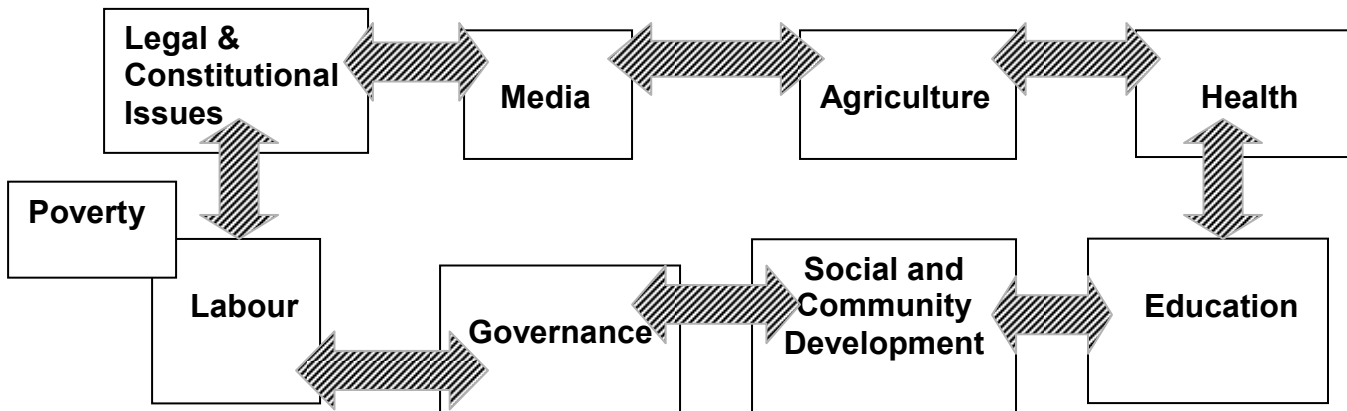
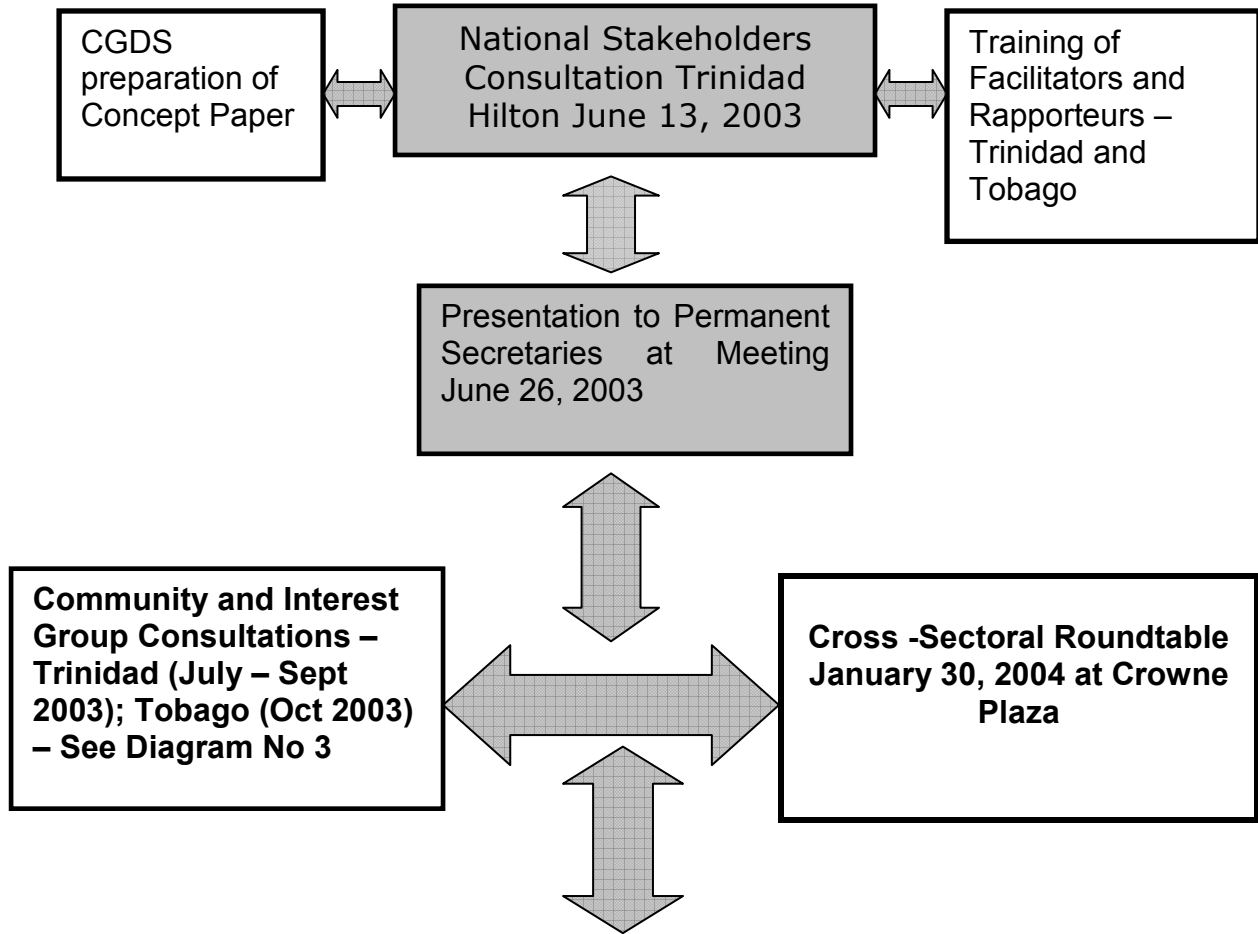


DIAGRAM 2: The Process of Consultation and Research

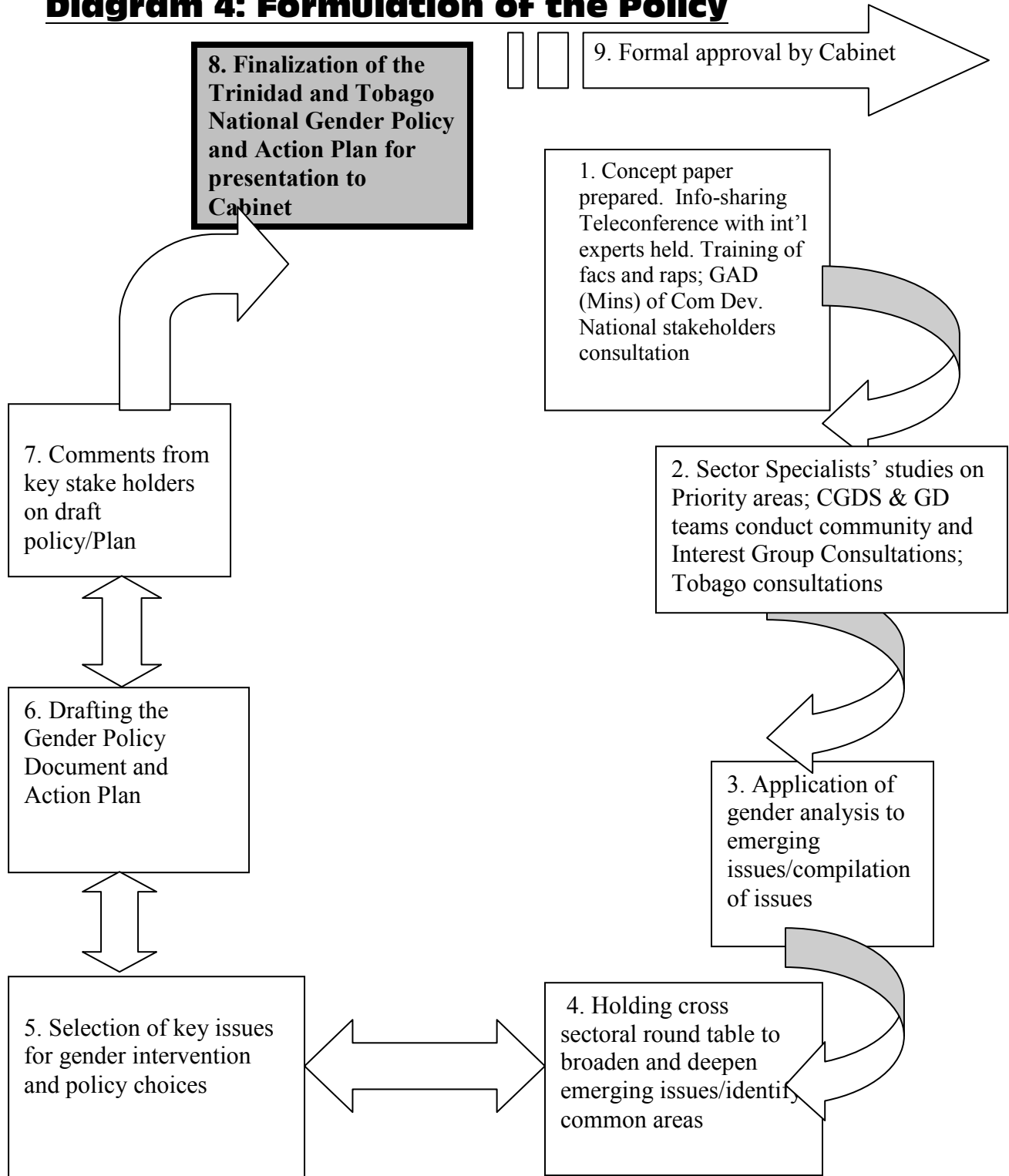


3. LIST OF CONSULTATIONS

| <u>COMMUNITY CONSULTATIONS</u> | <u>VENUE</u> | <u>DATE</u> |
|--|---|-----------------------------------|
| EAST-WEST CORRIDOR St. George East (Valencia-Tunupuna) | Aero Services Credit Union | July 10 th , 2003 |
| NORTH EAST -Sandre Grande/ Mayaro/Manzanilla/Rio Claro | Mayaro Civic Centre | July 24 th , 2003 |
| SOUTH – Point Fortin/Cedros | Point Fortin Civic Centre | July 29 th , 2003 |
| SOUTH – San Fernando/Siparia/Princes Town | City Hall, San Fernando | July 30 th , 2003 |
| PORT OF SPAIN AND ENVIRONS | Crowne Plaza | August 6 th , 2003 |
| NORTH EAST – Matura/Matelot/Toco | Toco Community Complex | August, 12 th , 2003 |
| CENTRAL -Couva-Chaguanas- Gasparillo-Claxton Bay | R. Capildeo Learning Resource Centre | August 20 th , 2003 |
| TOBAGO Consultation | Mount Irvine Bay Hotel | October 22 nd , 2003 |
| | | |
| <u>INTEREST GROUP CONSULTATIONS</u> | | |
| <u>TRINIDAD</u> | | |
| The Disabled | Port of Spain City Hall | July 9 th , 2003 |
| Youth and Youth Organisations | UWI – Sport an Physical Education Centre | September 23 rd , 2003 |
| Religious Organisations | Crowne Plaza | September 25 th , 2003 |
| Elderly Persons | Crowne Plaza | September 25 th , 2003 |
| Media Workers | Trinidad Hilton Hotel | September 26 th , 2003 |
| Protective Services | Trinidad Hilton Hotel | September 26 th , 2003 |
| Trade Unions | Crowne Plaza | September 29 th , 2003 |
| Private Sector | Crowne Plaza | September 29 th , 2003 |
| Women’s Organizations | Crowne Plaza | September 30 th , 2003 |
| Men’s Organizations | Crowne Plaza | September 30 th , 2003 |
| <u>TOBAGO</u> | | |
| Non-Governmental Organizations | Mount Irvine Bay Hotel | October 23 rd , 2003 |
| Youth and Youth Organizations | Mount Irvine Bay Hotel | October 23 rd , 2003 |
| The Private Sector | Mount Irvine Bay Hotel | October 23 rd , 2003 |
| Arts and Culture | Mount Irvine Bay Hotel | October 23 rd , 2003 |
| Religion | Mount Irvine Bay Hotel | October 23 rd , 2003 |
| The Disabled | Mount Irvine Bay Hotel | October 23 rd , 2003 |

The above Table details the Community and Interest Group Consultations held throughout Trinidad and Tobago towards the formulation of a National Gender Policy and Action Plan for the Republic of Trinidad and Tobago.

Diagram 4: Formulation of the Policy



SECTION 3: THE NATIONAL ENVIRONMENT

This section will examine the policy and institutional environment within which the gender policy is to be implemented. This will be done historically in order to examine the specific factors which shaped the Trinidad and Tobago context. The situation of Tobago will be examined separately as the two islands differ historically and culturally and have established separate but related institutions for administration and gender policy interventions.

3.1. Policy on Women and Gender – Colonial and Post-Colonial Antecedents

The identification of ‘women’ as a constituent in post-war British Colonial and Development Policy dates back to 1939 with the establishment of colonial social and labour policy in Trinidad and Tobago and the then British colonial Caribbean. For the first time, a special state policy on women and women’s welfare was instituted in the Social Welfare Department with Women’s Welfare Officers employed by the state to implement programmes for women throughout the country. This phase is identified by Caroline Moser (1993) in her typology of policy approaches to women and gender as the ‘welfare approach’. This approach, she argues:

...is the oldest and still the most popular social development policy in the Third World in general and for women in particular. ... Its underlying rationale towards women reflects its origins, which are linked to the residual model of social welfare, first introduced by colonial authorities in many Third World countries prior to independence (Moser, 1999:58).

In Trinidad and Tobago the Women’s Work programme was the main activity of the short-lived Social Welfare Department of the Ministry of Labour, and involved the establishment of women’s groups throughout the country affiliated with the Federation of Women’s Institutes founded in 1946. The main activities included training programmes in handicraft, kitchen gardening, childcare, cottage industries, first-aid, housekeeping and the principles of first-aid. The abolition of the Social Welfare department in 1948 marked the end of the Women’s Work programme although some of its activities continued through the Education Extension³ department.

Not surprisingly therefore in 1974, amidst preparations for International Women’s Year (1975), a National Commission on the Status of Women was established under the portfolio of the Ministry of Labour, Social Security and Cooperatives. This voluntary Commission comprised 39 members from various government departments and community-based organizations with a part-time labour officer II as its secretary. One of the main achievements of this Commission was the review and evaluation of the legal status of women in Trinidad and Tobago by attorney at law Stephanie Daly.⁴ By 1980, this was replaced by a permanent Commission on the Status of Women streamlined to 19 women members, with an annual subvention of \$100,000 and an administrative officer of

³ This later developed into the Community Development Division.

⁴ Stephanie Daly, *The Legal Status of Women in Trinidad and Tobago*, Commission on the Status of Women, 1975.

the Ministry of Labour, Social Security and Cooperatives assigned as secretary/member (Reddock,1988: 500).

In 1986, a formal women's machinery, although limited, was established with the assignment of ministerial responsibility for Women's Affairs⁵. Later, a Women's Bureau within the then Ministry of Community Development, Culture and Women's Affairs was also put in place. In 1991, the Division of Women's Affairs came into being. The Division has had a chequered history. Its location has shifted with government priorities. Its visibility in the nomenclature of the relevant ministry has also varied with administrations.

From 1993 to 1994 the Government of the Republic of Trinidad and Tobago and the Inter-American Development Bank entered into a Technical Cooperation Agreement aimed at the institutional strengthening of the then Women's Affairs Division.

In the National Report to the Fifth World Conference of Women in Beijing, China in 1995, it was noted that:

“The Women's Affairs Division of the Ministry of Community Development, Culture and Women's Affairs, needs to be further strengthened to increase its capacity for formulating, monitoring, evaluating and managing gender mainstreaming in policy and programme development within the public and private sectors. (T&T National Report, 1995:5)

In the post-Beijing period, the name of the division was changed. In many ways this change reflected a heightened emphasis on relational aspects of gender in addition to its original focus on women. Although its activities expanded and entered new areas, such as the Domestic Violence Unit and Male Support programme, the quest to mainstream gender within government programming and policy and to develop a clear framework for the national interventions did not materialize.

One important development however was the establishment of a Gender Unit in the Division of Health and Social Services of the Tobago House of Assembly (THA). Between 1999 and 2002, this Unit embarked upon a Gender Mainstreaming Project funded by CIDA which produced a strategic plan. During this time the Unit cooperated with the Policy and Research Development Institute (PDRI) of the THA in the formulation of a draft Tobago Gender Policy. The Unit also collaborated with the UNDP on the Gender Development Programme for Tobago. The experiences and lessons learned in these two endeavours have informed the development of a National Gender Policy and Plan for both Trinidad and Tobago.

In June 2000 the United Nations reiterated the need for countries to establish strong institutional machineries for gender by hosting the Beijing +5 Conference in New York.

⁵ Some years earlier, ministerial responsibility had been assigned to a woman minister although the Commission and the administrative office were located in another ministry.

At this conference governments were called upon once again to honour, among other things, their commitment to create or strengthen national gender machineries.

The Government of The Republic of Trinidad and Tobago ratified the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1990⁶. Its first combined report was presented to the United Nations Committee on the Elimination of Discrimination against Women on January 21, 2002. A shadow report by Women's Organizations was also presented to the Committee.

The International Committee of Experts which received the report made a number of responses. For example, one expert noted that the absence of a concrete definition of discrimination against women and explicit legislation prohibiting discrimination was a serious deficiency. They noted further that the language of the Constitution suggests that men represent women and showed a male-centric bias.⁷ They were also concerned that the provisions of the Convention had not been incorporated into the Constitution so that women might not be aware of their rights. In this context ongoing review of discriminatory legislation was required as well as increased advocacy and public education on these issues.

The Committee further noted that the proposed Equal Opportunities Act excluded sexual orientation and placed the issue of discrimination against persons with alternative sexualities firmly on the agenda. Other issues raised were included discrimination in the workplace, the equal pay for equal work and the Minimum Wages Act (1970).

In response to this, the government of Trinidad and Tobago re-committed itself to the development of a National Gender policy as a key instrument to critically review existing legislation, inform new legislation and to heighten public awareness of gender related issues such as domestic violence, rape and incest, as well as labour issues such as workplace discrimination, minimum wages and the status of domestic workers.

3.1.1. Past Efforts at Policy Formulation

As early as 1988, the new Women's Affairs Division drafted a Trinidad and Tobago National Policy Statement. It affirmed government's commitment to bringing women into the mainstream of the development process and identified five general principles and thirteen policy objectives. In 1992, a short-term Plan of Action was developed in collaboration with women's organizations. Between 1994 and 1997, the aforementioned Institutional Strengthening Agreement with the Inter-American Development Bank was implemented, aimed at enhancing the technical and physical capacity of the Division to promote an active policy of gender mainstreaming and the advancement of women in Trinidad and Tobago. This marked a real shift in the human resource capacity of the Division.

⁶ The CEDAW was signed in 1985.

⁷ Experts Remarks, Twenty-sixth Session, 536th and 537th CEDAW Meetings, 21, January 2002.

3.2. The Contemporary Setting

3.2.1. Gender Machinery – Trinidad and Tobago

The Gender Affairs Division is currently located within the Ministry of Community Development, Culture and Gender Affairs. Its mandate is to promote gender equity and gender justice through a process of gender mainstreaming in all government policies, programmes and projects⁸. The Government's Medium Term Planning Framework guides the mandate of the Division. The current strategic objectives of the Division are:

- to advance the status and rights of women;
- to develop policies/projects relevant to gender specific issues including the elimination of all forms of violence against women, the elimination of poverty and the education system as it affects males and females;
- to research and disseminate information on gender specific issues;
- to change gender discriminatory social consciousness and traditions;
- to assist in the strengthening of local communities and families; and
- to foster participation of women and men in policy formulating processes⁹.

A Director who reports directly to the Minister with responsibility for Gender Affairs leads the Division. Programme activities are divided into three main areas: The Domestic Violence Programme, Special Projects and Gender Support. Each broad programme area is supposed to be coordinated by a manager.

- The Domestic Violence Unit includes the hotline service and the management of the Drop-In Centre programmes in various communities.
- The Special Projects currently include the Women in Harmony Programme, the Male Support Programme as well as other projects, which may be, instituted from time to time.
- The Gender Support Programme includes gender training, research and policy areas.

Administrative, clerical and other support staff facilitate the work of these programmes.

3.2.2. Detailed Description of Existing Programmes

The Domestic Violence Unit

This unit was established by Cabinet Minute No. 2395 of September 1996, with responsibility for implementing programmes and projects aimed at eliminating the effects of domestic violence in Trinidad and Tobago. The first activity was the establishment of the hotline, 800-SAVE, on August 28, 1996 to provide listening, information and referral services to victims and perpetrators of domestic violence. By 2003, the hotline had received over 13,000 calls and made over 9,500 referrals to safe houses, the police, legal aid and drop in centres throughout the country.

⁸ Gender Affairs Division, Divisional Brief, p. 1

⁹ Gender Affairs Division, Divisional brief, p. 3

The data collected by the hotline potentially provides a useful basis for analyzing the trends characterizing domestic violence in the country, and early efforts were made in this regard. Currently however, the data collection systems need to be improved, monitored and the subject of annual reports. The greater integration of the work of this unit into the overall work of the Division and its other programme areas is also recommended as well as the follow through on the earlier work on the strengthening and rationalization of data collection and gender-based violence among agencies.

In order to expand the reach of counselling and support services and mandated by Cabinet Minute No. 1177 of May 13, 1999, the work of the unit was expanded with the establishment of a drop-in centre service through the network of community centres and regional complexes throughout the country. Services are currently available in 13 centres, each served by a trained social worker and support personnel and operating one day per week. The public response however, has been limited. There is also a trend towards expanding the services available, for example, in the Maloney community where through a pilot project, additional services such as a food bank, a clothes bank and children's programmes are available.

The Women in Harmony Programme

By Cabinet Minute No 2027 of September 1, 1999, it was agreed to establish a programme "to address the problem of unemployment among large numbers of women across Trinidad."¹⁰ Initially called the Women's Second Chances programme, the name was changed to Women in Harmony by Cabinet Minute No. 761 of April 10, 2003. In many ways this programme was a response to the many requests by women, many of them single parents, for opportunities for training and/or employment to improve their economic situation. In particular, the programme caters to women whose economic alternatives are restricted due to educational and skill limitations.

This programme provides theoretical and practical training in two main areas: elderly care and agriculture with an emphasis on landscaping and 'grow box' technology. Over a period of approximately three months, participants also receive training in life skills aimed at personal enhancement, improved self-esteem, financial management, preparation for the world of work and communication. Also organized through community centres, a stipend of \$50.00 per day is paid to each participant for the duration of the training programme.

The Male Support Programme

Activities focused on men have been part of the programme of the Division since 1997, and in 1998 a Male Support Programme was formally instituted. Since that time the programme has operated with varying levels of intensity. In 1998, a project "Men, Let's Talk" sought to provide gender-awareness training to young men in institutional settings such as police and army recruits, the Civilian Conservation Corps, selected secondary schools and related institutions. Additionally, the Division coordinated the

¹⁰ Divisional Brief, p. 15

commemoration of International Men's Day, November 19 in collaboration with men's organizations in the society on at least two occasions.

Government's commitment to the programme was reinforced with its formal inclusion in the programme of the Division through Cabinet Minute No. 987 of July 25, 2001. The main activities of the programme included sensitizing of religious leaders involved in counselling males in domestic violence situations; male issues fora in various communities and gender sensitisation and training of males in the first forms of secondary schools. Projections for the period 2003-2004 were for the expansion of the programme to address the continued high incidence of gender-based violence, male performance in the education system and issues of men's health and societal violence.

3.2.3 Evaluation of the Existing Programmes

The programmes described above reflect the Division's attempts to respond to the demands of the community within the context of their human and financial resources and the changing political context. The Division has been subject to significant shifts in approach and priorities with changes in ministerial location and political administration. Additionally, the Division has not been able to develop an independent policy direction, outside of its relationship to the wider ministerial framework.

For example the location in the Ministry of Community Development has provided the Division with a network of community centres and complexes and community development officers who have facilitated its community outreach work. At the same time, however, this emphasis on community outreach in a context where all the establishment positions have not been filled has been at the expense of a structured programme of research, policy formation and gender mainstreaming within the State sector. The tension between the demand for action and the need for longer-term policy formulation, implementation and review needs to be addressed. In spite of a commitment to gender mainstreaming, this has been limited. While the ministers with responsibility for Gender Affairs have usually been committed to this process, this has not always been true of their cabinet colleagues. The Inter-Ministerial Committee, instituted at various points over the years, has never really functioned. As a result, most ministries and departments have little understanding of gender and in spite of the representation of staff of the Division on a range of committees there is little real commitment to this process.

This is not surprising as in some instances even staff of the Division are unclear as to their objectives and ambivalent in their commitment to gender equity. In the past the majority had no formal training in gender studies or related fields, yet were required to lead training sessions for a wide range of stakeholders. Over the past two years, this has undergone some change. The Division has been able to recruit staff trained in the field and to send staff on medium to longer-term certificate and post-graduate educational opportunities.

This National Gender Policy provides the opportunity for the emergence of a longer-term vision, a strategic programme of coordinated and inter-related interventions and the

establishment of processes and frameworks for their implementation, monitoring and evaluation.

3.3 Tobago

Up to 1888, Tobago's history was separate from Trinidad's. The island had its own institutions of government. In that year it was administratively joined to Trinidad and governed from Port of Spain from that time. In 1980, in response to demands from the Tobago population, an Act of Parliament established the Tobago House of Assembly (THA) 'for the purpose of making better provision for the administration of the island.'¹¹ In 1996, this Act was replaced by the Tobago House of Assembly Act which established the Assembly with twelve elected Assemblymen (sic), four appointed Councillors and a presiding Officer. Chief and deputy chief secretaries are elected from among the Assembly. The Tobago House of Assembly is responsible for formulating and implementing policy on most aspects of governance¹² excluding national security, immigration and the Judiciary among others, which remain the responsibility of the national government.

Gender Machinery – Tobago

In 1999, a Gender Affairs Unit was established within the Health and Social Services Division of the Tobago House of Assembly. With limited human and social resources the unit established a 24-hour Tobago Crisis hotline, an information and resource centre and provided counselling services to survivors and perpetrators of gender-based violence as well as to persons who were suicidal, addicted, homeless and abandoned and subject to other forms of abuse.¹³

The Tobago Development Plan (TDP) and Gender Mainstreaming

The framework for the formulation and implementation of a Tobago Gender Policy is expressly stated in the Tobago Development Plan Report No. 4. The Plan identified the following gender specific activities for implementation in the period 1998-2013:

- to support and participate in the development of a national gender policy;
- increase the sensitising of the population to gender issues;
- combat domestic violence in all forms, including rape and incest.¹⁴

In order to fulfil the Tobago Development Plan's mandate, a draft Gender Policy and Gender Development Programme for Tobago was produced in September, 2000.¹⁵

¹¹ Office of the Attorney General and Ministry of Legal Affairs, Initial, Second and Third Periodic Report of the Republic of Trinidad and Tobago on The International Convention on the Elimination of all Forms of Discrimination Against Women, December 2000, p. 7.

¹² This includes – Finance, State Lands, Land and Marine Parks, Tourism, Sports, Culture and the Arts, Community Development, Agriculture, Fisheries, Food Production, Forestry, Town and Country Planning, the Environment, Customs and Excise, Health, Social Services and Housing.

¹³ Initial, Second and Third Periodic Report, p. 35.

¹⁴ The Tobago Development Plan, Report No. 4, p. 22.

¹⁵ With support from the United Nations Development Programme(UNDP), Port of Spain Office and the CIDA-CARICOM Gender Equality Programme.

The main proposal of that policy document was the upgrade of the Gender Affairs Unit into a Gender Affairs Department and its reassignment from the Division of Social Services to the Department of Planning in the Division of Finance and Planning. The main justification for this proposed change was the importance of the gender agenda and the centrality of the Department of Planning to the operations of the THA and the process of gender mainstreaming.¹⁶ *It was stressed nevertheless that the proposed Department of Gender Affairs should have some degree of autonomy particularly for purposes of efficiency, a point also recommended at national level.*

In order to facilitate the enhanced role of this new Department of Gender Affairs, a programme of institutional strengthening was proposed to facilitate the upgrading of human resource capacity within the department through collaborative arrangements with the Centre for Gender and Development Studies, UWI and the Commonwealth Secretariat. Senior policy analysts and officials of other THA Divisions would also have to receive similar training in order to ensure effective implementation of the gender policy and gender mainstreaming.¹⁷

Another major proposal was the strengthening of the Policy, Research and Development Institute (PRDI) to coordinate the establishment of base line data on gender, along with gender-disaggregated data from other relevant surveys such as the Survey of Living Conditions. These data should ensure the effective planning for gender equity by the THA. The PRDI would be required to provide technical assistance for the strengthening of the Department of Gender Affairs¹⁸ and the entire gender mainstreaming machinery to effect policy analysis, data collection and statistical analysis.

The other main policy objectives proposed were as follows:

- the attainment of equal opportunity, gender balancing and gender mainstreaming in all policies and programmes at the community, district and national levels;
- provision of a framework for achieving objectives/obligations set by the THA's commitment to ensuring coherence between existing bills and laws e.g. labour, property, national security, employment, local government reform, environment, health, education, tourism etc.;
- Tobago as a model of best practice (regarding gender equality) in the Caribbean region and the Commonwealth by 2013;
- fostering "an approach based on equitable participation of men and women in activities in households and in the public arena, and a balanced approach to development, especially related to investments in social and economic development and in infrastructure (TDP, Report No. 4; 354)¹⁹.

The document also proposed the production of a Gender Action Plan.

¹⁶ Draft Gender Policy and Gender Development Programme for Tobago, 2000 p.26-27,

¹⁷ Ibid, p. 29.

¹⁸ This has now been re-named The Gender Affairs Secretariat

¹⁹ Cited in Draft Gender Policy and Gender Development Programme for Tobago, p.24.

3.4 The Enabling Environment

The Government of The Republic of Trinidad and Tobago, by Cabinet Minute No. 1924 of September 5, 2002 agreed to the development of a National Gender Policy and Action Plan (NGPP). The stated purpose of this National Gender Policy was to advance the principles of gender equality and equity and to identify strategies to mainstream gender issues in the work of the government and civil society²⁰. This decision was the culmination of the actions detailed above over a period of close to thirty years, as well as government's stated commitment as evident in the signing and ratification of a number of international agreements and conventions, all of which are relevant to the contents of this Policy.

In its concluding comments to the combined Report of the Government of Trinidad and Tobago on the Implementation of CEDAW, dated February 20, 2002, the International Expert Committee noted among its principal areas of concern the following:

25. The Committee is concerned that the apparent lack of coordination amongst Government bodies tasked with the oversight of gender issues and a failure to allocate responsibility for activities may compromise gender mainstreaming activities and that national women's machinery may be affected adversely by limited human and financial resources.

25. The Committee therefore encourages gender mainstreaming in all Government Ministries, as well as the creation of an impact assessment of these efforts. It recommends that the State party clearly define the mandates of the various committees and councils concerned with gender issues and the level of interaction among them. The Committee encourages the State party to continue its process of restructuring the national machinery and to allocate the necessary human and financial resources to ensure effective implementation of governmental policies and programmes related to gender equality. It also encourages gender mainstreaming in all ministries (CEDAW/C/2002/I/CRP.3/Add.4:4).

This policy and the consultative and interactive process which gave rise to it is an attempt to respond to these comments as well as to other national and international commitments, including the soon to be introduced Vision 2020 Process.

²⁰ Gender Affairs Division, Divisional Brief, p. 7.

4.1 CEDAW – A Rights- Based Framework

On December 18, 1979, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted by the United Nations General Assembly. The Convention was the culmination of more than thirty years of work by the United Nations Commission on the Status of Women, a body established in 1946 to monitor the situation of women and to promote women's rights. The Commission has brought to light all the areas in which women are denied equality with men, adopting a human rights based framework.

Among international human rights treaties, the Convention takes an important place in bringing the female portion of humanity into the focus of human rights concerns. The spirit of the Convention is rooted in the goals of the United Nations: to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women. The Convention addresses, among other issues, civil rights, legal status of women, human reproduction and the impact of cultural factors on gender relations.

CEDAW has been instrumental in covering the issue of human rights, and gives formal recognition to the influence of culture and tradition in restricting women's enjoyment of their fundamental rights. By accepting the Convention, states commit themselves to undertake a series of measures to end discrimination and once ratified, states are legally bound to put its provisions into practice. Countries are also committed to submit national (progress) reports on these measures to CEDAW at least every four years. Trinidad and Tobago reported to the Committee on this Convention in December 2001. Recently Swaziland acceded to CEDAW on March 26, 2004 bringing the number of countries who have ratified the Convention to a total of 177.

4.2 The Beijing Conference 1995 and the Regional Climate for Gender Policy Formulation

The Beijing Platform for Action is intended to improve the situation of all women, without exception, while special attention should be given to groups that are the most disadvantaged. It recognizes that women face barriers to full equality and advancement because of such factors as their race, age, language, ethnicity, culture, religion or disability, because they are indigenous women or because of other status. Many women encounter specific obstacles related to their family status, particularly as single parents; and to their socio-economic status, including their living conditions in rural, isolated or impoverished areas. Currently, as a consequence of the Beijing Platform (1995) and the Beijing + 5 Conference in New York (2000), and as signatories to the CEDAW convention, Caribbean countries have been engaged in a process of developing national gender policies and strengthening their national gender machineries, which are at varying stages.

4.3 Interrelationship of the International and Local Contexts

Over the past 27 years, gender analysis and gender policy interventions have been important in the development aspects of international policy and, to a lesser extent, of national programming. The United Nations, recognizing the large-scale subordination of women throughout the world, designated the decade 1975-1985 The Decade of Women. This decade saw the proliferation of agencies and organizations at international, regional and national levels. This process has been led by agencies in the United Nations system, UNIFEM - The United Nations Development Fund for Women, UNDP - The United Nations Development Programme and UNECLAC - the United Nations Economic Commission for Latin American and the Caribbean. It also includes regional agencies e.g. the CARICOM Secretariat, the European Union and the Commonwealth Secretariat (Division of Gender and Youth), development agencies of some governments such as the Canadian International Development Agency (CIDA), the United States Agency for International Development (USAID), the Inter-American Commission on Women (CIM), Organization of American States (OAS), and bilateral financial agencies such as the World Bank and the Inter-American Development Bank (IADB).

It is often the responsibility of departments in the various line ministries of the government, (such as the Human Rights Division of the Ministry of Legal Affairs and the Foreign Affairs Ministry) to represent, negotiate and report on gender-related international conventions that the Government has ratified, or into which they may be entering. It is important for our representatives, men and women, to have at least a working knowledge of the concept of gender and the various issues involved. Based upon past experience in such matters, there is need for strengthening of these line ministries through gender training and sensitization of the staff.

Table 1: International Instruments, signed, ratified and/or acceded to by the Government of Trinidad and Tobago, which have gender policy implications

| International Instrument | Date of Signature/ Adoption | Date of Ratification | Date of Accession | Entry in Force |
|--|---|-----------------------------|--------------------------|-----------------------|
| Charter of the United Nations | 18, September 1962 | | | 18, September 1962 |
| International Covenant on Economic, Social and Cultural Rights | | 1978 | 7 December 1978 | 8, March 1979 |
| Convention on the Elimination of All Forms of Discrimination Against Women | 1985 | 11, February 1990 | | |
| The Beijing Platform for Action | September 1995 | | | |
| Declaration on the Elimination of Violence Against Women | 23, February 1994 | | | |
| Declaration on the Protection of Women and Children in Emergency and Armed Conflict | 14, December 1974 | | | |
| Convention on the Rights of the Child | 30, August 1990 | 5, December 1991 | | 4, January 1992 |
| Charter of the Organization of American States | 13, March 1967 | | | |
| Inter American Declaration on the Rights and Duties of Man | 13, March 1967 (Upon signing the Charter of the OAS) | | | |
| Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women – “ <i>Convention de Belem do Para</i> ” | 3, November 1995 | 8 May 1996 | 8 May 1996 | |

Source: Adapted from Gender Affairs Division, Divisional Brief, 2003 and

Confirmed on: www.oas.org

www.unhchr.ch/html

www.un.org/womenwatch

SECTION 5 A SITUATIONAL ANALYSIS OF TRINIDAD AND TOBAGO FROM A GENDER PERSPECTIVE

5.1 The population of Trinidad and Tobago according to the 2000 Census was 1,262,366 with 633,051 or 50.1% male and 629,315 or 49.9% female (UNDP, 2000,161). With respect to ethno-demographics, people who for census purposes define themselves as Afro-Trinidadians and Indo-Trinidadians comprise the majority of the population, around 40 % each, The “mixed” group appears to have increased significantly since the 1990 census to 18.4 per cent, while the numbers of other minorities -White/Caucasian, Chinese, Syrian, Lebanese, though small in number, are highly represented in the social and economic elite. Small numbers of mixed descendents of indigenous people also exist, mainly in the north-eastern town of Arima. The largest religious groupings are Roman Catholics and Hindus while the remainder include Muslims, members of other Christian denominations including Anglicans, Seventh Day Adventists, Pentecostals, Evangelicals and Afro-Christian groups or have no religious affiliation.

While commonalities exist, gender expectations and relations are heterogeneous and vary with ethnic and religious differences. Historical and cultural differences between Tobago and Trinidad for example are significant, while certain rural and urban communities may exhibit specific characteristics, which may be less visible in other parts of the country. A national gender policy therefore must be aware of these distinctions, which may necessitate different priorities and strategies for different groups, communities or geographical areas.

Table2 Trinidad and Tobago Total Population by Sex, 2000

| TRINIDAD | | | | TOBAGO | | | | Total Population |
|----------|---------|------------|-----------|--------|--------|------------|-----------|------------------|
| Male | Female | Both Sexes | Sex Ratio | Male | Female | Both Sexes | Sex Ratio | |
| 606,283 | 601,999 | 1,208,282 | 100.71 | 26,768 | 27,316 | 54,084 | 97.99 | 1,262,366 |

Source: Trinidad and Tobago Population Census, 2000 – www.cso.gov.tt/statistics

In relation to other demographic characteristics, the sex ratio in Trinidad is relatively even. This is less so for Tobago. Fertility levels however, have undergone a transition. Prior to the 1960s, the crude birth rates were generally in excess of 30 live births per 1,000-estimated mid-year population. This rate declined until the 1980s when there was an increase but from 1985 it declined once more from 28.6 in 1985 to 18.6 in 1992. Using another measure, Total Fertility Rates were estimated to be 5.4 in 1960, 3.6 in 1970, 3.3 in 1980 and 2.4 in 1990. In the 1990s these declined even further from 1.9 in 1994 to 1.7 in 1997 (T&T, CSO,1996:31).

Rates of maternal mortality have also declined over the decade of the 1990s falling from 76.2 in 1994²¹ to 70.4 in 2001 (PAHO/WHO:2001). Unsafe abortion is one of the main causes of maternal mortality but data on abortions are incomplete as abortion is legal only under certain conditions. Official data suggest a figure of 25.29 per 100,000 maternities, but this cannot be seen as a total figure (T&T/CSO,1996:38).

Table 3 Age/Sex Distribution, 1990

| Age Group | Male | Female | Both Sexes |
|------------------|----------------|----------------|-------------------|
| 0-14 | 32.6% | 31.9% | 32.2% |
| 15-29 | 26.3% | 25.9% | 26.1% |
| 30-44 | 19.3% | 19.1% | 19.2% |
| 45-59 | 10.2% | 10.4% | 10.3% |
| 60 and over | 7.9% | 8.9% | 8.4% |
| Not Stated | 3.7% | 3.6% | 3.7% |
| TOTAL | 584,445 | 585,127 | 1,169,572 |

Source: The Republic of Trinidad and Tobago, Central Statistical Office, *Population and Housing Census Demographic Report, Volume 11*, 1990, Port of Spain, pp.40-41.

The overall state of gender equity in Trinidad and Tobago compares favourably with other medium-income developing countries with respect to such indicators such as life expectancy, maternal mortality and the level of education. The Human Development Index (HDI)²² ranking for 2000 was 50 out of 174 countries, with a Gender-related Development Index(GDI)²³ of 48 and a Gender Empowerment Index (GEM) of 22. However, negative gender ideologies and practices continue to affect gender relations as well as the overall quality of life. This is further affected by differences of age, geographic location (urban-rural), economic status, levels of interpersonal and criminal violence and religious and ethnic factors.

²¹ This was apparently a sharp increase from 49.18 in 1991; 60.7 in 1992; 66.40 in 1993 (Report to CEDAW, 2000:91).

²²HDI - A composite index constructed by the UNDP since 1990, which measures average achievement in basic human development using life expectancy at birth, adult literacy rates, combined educational enrolment ratios and adjusted per capita income per person in \$US (UNDP, 2000,147).

²³GDI - Composite measures of achievements in the same variables as the HDI, but taking into account the inequality in achievement between women and men.

5.2 Education

Commitment to education has always been significant in Trinidad and Tobago and for the colonial powers; education in English language was one way of establishing British values. By 1921, therefore, a Compulsory Education Ordinance was passed for Port of Spain and St. James, although not implemented until 1935. By the 1940s compulsory primary school attendance for both sexes was in force, although not always in practice and by 2000, universal secondary enrolment was put in place. The Education Code of 1935 facilitated the more systematic implementation of sex stereotyping in educational opportunity for girls and boys. For example, increased attention was paid to the “provision for instruction in domestic science for primary school girls at special approved centres,” while boys were prepared for a wider range of technical and academic pursuits. Additionally, married women were excluded from *permanent* employment as teachers and civil servants until 1961. After 1935, sex stereotyping became an essential feature shaping education, career goals and opportunities for employment although to a lesser extent than in some societies.

Although it did call for equal opportunity in education for both sexes, in 1945, the West India Royal Commission (WIRC) constituted to investigate the causes of social and labour unrest in the British colonial Caribbean in the 1930s, recommended that, “if there are to be happy marriages, girls must be able to be companions to their husbands and therefore need every opportunity for as wide a cultural education as possible (WIRC,1945: cited in Reddock,1994:229). This education however, was to direct girls to specific women’s careers and to be good wives and mothers (Campbell,1985).

Today, Trinidad and Tobago is perceived as a country with a relatively high level of education. By 2000, 99.9% of the population was recorded as enrolled at primary level (UNDP,2000) and 71.5% secondary level education in 1997. By 2000, opportunities were expanded to all secondary age children. In the case of primary education, this was 112% and 120% and 100% and 102% for secondary education (UNDP,1998:131).

These figures for school enrolment contrast with recent studies of functional literacy, which suggest that in spite of higher rates of school enrolment and to a lesser extent school attendance, illiteracy still exists in some circumstances. Whereas official data using the criteria ‘years of schooling’ give Trinidad and Tobago high literacy rates²⁴, smaller surveys based on literacy tests have had different results. It was found that overall an estimated 12.6% of the population 15 years and over was illiterate; while a further 8.7% were seen to be ‘peripherally illiterate’. Interestingly, 16.2% of persons currently working were found to be illiterate (ALTA, 1994; St. Bernard and Salim, 1995:xi). Among younger persons aged 15-24 years and 25-39 years, there were higher levels of illiteracy among men than among women. With respect to older persons aged 40-54 years and 55 years and older, the situation is reversed with women having higher levels of illiteracy than men. Therefore although it was found that variations in the literacy rate

²⁴ Trinidad and Tobago is credited with a literacy rate of 97 percent of the female population over 15 years old, as opposed to 99 per cent of the male population over 15 years of age. In this case, literacy is measured in terms of the years of primary schooling and the administration of written tests in Trinidad and Tobago.

between the sexes were minimal, the majority of those who *had not* gone to any schools were females yet those more likely to have 10 or more years of schooling were also female (ALTA,1994:12).

Table 4 Highest Level of Educational Attainment - 1990

| Education Level | Male | Female | Both Sexes |
|--------------------------|---------|---------|------------|
| NONE | 10.5% | 11.5% | 11.0% |
| Nursery/ Kindergarten | 3.0% | 2.9% | 2.9% |
| Primary | 48.8% | 46.9% | 47.9% |
| Secondary | 33.4% | 34.9% | 34.2% |
| University | 2.2% | 1.6% | 1.9% |
| Other | 0.8% | 1.0% | 0.9% |
| Not Stated | 1.3% | 1.1% | 1.1% |
| TOTAL | 560,934 | 564,194 | 1,125,128 |

Source: Republic of Trinidad and Tobago, Central Statistical Office, *Population and Housing Census Demographic Report, Volume 11*, 1990, pp.198, 214, 230.

According to these figures the levels of educational attainment are relatively similar between the sexes except for slight differences, although this may have changed since that time. There has been much concern however over the perception of male under-achievement in education. In particular, the lower levels of secondary school enrolment are one manifestation of this situation.

Table 5 Enrolment in Government and Assisted Primary Schools 1999/2000

Trinidad and Tobago

| Male | Female | Both Sexes |
|--------------|--------------|------------|
| 83,051 50.9% | 80,155 49.1% | 163,206 |

Tobago

| Male | Female | Both Sexes |
|-------------|-------------|------------|
| 3,642 51.3% | 3,458 48.7% | 7,100 |

Source: Trinidad and Tobago Central Statistical Office, *Annual Statistical Digest, 2000*, 57pp.

Table 6 Enrolment in Public Secondary Education, 1999/2000**Trinidad and Tobago**

| Male | | Female | | Both Sexes |
|--------|-------|--------|-------|------------|
| 51,471 | 48.8% | 54,071 | 51.2% | 105, 542 |

Tobago

| Male | | Female | | Both Sexes |
|-------|-------|--------|-------|------------|
| 1,553 | 47.2% | 1,737 | 52.8% | 3,290 |

Trinidad and Tobago Population Census 2000, www.cso.gov.tt/statistics

In 1990 there were still more females who had received no education but this was primarily in the higher age groups and males exceeded females among the university educated population (2.2% and 1.6% respectively) which overall was an extremely small proportion of the population (See Table 4). These figures, however, reflected a changing situation in that since that time the number of females registered and graduating from the University of the West Indies (UWI) has come to exceed that of males. In 2001-2002, females comprised 60% of students enrolled in undergraduate degree programmes, 66% of certificate programmes, 82% of diplomas, 61% of advanced diplomas, 54% of higher degrees and 66% of specially admitted students at the St. Augustine campus. There were 2,608 (38%) male and 4,339 (61%) female Trinidad and Tobago students enrolled overall in UWI on all three campuses (UWI,2003:124 &130)²⁵.

At UWI, female students are now equal to or exceed males in previously male-dominated fields such as the physical and natural sciences. One exception in this regard is engineering although female enrolment has also increased in this area. What is interesting is that as females extend their options, males appear to be reducing theirs. Numbers of males have been declining in the Humanities, Education, Social Sciences, Agriculture and others. Data for students who pursue higher education overseas are not easily available

Table 7 Trinidad and Tobago Graduates from the University of the West Indies 1991-92 – 1999-2000

| Degree | 1991/92 | | 1995/6 | | 1999/2000 | |
|-------------------------|---------|--------|--------|--------|-----------|----------|
| | Male | Female | Male | Female | Male | Female |
| B.Sc Agriculture | 28 | 28 | 23 | 37 | 19 | 60(76%) |
| B.A. Humanities | 34 | 100 | 53 | 140 | 50 | 171(77%) |
| B.Sc Engineering | 67 | 10 | 126 | 39 | 157 | 41(21%) |
| B.Sc Natural Science | 71 | 96 | 80 | 99 | 98 | 149(60%) |
| B.Sc | 66 | 111 | 141 | 290 | 164 | 337(67%) |

²⁵ UWI, The Vice-Chancellor's Report to Council, Mona, April 2003.

| | | | | | |
|-----------------------------|----|---|----|-----|-------------|
| Social Science | | | | | |
| MBBS Medical Sciences | 28 | 6 | 49 | 36 | 43 42(49%) |
| Education | - | - | 43 | 132 | 89 221(71%) |

Source: T&T, Central Statistical Office *Annual Statistical Digest*, 2000, p. 65

Much attention has been given to the lower numbers of males among UWI graduates and other levels of the education system. Research is ongoing to better understand this trend.²⁶ It must be stressed, however, that the university-educated population is an extremely small proportion of the national population, therefore, educational attainment levels of most women *as with most* men leaves much room for improvement.

This is especially so as males still dominate other forms of tertiary education, for example, the broad range of technical/ vocational education, which is a distinct advantage, bearing in mind the energy and industrial base of the economy. Young girls in secondary schools are sometimes discouraged or not allowed to do technical and applied science subjects such as woodwork, metalwork, technical drawing, information technology etc. Similarly, course enrolment at trade schools, technical institutes and the new community college, COSTATT²⁷ are largely gender differentiated and girls and boys are directed into sex-stereotyped occupations. A new technology-based University of Trinidad and Tobago is in the planning stage. Serious efforts will need to be made if this trend is to be deterred.

The options for young men are still greater than for young women who do not successfully complete formal education. Women are still excluded from most of the skilled trades except dressmaking, business studies and catering while due to ideological and discriminatory factors, options such as auto mechanics, electrical work, refrigeration, plumbing, carpentry, masonry and so on exist for young males. The sexual division of labour in the technical and skilled trades still operates very strongly and so affects the majority of the population, therefore there is less incentive for boys to complete formal secondary education. Overall, therefore, taking *all* forms of tertiary education into consideration, in 2000, the ratio of female to male tertiary students was 72% and female tertiary science students comprised 38.2% of all female tertiary students (UNDP, 2000:255).

²⁶ The CDB funded research project – *Gender Differentials in Educational Performance at the Secondary and Tertiary Levels of Caribbean Education Systems*. is ongoing, coordinated by the Regional Coordinating Unit, Centre for Gender and Development Studies UWI, located on the Mona Campus.

²⁷ COSTATT – College of Science, Technology and Applied Arts of Trinidad and Tobago.

Table 8 Enrolment in Technical and Vocational (Craft) Schools by Course and Sex – 1999/2000

| Subject Area | MALE | | FEMALE | | TOTAL |
|---|----------------|--------------|---------------|--------------|--------------|
| Graphic Design and Applied Arts | 33 | 34% | 64 | 66% | 97 |
| Mechanical/ Building Engineering | 358 | 95.7% | 16 | 4.3% | 374 |
| Subject Area | MALE | | FEMALE | | TOTAL |
| Mechanical/ Production Engineering | 461 | 94.3% | 28 | 5.7% | 489 |
| Civil Engineering/ Surveying & Construction | 173 | 94% | 11 | 6% | 184 |
| Home Economics | 22 (tailoring) | 15.6% | 118 | 64% | 141 |
| Distributive Education & Management | 23 | 11.8% | 172 | 88.2% | 195 |
| TOTAL | 1,101 | 74.4% | 379 | 25.6% | 1,480 |

Source: The Republic of Trinidad and Tobago Central Statistical Office, *Annual Statistical Digest, 2000*, pp. 64-65.

5.2.1 Literacy and Employment

It is interesting to note that in spite of equal levels of illiteracy, illiterate men had more opportunities for employment than illiterate women. As a result, the ALTA survey found that despite similar illiteracy rates, 95% of illiterate women were recorded as 'keeping house' during the time of the survey while 60% of illiterate males were working during that same period (ALTA,1994:15). The report went on to detail that of those who had been working in the previous week 62% were male, while 46% of those who were 'keeping house' were female (ALTA,1994:14). The highest illiteracy rates were found among those 'keeping house'. It is not surprising therefore that women comprise a larger proportion of those attending ALTA's literacy classes²⁸.

²⁸ It is also stated that high levels of illiteracy are found among the prison population, the majority of whom are male. We have not been able to locate statistics on this however.

Those who were unemployed (and wanted to work) were slightly less literate than those who were working (76 %) but more were classified as functionally illiterate²⁹ (14.3 per cent). There was less disparity in the illiteracy rates between Afro-Trinidadian men, (8.8 %) and women (9.0 %), than for Indo-Trinidadian men (19.8 %) and women (16.3 %). The above suggests that the negative impact of illiteracy on women's employment is greater than on men. Additionally it suggests that for poor women, being a housewife is not simply a matter of choice. The ethnic differences are partly the result of rural poverty, as Indo-Trinidadians tend to predominate in rural areas, but more importantly as a legacy of the early 20th Century when young Indian girls tended to be removed from school at puberty or not to have been sent to school at all.

5.3 Employment and Economics

In spite of their higher educational qualifications, women continue to comprise the majority of the unemployed, underpaid in every sector of employment, except when employed by the State, and in every occupational group. Women's participation rate in the labour force in 2000 stood at 38.6%, compared with 61.4 % for men. It should be noted however that unemployed women are often hidden in the categories 'not in the labour force' or 'economically inactive - home duties' and so do not appear in unemployment figures. Unlike unemployed men, unemployed women have the option of defining themselves as housewives *or* as unemployed. Increasingly, many women are doing the latter. However, often when female unemployment figures increase, so too do figures of those 'not in the labour force'.

The majority of women tend to be employed in the lower professional categories – teachers, nurses, administrative, secretarial and the financial services, in manufacturing and other areas of personal service including sales, shop and store clerks, workers in catering establishments or in private homes. Men on the other hand are employed as craft and related workers, machine operators and assemblers and technical workers. In the generally declining agricultural sector, once the largest area of female employment, their participation is now limited and largely invisible.

Self-employment or own-account work for women has also been important especially in the area of personal service and sales, especially in the so-called informal sector but official statistics record women as only 31 % of own-account workers in 2000. Sex work, usually associated with urban centres and the tourist industry is also significant for women and increasingly for men. Not easily measured, this sector offers few protections. Fewer women than men are employed as legislators, managers, senior officials, and professionals. Relative to their proportion in the population, women are also over represented in the clerical category (T&T, CSO, 1995).

²⁹ Functional literacy according to ALTA is the "Ability to read and answer two multiple choice questions and ability to read an instruction and to write a simple sentence in response." Functional illiteracy is the "Ability to perform at least one of the tasks referred to above or read at least 3 out of 5 simple words". Illiterate refers to the "inability to perform any of the tasks, that is unable to read or write English (ALTA, 1994:4).

Table 9 Labour force by sex and occupation, Trinidad and Tobago

MALE ('000)

| Occupation | 2001 | 2000 | 1999 | 1998 | 1997 | 1996 | 1995 | 1994 | 1993 | 1992 | 1991 |
|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Legislative, senior officials and managers | 23.8 | 22.2 | 19.7 | 18.7 | 18.6 | 17.5 | 18.5 | 17.8 | 19.6 | 18.0 | 15.6 |
| Professionals | 9.6 | 8.4 | 9.2 | 10.0 | 9.5 | 8.5 | 7.8 | 7.4 | 9.8 | 8.4 | 9.2 |
| Technicians and associate professionals | 27.4 | 25.4 | 24.3 | 25.1 | 25.4 | 24.0 | 20.4 | 21.7 | 21.4 | 18.7 | 19.1 |
| Clerks | 16.1 | 14.8 | 14.7 | 15.2 | 15.2 | 15.1 | 15.7 | 15.5 | 15.8 | 14.3 | 14.8 |
| Service workers * and shop sales workers | 35.8 | 38.2 | 37.2 | 38.2 | 35.9 | 35.3 | 33.4 | 33.0 | 30.6 | 32.3 | 34.3 |
| Agriculture, forestry and fishery workers | 16.6 | 14.4 | 14.8 | 14.3 | 16.0 | 17.0 | 17.5 | 17.7 | 15.2 | 15.6 | 17.2 |
| Craft and related workers | 88.4 | 88.0 | 85.3 | 82.9 | 79.9 | 76.9 | 78.5 | 70.9 | 71.2 | 70.9 | 70.1 |
| Plant and machine operators and assemblers | 45.8 | 45.9 | 43.9 | 42.6 | 38.9 | 36.1 | 38.2 | 35.8 | 37.2 | 37.1 | 37.0 |
| Elementary occupations | 92.2 | 95.4 | 98.6 | 97.3 | 96.2 | 95.2 | 96.8 | 99.0 | 97.0 | 102. | 97.1 |
| Not stated | 1.0 | 0.3 | 0.2 | 0.2 | 0.2 | 0.1 | 0.1 | 0.3 | 0.2 | 0.2 | 0.5 |
| Total | 356.7 | 353.0 | 348.0 | 344.6 | 335.8 | 325.7 | 327.0 | 319.1 | 318.0 | 318.0 | 315.1 |

FEMALE ('000)

| Occupation | 2001 | 2000 | 1999 | 1998 | 1997 | 1996 | 1995 | 1994 | 1993 | 1992 | 1991 |
|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Legislative, senior officials and managers | 15.8 | 14.5 | 14.2 | 12.8 | 13.3 | 12.6 | 12.2 | 10.3 | 10.8 | 9.2 | 8.8 |
| Professionals | 7.5 | 6.7 | 7.0 | 6.4 | 6.0 | 5.7 | 5.6 | 5.0 | 6.0 | 5.9 | 6.5 |
| Technicians and associate professionals | 31.8 | 30.2 | 30.8 | 30.5 | 28.1 | 28.1 | 25.7 | 24.3 | 23.5 | 23.5 | 20.7 |
| Clerks | 48.7 | 49.2 | 48.0 | 49.1 | 45.5 | 45.0 | 43.9 | 43.7 | 40.7 | 45.5 | 37.7 |
| Service workers * and shop sales workers | 49.2 | 50.4 | 44.8 | 45.0 | 41.8 | 39.7 | 37.1 | 34.6 | 35.3 | 35.7 | 33.9 |
| Agriculture, forestry and fishery workers | 2.6 | 2.2 | 2.1 | 2.1 | 2.1 | 2.3 | 2.1 | 2.9 | 2.1 | 2.2 | 2.7 |
| Craft and related workers | 11.2 | 12.0 | 11.5 | 11.4 | 12.1 | 10.8 | 9.8 | 9.5 | 10.3 | 9.9 | 10.5 |
| Plant and machine operators and assemblers | 5.4 | 6.1 | 6.3 | 6.7 | 6.2 | 6.3 | 6.4 | 5.9 | 5.8 | 5.7 | 4.8 |
| Elementary occupations | 46.8 | 48.2 | 50.5 | 50.1 | 50.0 | 54.0 | 50.9 | 53.8 | 51.6 | 49.4 | 47.5 |
| Not stated | 0.8 | 0.2 | 0.2 | 0.1 | 0.1 | 0.2 | 0.2 | 0.2 | 0.2 | 0.3 | 0.3 |
| Total | 219.8 | 219.7 | 215.4 | 214.1 | 205.2 | 204.7 | 194.0 | 190.3 | 186.4 | 187.2 | 177.1 |

Source: *Continuous Sample Surveys of Population*, Central Statistical Office, Trinidad and Tobago, various years. Taken from M. Rowley and Monica Paul McLean, *Social Sector Report, National Gender Policy and Action Plan, 2003*, p. 33.

The 1992 *Survey of Living Conditions* noted that long-term unemployment was a greater problem for women than for men. For example, whereas youth unemployment was serious for both sexes, for males this persisted until age 30, while for females it continued until ages 31-40. It also noted that older women tend to have higher unemployment rates (T&T CSO, 1992: xiii). This has resulted in large-scale migration of women to the United States and to a lesser extent, Canada, often leaving behind children with relatives, friends or on their own. This has had serious implications for youth delinquency and poor educational performance, and may be a serious contributor to young male criminality (World Bank, 1995:11-65).

In spite of the increases in women in the labour force therefore, there are still more men in paid and self-employment than women. The numbers of males employed exceeds that of females in every category except one, even in the state sector where the numbers of women employed have grown over the years. Women exceed men only as unpaid workers (T&TCSO,2001:64-64.) See Table 10 below.

Table 10 Type of Worker by Sex, 1999-2001

| Type of Worker | 1999 | 2000 | 2001 |
|---|--|--------------------|---------------------------------------|
| | Male Female | Male Female | Male Female |
| Paid Employee | 231,600 142,300 (62.0%) (38.1%) | 236,800 149,200 | 242,100 150,500 (62.0%) (38.3%) |
| Gov't/Statutory Board | 61,600 38,000 (62.0%) (38.2%) | 59,400 39,900 | 63,700 42,200 (60.1%) (39.8) |
| State Enterprise | 20,800 4,300 (82.9%) (17.1%) | 19,900 5,400 | 21,300 6,000 (78.0%) (22.0%) |
| Non- Governmental/ Private Sector | 149,300 100,000 (59.9%) (40.1%) | 157,500 103,900 | 157,000 102,300 (39.5%) (60.5%) |
| Self-Employed | | | |
| Employer | 15,900 4,200 (79.1%) (20.9%) | 18,900 4,800 | 20,900 6,000 (78.0%) (22.3%) |
| Own Account Worker | 56,400 25,200 (69.1%) (30.9%) | 56,000 25,800 | 58,400 26,300 (69.0%) (31.1%) |
| Unpaid Worker | 2,600 6,200 (29.5%) (70.5%) | 1,800 5,400 | 1,400 4,100 (25.5%) (74.5%) |

| | | | |
|--------------------|-----------------------------------|--------------|---------------------------------|
| Learner/Apprentice | 3,400 1,300 (72.3%) (27.7%) | 2,900 900 | 2,800 900 (75.7%) (24.3%) |
|--------------------|-----------------------------------|--------------|---------------------------------|

Source: Trinidad and Tobago Central Statistical Office, *Labour Force Report 2001*, pp. 64

5.3.1 Pay and Other Conditions of Service

In spite of the relative increases in women's labour force participation, their high levels of educational attainment and increased participation in various professional fields, women continue to fall at the lower end of the socio-economic ladder and face discrimination in the level of wages which accrue to them when compared to men. No equal pay legislation exists. In all occupational groups, women still earn less than men sometimes by as much as 50% less as shown in Table 11 below.

Table 11 Women's Average Income as a percentage of Men's in Occupational Groups, 1998-2000

| Occupational Group | 1998 | 1999 | 2000 |
|---|------|------|------|
| Legislators, Senior Officers, Managers | 52.9 | 52.3 | 52.8 |
| Professionals | 75.6 | 80.6 | 73.5 |
| Technicians & Associate Professionals | 76.7 | 79.7 | 84.1 |
| Clerks | 86.6 | 85.9 | 87.8 |
| Service Workers incl. Defence Force and Shop/Sales Workers | 50.2 | 53.5 | 57.7 |
| Agricultural, Forestry & Fishery Workers | 52.9 | 67.3 | 68.7 |
| Craft and Related Workers | 50.0 | 47.3 | 55.2 |
| Plant and Machine Operators & Assemblers | 54.9 | 64.8 | 64.9 |
| Elementary Occupations | 61.9 | 64.1 | 64.4 |

Source: Republic of Trinidad and Tobago, Central Statistical Office, Labour Force Reports 1998-2001 www.cso.gov.tt/statistics

Table 12 Average Monthly Income by Type of Worker by Sex, 2001

| Sector of Employment | Both Sexes | Male | Female | % Difference |
|---------------------------------|-------------------|-------------|---------------|---------------------|
| Paid Employee | 2,574 | 2,729 | 2,328 | 14.6% |
| Public Sector/Statutory Board | 3,274 | 3,267 | 3,284 | -0.5% |
| State Enterprise | 3,664 | 3,743 | 3,382 | 9.6% |
| Non Government (Private Sector) | 2,163 | 2,361 | 1,865 | 21.0% |
| Self-Employed | | | | |
| Employer | 3,328 | 3,457 | 2,868 | 17.0% |
| Own Account Worker | 1,573 | 1,750 | 1,190 | 32% |
| Learner/Apprentice | 807 | 813 | 783 | 3.6% |

Source: Trinidad and Tobago, Central Statistical Office, *Continuous Sample Survey of the Population, Labour Force Report 2001*, pp.60-62.

The table above shows that wage differentials are greater in the private and non-governmental sector than in the public sector. This may be due to the lower rates of unionisation as well as less monitoring of conditions of work or adherence to labour legislation. Indeed in the public sector where opportunities for career advancement are greater for women, income levels are relatively equal with a very slight negative difference for men (0.5%). These data support the United Nations' observation that throughout the world, women have greater chances of career advancement in the public or state sector.³⁰ Few women have been able to ascend to the top positions in the private sector. The thrust toward privatisation of state sector activities therefore cannot be seen as a gender-neutral macro-economic policy but one with serious implications for gender equity.

There are more than twice the numbers of self-employed men than women. Self employed³¹ women also earn substantially less than self-employed men, again supporting a trend noted by the United Nations when it states:

All over the world, self-employment provides some women and men, especially those who have failed to secure paid jobs, with a means of contributing income to the family . . . Sometimes self-employment makes it easier for women to combine family responsibilities and unpaid subsistence work with income-earning activities. *On the other hand, it can imply a high level of job insecurity and does carry with it a lack of such protections as maternity leave and parental leave* (UN,2000:116, emphasis added).

³⁰ The United Nations, (1990) *The Worlds Women: Trends and Statistics*, New York,

³¹ Referred to as own-account workers in the survey.

The report continued to note that this trend toward increasing self-employment (or micro-enterprise development) was closely associated with the introduction of neo-liberal economic practices initially through structural adjustment programmes and the decline in paid work. In such instances poor women and men are forced to create their own income-earning opportunities (UN, 2000:116).

Conditions of work vary across sectors and within sectors. As we see above, wage differentials exist, and are especially sharp in the private sector. Trade union organization is legal, but varies across sectors. Many female-dominated occupations e.g. teachers, nurses, public servants, bank employees, etc. are unionised. A 1999 survey carried out by the Ministry of Labour and Cooperatives found that women accounted for 26,770 or 44% of the 61,345 members of 28 trade unions. However men still dominate in the leadership of these organizations. The 1999 survey found that women held 7.5% of executive positions in eight trade unions. This situation has not changed leading the Banking and Insurance Workers Union website to say in 2004:

There are 35 labour unions in TnT of this only 8 unions have women on the Executive. Of the 8 unions only one has a woman holding one of the power-positions in the Union (<http://www.bigwu.org/library>).

No sexual harassment legislation exists. Draft legislation prepared over ten years ago, was never approved. Some companies have sexual harassment policies in place, and the Industrial Court using the Industrial Relations Act has successfully adjudicated a few cases, but this continues to be an area of much concern and lack of clarity. In 1998, the Tobago House of Assembly passed a motion adopting a Sexual Harassment Policy for all its employees.³²

The Maternity Protection Act of 1998 was passed, the result of years of lobbying by women's organizations. This law covers all women except female members of parliament, for paid leave of 13 weeks every two years. The initial period of leave can be extended by up to 12 weeks for medical reasons; the first six weeks with half the monthly salary and the last six weeks with no salary. Payments are to be covered by the employer and the national insurance scheme such that there is no loss of earnings. Collective agreements with individual employers may not provide less than these provisions. This law however like all others may not be uniformly implemented. Cases of women, especially temporary and casual workers, being fired when pregnant still surface, as well as cases of workers not being paid full benefits especially in small establishments and private homes. In some collective agreements, provisions may be made for 2-4 days paternity leave for fathers on the birth of a child.

³² In the debate supporting the motion, Secretary for Health and Social Services, Judy Bobb, identified it as a gender issue which should be expanded beyond the workplace to schools and other areas.

5.3.2 Inheritance and Property Rights

A Succession Act was passed by Parliament in 1981 but it has not yet been proclaimed³³. This replaced the 1972 Wills and Probate Act and allows wives to contest wills if they are excluded and to apply to the court for maintenance. Legislation on Property Rights was also passed, revising provisions on real property and women's property rights but this too was never proclaimed. The 1998 Cohabital Relations Act, which made legal provisions for 'common-law' *heterosexual* spouses, does not allow for inheritance.

5.4 Family and Sexuality

5.4.1 Marriage and Union Status

Of the population 15 years and over, 44% of men were never married in 1990 and 37.6% of females. Similar proportions of both sexes were married, 43.3%. More females (8.4%) were widowed than males (2.6%) and this was especially the case for older women. Very small numbers were divorced or legally separated. An examination of data for union status of women 15 years and over however gives a more meaningful picture of women's intimate relationships. Indeed, marital status data reflects a legal status and not the actual situation in which women are living.

In 1990, 43% of women were identified as in a married union, while 22.6%, close to one quarter of the population, had never been in a union. Free unions, locally referred to as common-law unions, accounted for 10.8%, while only 1.5% were identified as being in visiting unions. 8% were no longer living with their spouse and 3.8% no longer living with their common-law partner.³⁴ In addition to ethnic differences in family forms, class and religious differences also occur. Legal marriages tend to predominate among the upper and middle-classes, while, this diverse range of family forms exists among all economic groups. A minority of Muslims practise formal and informal polygamy. A 1994 study of Family in Trinidad and Tobago, found that out of a total of 1,973 households, 34% or just over one-third, comprised a nuclear family - husband, wife and children. This was the largest grouping followed by 15.7% other extended households and 13.9% single-person households. Grandmother extended households accounted for 5.7% of the sample. When combined, all extended households would be 21.4% or just over one-fifth of the sample (St. Bernard, 1997:108).

Looking at predominantly African-descended Tobago separately, the situation is much more stark. Nuclear families account for only 22.5% of the sample, less than one quarter, while extended families - 13.8% grandmother extended and 21.3% other extended are the most significant other grouping. Together, extended families accounted for 35.1% of the sample. St. Bernard found that generally, single mother and grandmother families tend to be in dire economic circumstances and extended families may be a response to

³³ 'Proclaimed' means that the act was never put into effect by proclamation by the president, usually because certain necessary regulations and mechanisms had not yet been put in place.

³⁴ CARICOM, 1990-1991. Data on union status however are not collected for men as it was originally seen as a mechanism for gaining fertility related information.

economic need. In a 1997 study, he found that 52% of single parent and 44.1% of the grandmother families, were estimated to have no one working on a full-time basis, although extra-household assistance may be available (St. Bernard,1997:111).

Interestingly female single parent households were less significant in Tobago accounting for only 5% of the sample, most likely because single mothers continue to reside in extended family households. This contrasts greatly with predominantly African-descended areas of Trinidad. What is also intriguing is that Tobago is the only area where the proportion of male single-parent households (6.3%) exceeded that of female single parent households (5%), although only slightly. These differences could be due to a number of factors including migration of mothers to Trinidad to work, poverty and problems of economic scarcity in addition to the cultural factors.

The proportions of nuclear families are highest in predominantly Indian-descended communities, but still in all cases this was less than 50%. Extended households and single person households followed this. Extended households were significant for all parts of the country, however the internal structures and power dynamics may differ significantly. For example, whereas Afro-Trinidadian extended households tend to be matrilineal, Indo-Trinidadian households tend to be patrilineal.

5.4.2 Family, Law and Domestic Violence

Over the past two decades, a spate of legislation such as the Matrimonial Proceedings Act of 1972, The Status of Children's Act, The Family Law Act of 1983 and the Cohabital Relationships Act, 1998, have been implemented reflecting significant attitudinal changes towards the status of women and children in the family. As such, the concept of illegitimacy has been abolished; persons enjoy relatively easy access to divorce and judicial separation based on no-fault grounds; common-law unions of over three years duration have been granted legal recognition and the law provides for equality of treatment between mothers and fathers with reference to rights and responsibilities towards children particularly in relation to custody and maintenance. A Family Court Bill has been passed in parliament and a Family Court system was officially launched on May 12, 2004 as a pilot project in St George Magisterial District and Port of Spain High Court Jurisdiction for an initial period of two years.

The women's movement has also had an impact on women's consciousness and gender relations. This activism has influenced the introduction and subsequent revision of legislation on for example, Sexual Offences (1986, 2000), Domestic Violence(1991,1999) and the Attachment of Earnings (1988, 1995) for workplace deductions of court mandated child-support payments. The improvement of resources to facilitate the full education on and implementation of this legislation is still required. The non-governmental women's movement has been very important in providing support services in these areas. The men's organization Men Against Violence Against Women (MAVAW) has also been involved in work on this issue.

5.4.3 Reproductive Rights

There is no national programme on sex education in schools. Some teaching on sex and sexuality has taken place through teaching in family life education (FLE) however this is not universal. Teenage sexual activity is cause for much concern; however, young people are not provided with formal sex education. Teenage pregnancy rates are high in urban areas. 13.5% of all live and stillbirth deliveries were to teenagers, with an age-specific fertility rate of 45.9% (PAHO/WHO, 2001:3).³⁵

In Trinidad and Tobago, fertility levels have undergone a transition. Contraception is widely available through local clinics of the Family Planning Association, government health centres and through the private sector. Contraceptive use among married women was 58% between 1985/1990 however in the age group 15-19, 22 births occurred per 1000 women (United Nations, 2000:48). According to a Family Planning Association 2000 report, oral contraceptives are the main method used, in 1998 it accounted for 49.5% (FPATT, 2000).

Abortion is legally available only to preserve the physical and/or mental health of the mother and requires corroboration by two medical practitioners. The procurement of a miscarriage is prohibited under the Offences against the Person Act. However, illegal abortions are widespread, sometimes with fatal effect. Women often end up in hospital for abortion related problems whether induced or otherwise. In one hospital, the dilation and curettage procedure for the evacuation of the retained products of conception was performed 1,177 times in 1999 and 615 times between June and September 2000. The Public Health system has a major responsibility in dealing with the after effects of illegal induced abortions (CEDAW,2000:97).

5.5 Health

5.5.1 Health Care Access

The availability of basic health and social services such as access to clean water, improved consistently since the post-war period. Immunization and access to pre and antenatal health has gone a long way towards providing this. In 1996, according to some sources, 98% of women received pre-natal care and a similar proportion had deliveries performed by a skilled attendant (United Nations, 2000:91). Between 1970 and 1990 for example, the crude death rate declined from 7.7% to 6.6% and overall life expectancy increased from 65.7 to 70.1 (World Bank, 1995:49). Women's life expectancy in 1998 was 76.4 (UNDP, 2000:161). In 1990, life expectancy at birth was 70.9 years for women, and 65.7 for men while the infant mortality rate was 24.98 deaths/1,000 births. By 1998, estimates of life expectancy placed this at 76.5 for females and 71.7 for males (UNDP,2000:161). The 1995 World Bank study suggests that in spite of these gains:

³⁵ The Family Planning Association(FPA) has been involved in community and school outreach programmes on sex education, but this does not had universal reach. Special programmes have been established for young women and men visiting the offices of the FPA.

...the health status of the population still falls below that of many middle income countries, largely due to limited preventative care and the low quality of services offered in both the public and private sector. Nearly 50 percent of the population still dies before they have reached the age of 65 with many of these deaths avoidable(World Bank, 1995:49).

The neo-liberal economic adjustments of the 1980s and 1990s, where state spending on health and social service delivery was substantially reduced and food subsidies removed or reduced, resulted in a deterioration in health service delivery. A 1999 PAHO/WHO Report identified Trinidad and Tobago as among the countries of the region where abortion and its complications were the leading cause of maternal death (WHO/PAHO, 1999:24). Specific men’s health issues are also significant. Central among these are the prevalence of prostate cancer and the higher death rates from injury and accidents among males as shown in the tables below. Men also tend to visit health institutions less frequently.

5.5.2 Diseases and Disorders

HIV /AIDS has become a major cause of mortality in Trinidad and Tobago over the last two decades. Between 1983-1996, there was a steady increase from 8 cases in 1983 to approximately 350 cases in 1996. While initially prevalent among men, the incidence of HIV/AIDS among women aged 15 through 19 has doubled between 1989 and 1990. In 1996, the female to male infection ratio was 5:1, In 1997, women accounted for 45 per cent of all new cases. Data also suggests that females are infected at earlier ages than males and are at greater risk of infection as well as mortality (Brathwaite, 1998:1) as women comprised 33% of adults who had died by the end of 1997(United Nations, 2000:81).

The main causes of death are heart disease, cancer, diabetes, cerebrovascular disease and injuries, which could include injuries from accidents as well as criminal and sexual violence. Death from external causes was especially significant for males where the tendency for at-risk behaviour results in higher levels of injury and accidents. The main causes of death were as follows:

**Table 13 Main Causes of Mortality by Sex
Age Groups 24-44 and 45-64 Years, 1994**

| Causes of Death | 25 – 44 Male | 25 – 44 Female | 45 – 64 Male | 45 – 64 Female |
|------------------------------------|-------------------------|---------------------------|-------------------------|---------------------------|
| Diseases of the circulatory System | 14.2% | 20.1% | 39.8% | 39.5% |

| | | | | |
|------------------------------|--|--|-------|-------|
| Cancer (Malignant Neoplasms) | 10.6% | 19.1% | 12.1% | 20.5% |
| External Causes- | 31.2%(motor vehicle accidents, 18.3%; suicide, 24.8%; and homicide, 31.7%) | 13.2% (homicides and suicides are responsible for 67.8% of these deaths) | 9.1% | 2.2% |
| Diabetes | | | 17.0% | 21.2% |

Source: Adapted from "Trinidad and Tobago" in *Health in the Americas, Volume II*, 1998, p 486.

A 1994-1995 National Survey of Health found the following:

- More males (41.8%) rated their health as excellent or very good than females (31.4%).
- More females (25.2%) reported being affected by long-standing illness, disability or infirmity than males (18.7%).
- Males reported a higher prevalence of injury than females, 14.3% compared to 7.4% for females. In Tobago this was even greater, 24.5% for males and 7.5% for females.
- The prevalence of Angina Pectoris, a high indicator of the risk of heart disease was varied with ethnicity and gender. Generally the prevalence was 4.6% for males and 7.6% for females. The incidence was higher for persons of Indian origin than for persons of African origin. Afro-Trinidadian males in general have a low incidence of 3% while Indo-Trinidadian males had an incidence of 6.7%. For female it was 6.7% and 8.5% respectively.
- The prevalence of Diabetes Mellitus was 9.6% for males and 12.6% for females 35 years and over. The highest prevalence was among Indo-Trinidadian females of 17%.
- The rate of hypertension was generally high in the population but especially so among females who had a rate of 28.1% in relation to males which was 18.2%. This difference remained consistent across all ages and among all ethnic groups. One-third of all males and one-half of all females reported high blood pressure.
- Smoking is a predominantly male activity with 28.8% of males reporting current smoking and 5.1% of females³⁶.

³⁶ Ibid and PAHO/WHO, Trinidad and Tobago in *Health of the Americas*, p. 489.

- 10.5% of male drinkers consumed more than 21 drinks in the previous week while 3.6% of females consumed 14 drinks during the same time period.
- More males were involved in leisure type exercise 16.6% as opposed to females, 5.9%.

In conclusion the report summarized:

The association of gender with health status is seen throughout...Males have higher risks of injury but for almost all categories of morbidity explored more women report morbidity, disability and perceived ill health. In many cases this was apparently linked to lifestyle. Women have higher rates of obesity and do not exercise regularly. They tend to have lower indices of socio-economic status...³⁷

There is increasing concern about the rising incidence of old and new communicable diseases, such as tuberculosis and HIV/AIDS. In relation to the latter there is particular concern over the disturbing projections for women where in Trinidad and Tobago in 1997, the number of women at risk of transferring HIV to a child is expected to increase from 33,766 in 1997 to 49,970 in 2005, an increase of 48% (Camara, Nicholls, McLean et al, n.d: 81). A Caribbean Epidemiology Centre (CAREC) survey found that in calculating the costs of HIV/AIDS care, the unpaid services of women as housewives who care for AIDS patients when hospitalization is not included in the accounting practices of most countries of the region and the world (Camara, Nicholls, McLean et al, n.d.24).

5.6 Violence

Gender-based violence has emerged as a public political issue in the Caribbean, largely due to the tireless efforts of women's organizations throughout the 1970s, 1980s and 1990s. It is recognised that violence against women is a crime and a violation of fundamental human rights. Trinidad and Tobago has ratified various international conventions such as the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Belem do Para Convention) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). This country is also a signatory to the World Commission on Human Rights (WCHR) Programme of Action and the Declaration and Programme of Action adopted by the Fourth World Conference of Women in Beijing.

While there is recognition at the official level that gender-based violence is a form of discrimination, it is not formally defined as such. Nonetheless, in recent years, shifts in the traditional human rights discourse to embrace an analysis of gender-based violence as a human rights issue have made possible appeals for state protection of women and the provision of legal remedy for violations to their persons. However since 1999, a new

³⁷ Trinidad and Tobago National Health Survey, 1994-1995, p. 115.

Domestic Violence Act was enacted, bringing domestic legislation on par with international standards as specified by the United Nations Commission on Human Rights. However, its continued and increased incidence, forces women's advocates to rethink the potential of legal approaches in eliminating the problem. This is essential as in practice, there continues to exist entrenched attitudes and behaviours, which perpetuate gender-based violence. During the first years of the 1991 Domestic Violence Act, August 1991 to April 1994, 8,297 applications for protection orders were made, of these 3,258 were granted (Report to CEDAW,2000:320).

Laws on their own have proved inadequate in eliminating, or even drastically curtailing, violence against women, rooted in the widespread acceptance of structural inequality between men and women. Between 1991 and 1993, violence against women and children continued to rise. Charges of rape and serious indecency rose from 185 to 250 between September and November of 1995, while between January and October of 1994, 23 women were murdered and in the same period for 1995, 12 women and 7 children were the victims of domestic violence (Reddock and Barclay, 2000).

Conclusion

In conclusion therefore, efforts aimed at transforming the inequitable and counter-productive gender relations described above should not be directed only in the area of macro-economic and social policies and interventions although these are extremely important. The transformations required cannot be achieved without commensurate attention to the much more challenging and taboo issues such as patterns of gender socialisation of children at home, school and in the community, unequal power relations between the sexes in households and workplaces, sexuality, sexual behaviours and homophobia, the culture of violence in the home and society, people's needs for intimacy and caring and the generalization of an ethic of equity and fairness. All of these issues need to be addressed if the changes required are to be achieved. When subject to gender analysis, different strategies may need to be applied for males and females, boys and girls. Additionally, it must be noted that presumed gender-neutral strategies may impact men and women differently. In addition, while more legislative reform is still required, much greater effort is needed to ensure public education and awareness among legal practitioners at all levels as well as from members of the public in all social and geographical locations.

It is clear from the above that this National Policy needs to develop different priorities and strategies for different groups, communities and geographical areas in addition to overall national goals and objectives. In particular, the special needs of persons in rural fishing villages and agricultural communities; special group situations such as that of the disabled, the elderly, vulnerable children, persons with alternative sexualities and the urban and rural poor need to be specially considered. It is clear also that all systems of data gathering, collation and analysis need to be substantially revised and upgraded so that data required for strategic implementation are available in a timely, reliable and consistent fashion.

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Preamble

This policy holds the truth that men and women are created equal in society to be self evident. A national policy on gender equity and equality must ensure that all of the nation's female and male population are granted the best conditions under which they may develop their potential as human beings and citizens and under no circumstances suffer discrimination or disability as a result of their biological sex or socially defined gender.

Gender equality and equity should be central to all development models. Gender equality speaks both to substantive equality and equality of agency. To achieve substantive equality, it is important that men and women are not discriminated against because of social norms and expectations. For example, both men and women may be qualified for a job but a man more inclined to secure the job because he does not have childcare responsibilities. Substantive equality redresses macro-related policies and laws that can produce discriminatory gender related outcomes. With the necessary social infrastructure in place, equality of agency ensures that women and men can make individual life choices which allow them to secure improved life chances (Kabeer, 2003:2)³⁸. The core role of governments as well as development actors is to endow citizens with the required conditions for actualizing human functioning, in other words, to provide them with necessary capacities and opportunities, what Martha Nussbaum, building on Amartya Sen refers to as 'central human capabilities'³⁹. Economic, political, legal, and other social arrangements should be evaluated according to how they expand people's capabilities or valuable freedoms. It must also envisage an overlapping consensus among people with different conceptions of what is good for people in a society. A gender policy must be informed by a theory of political justice and a recognition of difference, but it must be underpinned by a shared commitment to arriving at the basis for a good life for all.

While there is the persistent tendency to view gender as synonymous with the condition of women in society, gender empowerment measures and consciousness raising around women's rights have also led to an obvious corollary – a closer scrutiny of the parallel situation of men and masculinity in the society. The impact of male stereotypes on men's capacity to function in society was repeatedly heard in the national and regional consultations held throughout the country. Among the recurrent themes were those pertaining to an overemphasis on fathers as primarily economic provider and/or protector, high levels of incarceration of men in prisons, and the underperformance of males in general in the education system. It is worth emphasizing that gender equality strives for a balance between both sexes. This policy is committed to ensuring that the concerns of both sexes are examined and addressed in the areas which have been deemed most important to the population and to social planners.

³⁸ Naila Kabeer, *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A Handbook for policy-makers and other stakeholders*, New Gender Mainstreaming Series on Development Issues, Commonwealth Secretariat, International Development Research Centre and Canadian International Development Agency, London and Canada, 2003.

³⁹ Maxine Molyneux and Shahra Razavi, "Gender Justice, Development and Rights, Democracy, Governance and Human Rights", *Programme Paper No 10*, United Nations Research Institute for Social Development, January 2003.

The concerns which gender has raised for the society have in general been perceived as nurturant and belonging to the private sphere of life. In reality, what a gender policy serves to do is to bring into sharper focus the ongoing interactions between the public and private spheres to ensure that each individual is best prepared to fulfil aspirations in both spheres. The priority areas addressed by the present policy contain great potential for gender-based transformations by targeting the limits to development if these priority areas remain unaddressed in a society. They also represent strategic choices which channel resources effectively for gaining the requisite impact on the ground, in the short and long terms.

The Policy Framework

This section presents the proposals which constitute the central focus of this policy. The proposals presented are designed to achieve advances in both gender equality and gender equity in Trinidad and Tobago and are consistent with Government's policy commitment in this regard and with Government's obligations under a number of international conventions. The preparation of policy responses in 2003 was cognizant of the Vision 2020 and the Government of Trinidad and Tobago's declaration to transform Trinidad and Tobago into developed country status by the year 2020 as expressed in the Social and Economic Policy Framework 2003 – 2005.

The gender policy has been developed through intensive research and consultation. Each selected issue and policy choice is supported by data and analyses of national and regional consultations, sector studies, interviews and existing documents. The research and consultation focus has revealed regional and community differences, particularly those between Trinidad and the sister island of Tobago which are largely addressed in the Action Plan contained in Section 8 of this document.

Gender issues are by definition cross-sectoral and cross-cutting. They challenge the private, intimate and personal lives of individuals. But they are also public policy issues, and the critical sectors of the economy - industry, agriculture, labour and trade as well as the society, judiciary and polity must take the lead in establishing a framework through which other policy initiatives can be realized. This policy, although driven by the Gender Affairs Division, must be one which recognizes the responsibility of all sectors of government, the private sector and civil society for the implementation and continuous monitoring of the policy.

This policy therefore seeks to introduce a working system of gender mainstreaming which is inclusive and empowering to all ministries and divisions. The policy seeks further to introduce new methodologies, approaches and initiatives as well as to rationalize and streamline processes which already exist. Women's, men's and other community based organizations must be vigilant and seize opportunities which may arise to act as catalysts to this process. Gender awareness of the mass media and by media managers and practitioners must also be viewed as the necessary and ongoing partnership required for co-ordination and implementation of the gender policy.

Although certain sectors have been identified for detailed consideration, the process identified important crosscutting themes, which must be read alongside the discussions that take place below. These are the centrality of culture, media and the arts; the

democratization of governance and decision-making and the need for the relevant physical and communications infrastructure.

The last section of this document re-energises the vision of the national machinery, which will optimize the process of policy implementation. It reinforces and redirects its strategic responsibility for gender-analysis and gender-sensitive policy dialogue and advocacy within the public and private sectors and civil society.

6.1 Gender Partnerships with Economy, Trade and Labour

6.1.1 Gender and Macro-Economic Policies

At the start of 2004 the Trinidad and Tobago economy continued to enjoy an eleventh consecutive year of non-inflationary growth, declining unemployment, fiscal consolidation and external surpluses. The achievement of the present position was due in part to the adoption of a particular macro-economic planning framework which had several key objectives: achievement of continued non-inflationary and competitive economic growth; internal and external price stability; fiscal consolidation and internal and external equilibrium. The achievement of these objectives required extensive co-ordination by key economic ministries including the ministries of Finance, Planning, Industry and Trade, Energy and Agriculture at the planning, budgeting and execution stage.

In general, economic policy is formulated and executed at a macro level and tends to be gender neutral. Gender policy is relatively new to the economics discipline and even more so to macro-economic policy making. The decisions in 1988 to seek assistance from the IMF and World Bank were made without specific reference to whether the resulting policies would impact males in a harsher manner than females, or that, single headed households headed by females would be made more worse off than those headed by males.

The present economic expansion commenced in 1994 and is a direct result of the structural adjustment and first generation economic reform measures which were introduced in late 1988 in the Caribbean, when most economies underwent long periods of internal and external disequilibria. The adjustment process did not take place without major dislocations in the area of social expenditure. In particular the burden of adjustment fell heavily in the area of capital expenditure causing an erosion of health, education and social services with numerous gendered implications. The current challenge therefore is to rebuild those areas in which several groups have been disadvantaged and have become more vulnerable (Forde, 2004).

Economic growth and utility or happiness maximization are not sufficient objectives for development. Rather, development should be a means to improving human well-being and agency. There are clear benefits to society if macro-economic policies are designed in ways that reduce gender inequality. These benefits have both an equality and efficiency dimension. Human beings form the 'ends' of economic activity, rather than its means.

1. The policy advocates that gender analysis be introduced as an integral tool in the national budgetary and planning process.
2. A gender budget analysis of the current budget should be carried out as a starting point for the integration of gender analysis into the national budgetary process and the introduction of Gender Responsive Budgeting⁴⁰.
3. Periodic gender audits of the allocation and effective utilization of budgetary resources should be built into the evaluation and monitoring of the national budgetary and planning process.
4. Review of systems of data collection related to the economy and introduction of gender sensitive indicators into this sector.
5. The policy advocates enhancement of gender sensitivity among economists in all sectors through formal training, including workshops, scholarships and specialized short courses.
6. The Social Service Delivery Sector, weakened during the period of structural adjustment, must be strengthened particularly as this has affected vulnerable groups in the society.
7. The policy advocates for the evaluation of the social, gender and environmental impact of each tourism investment or product before it is introduced.
8. The implications of the Free Trade Area of the Americas (FTAA) and other externally driven free-trade initiatives should be seriously evaluated to ascertain their impact on employment, social equity, crime, gender relations and potential for social dislocation.
9. The Gender Policy emphasizes that the language of all legislation and public documents be made gender-sensitive.

⁴⁰ Gender Responsive Budgeting refers to fiscal measures which, when designed and implemented, will assess both the quantity and impact (quality) that financial and budgetary allocations hold for those who have been designated as disadvantaged in a given society. Gender Responsive Budgeting allows women's NGOs and other members of civil society to hold governments accountable for their fiscal expenditure of issues that are pivotal to questions of equity. It is a procedure that can be implemented nationally, as well as internal to departments.

6.1.2 Gender Equity in Labour force participation

Although overall labour force participation rates remained relatively stable at around 60% for well over three decades (ranging from 58-62), there has been a decline in male participation rates and a long term rise in female participation rates. The female labour force rose overall from 42% in 1991 to 44% in 1995. This is a reflection of higher educational attainment of women, changes in cultural patterns as married women and women with children make a conscious decision to remain in the labour force, many perhaps for purely economic reasons. The result has been an impact of single and both working parent units on the care and welfare of school age children. The shift to a market driven and state sector wage economy has made housework, childcare, caring for the sick and elderly in the homes largely incompatible with the lives of most men and women in the society today.

On examination of the work activity we find that women workers are still concentrated in the areas of clerical and service occupations such as shop clerks. On the other hand there are greater numbers of male workers in the areas of craft and related work, plant and machine operators and assemblers and a category listed as elementary occupations.

While in all sectors females are dominant at administrative, supervisory and clerical and secretarial levels, males dominate at the managerial and CEO levels. Thus board decisions are handed down to be executed on a day-to-day basis by a female dominated workforce.

10. The policy advocates the establishment of childcare and homework centres at employment establishments. The state must take the lead in this initiative.
11. The state will develop a proposal to establish work-based child care services and homework centres for public officers on a cost sharing basis, subsidized for lower-income employees. The proposal shall be derived on best practices of such schemes and for initial trial in public sector institutions in Port of Spain and San Fernando.
12. The state will mandate that similar trials be carried out by at least two private sector firms, one in each city. At present the British Petroleum Trinidad and Tobago (bpTT) homework centre initiative already provides a model which may be examined.
13. The policy advocates the carrying out of gender audits of the private sector at all levels re: hiring, promotion, separation, conditions of work, salary and gender equity issues.
14. There should be increased representation of women with relevant skills and expertise on State Boards with a minimum percentage female representation to be established.

15. The Ministry of Labour in consultation with the Gender Affairs Division will develop and adopt a strategy to monitor and promote equal opportunities of women in executive and managerial positions in public and private sector. This strategy should include the promotion of national awareness of women's rights to promotion and managerial office, the development and dissemination to employers of information and the ongoing collation of relevant data to monitor progress.

6.1.3 Labour Legislation to ensure gender equity and equality

Notwithstanding the history of legislative reform taking place over some thirty or more years and government's commitments under CEDAW as well as consensus documents emanating from various international conferences, there continues to exist legislation which discriminates or has the potential for gender discrimination.

Gender-responsive labour standards advocated by the policy will raise the money cost of labour, but most of these standards will also raise the productivity of labour. There will be cases and stages in the process of instituting these standards where labour costs are raised more than labour productivity. Policy implementation processes need to be vigilant to the likelihood of pressure to extract the maximum profits from labour in paid work. In the interest of transforming the paid economy to recognize the community and family responsibilities of both men and women, the paid economy itself must be induced to value people as ends in themselves and not just as factor inputs whose cost is to be minimized. The implications of this for social peace and violent crime reduction in the medium term must be underscored.

During the sector and public consultations participants identified and articulated concerns with labour, among which were discriminatory practices, unequal pay, sexual harassment at the workplace, youth unemployment, recognition and legitimization of domestic workers and lack of training opportunities for women.

Labour in Trinidad and Tobago is regulated to a lesser extent by policies internal to organizations but largely by legislation. There are Acts to cover almost every aspect of employment. Some laws are, however, archaic and need review, while others may be very current and wanting. A Gender Policy addresses legislation in several dimensions, including a revision to reflect gender-neutral language of the law when and where this is applicable. There also exist laws which discriminate against women and which need revision. The Widows' and Orphans' Pensions Act, Chap. 23:54 excludes women from its operation.

16. Review social security legislation including the National Insurance Act, 32:01 to ensure gender equity.

17. The policy advocates a revision of the Widows' and Orphans' Pensions Act to include women and to bring it in line with other legislation.

In addition, the following instruments of legislation need careful revisiting and address:

(1) The Industrial Relations Act (Chap. 88:01)

The intention of the Act was to repeal and replace the Industrial Stabilization Act 1965 and to make better provision for the stabilization, improvement and promotion of industrial relations. The concern here is that domestic workers, a category which extends also to chauffeurs, gardeners and handymen, are expressly excluded from the Act. The effect of this is that representative unions, such as the National Union of Domestic Employees (NUDE), cannot engage in the collective bargaining process nor can such unions pursue remedies in the Industrial Court for harsh or oppressive dismissal by an employer. Household Assistants who are primarily women, are affected disproportionately. In addition, the slow pace at which the Recognition and Certification Board has operated, requiring in some cases up to ten years for union recognition and certification, has presented limits for the promotion of good industrial relations.

18. The state must revise the Industrial Relations Act to recognize domestic workers as workers.
19. The state must revise the current Industrial Relations Act to review the efficacy of the Recognition and Certification Board.

(2) Basic Conditions of Work and Minimum Wages Bill, 2000

The purpose of this proposed legislation is to implement internationally acceptable standards for basic terms and conditions for employees, to repeal and replace the law relating to minimum wages and generally, to make provision for employers and employees to enjoy rights and exercise responsibilities that promote a fair, equitable and just system of employment in Trinidad and Tobago and for matters related thereto. The Bill seeks to address a number of areas for which the trade union movement has expressed concerns over time. NUDE, for example was able to relate that workers in the sales and service sectors, who are primarily women, did not enjoy basic conditions of work consistent with acceptable standards. A significant proportion of the male and female labour force continues to be non-unionized and the proposed legislation will particularly benefit these workers.

A Minimum Wage Act has been in existence since the 1970s. In 1998, the Government enacted a National Minimum Wage which established a minimum wage per hour of TT\$7 or just over US\$1 an hour for all categories of workers regulated under the Act, including domestic workers. This was increased to TT\$8 an hour. In addition, the amendment makes provision for redress to be sought in Industrial Court. Prior to this there was no clearly defined avenue for redress for breach of the provisions of the Act.

The Minimum Wages (Amendment) Act, 2000, removed the necessity of going to the Magistrates' Courts and breaches can now be pursued in the Industrial Court. This has not proved to be a successful remedy to the problems of ensuring payment of a minimum wage. The onus of monitoring falls to the trade unions and apart from NUDE it appears that trade unions have not taken up the challenge. The inadequacy of the present monitoring must be viewed again in the context of the non-unionization of the vast majority of low income workers.

Workers living with and affected by HIV/AIDS are protected under Basic Conditions of Work Bill. *Employers shall not discriminate in hiring, firing and other terms and conditions of work and wages because of HIV/AIDS. An employer shall not require an employee to be screened or tested as evidence that the employee is not infected with the HIV/AIDS virus, in circumstances where this information is not relevant to the type of employment offered to or performed by the employee.* Provisions are made for the confidentiality and protection of the worker and allowances for awareness-raising for the general staff. If practised, this would reduce the stigma and discrimination of workers who are living with HIV and can still lead productive lives.

20. The gender policy advocates the enactment of the Basic Conditions of Work Bill. Most women workers are located at the lower end of the workforce and are non-unionized, and therefore would benefit most from this legislation. The legislation should ensure public display of basic conditions of work and employment conditions in all workplaces.
21. Information on minimum wages and basic conditions of work should be publicized using the print and electronic media.
22. There should be a revision and adequate implementation of prescribed procedures for monitoring the payment of minimum wages. In particular, the policy advocates for research and monitoring mechanisms for the compliance of the minimum wage rate among less organized workforces including domestic workers, sales and service workers and piece rate workers.
23. The Gender Affairs Division should have a proactive role in ensuring that minimum wages are adhered to in all spheres of formal and informal employment and that all workers have defined avenues for complaints.
24. The measures and provisions of the laws pertaining to equal opportunities must be reviewed to remove any lingering traces or potential for gender discriminatory practices as relates to persons, male or female, who are living with HIV/AIDS.

(3) Favourable conditions of employment: The Occupational Safety and Health Act
The Occupational Health and Safety Act, No 1 of 2004 has repealed the Factories Ordinance, 1948 and the Night Work Act Chapter 88:12. The passage of this legislation was welcome. However, the Act has not been proclaimed and therefore is not in force.

The onus is on the leadership of the various trade unions to familiarize their membership with what is contained in this legislation. Night work is covered in a more liberal, non-restrictive sense, in that the employee has to agree to work, and be adequately compensated, and if the night work were to be on a regular basis, it requires the employer to advise the worker in writing as well as to make provisions for any exposure to hazards the worker may face. Gender-based violence remains a reality, and trade unions and employers should be proactive in ensuring that workers, both female and male are eligible for the provision of necessary supports such as transportation to reduce security and other risks they face in this respect.

The Occupational Safety and Health Act of 2004 requires employers to provide certain facilities. Employers, unwilling to incur additional expenditure to provide these facilities, have often used the lack of such facilities as a reason for not employing certain categories of workers. For example, the lack of toilets or changing areas for women and no access for the disabled have been used to keep out such workers. The provisions in this Act are consistent with those endorsed by the Equal Opportunity Act 2000.

The Act also makes specific provision regarding the health of the unborn child. Section 6:6 in particular provides that *'An employer shall after being notified by a female employee that she is pregnant and upon production of a medical certificate to that effect, adapt the working conditions of the female employee to ensure that she is not: a) involved in the use of or exposed to chemicals, substances or anything dangerous to the health of the unborn child or b) subject to working conditions dangerous to the health of the unborn child, and where appropriate, the employer may assign alternative work, where available, to her without prejudice to her right to return to her previous job'*.

25. The policy advocates for consistent public education on the provisions of the Occupational Health and Safety Act, 2004.
26. The Ministry of Labour will monitor the successful implementation of safety provisions in workplaces.
27. The policy advocates the provision of adequate sanitary facilities and changing rooms for both sexes at *all* worksites and for the monitoring of compliance with these provisions.
28. The policy advocates the proclamation of the Occupational Safety and Health Act.

(4) Maternity Protection Legislation for women

The late nineties witnessed the enactment of maternity protection legislation in Trinidad and Tobago. The Maternity Protection Act of 1998 covers all women except female members of parliament, for paid leave, of 13 weeks every two years, with the possibility of an extension of 12 weeks for medical reasons. Collective agreements with individual employers may not provide less than these provisions. The Act also ensures that an employee on maternity leave will be eligible to be considered for promotion which may arise during her period of leave. This law however like many others may not be adequately implemented. Cases of women, especially temporary and casual workers, being fired when pregnant still surface, as well as cases of workers not being paid full benefits especially in small establishments and private homes.

Several shortcomings have nevertheless been identified in the Maternity Protection Act. Many women are precluded from benefiting from the Act by the requirement that work must be for a continuous period of twelve months with a single employer. Limiting an employee to paid maternity leave once in every twenty four months is disadvantageous to some women and is also contrary to CEDAW and to existing ILO Convention (Convention 183 – Maternity Protection Convention). Further, mother-child issues which need to be addressed by this policy are mother-infant bonding, maternal healing, and establishment of breastfeeding facilities and adjustment of the infant to a new environment. When infants are placed in day care very early this often results in frequent illness and loss of work time for the mother. The International Labour Organisation (ILO) 2002 now recommends a minimum of 14 weeks maternity leave for women, with monetary benefits and health coverage upheld by the policy.

29. The maternity protection legislation should be revised to conform with the new ILO Convention on Maternity protection (Convention 183 – Maternity Protection Convention).
30. The policy advocates the removal of the eligibility requirement of continuous employment with a single employer for a period of twelve months.
31. The limitation that paid maternity leave should not be available in two consecutive years should be removed.
32. The policy advocates the establishment of mechanisms for *monitoring* the implementation of all provisions and for the investigation of complaints made to the Ministry of Labour.
33. The policy requires the harmonization of legislation, which may impact on the laws relating to Maternity Leave in Trinidad and Tobago

(5) The Equal Opportunity Act, 2000

This Act is intended to prohibit certain kinds of discrimination, to promote equality of opportunity between persons of different status, to establish an Equal Opportunity

Commission and an Equal Opportunity Tribunal and for matters connected therewith. The Act prohibits discrimination in relation to employment, education, the provision of goods and services and the provision of accommodation on the basis of sex, race, ethnicity, origin, including geographical origin, religion, marital status or disability. Discrimination which amounts to offensive behaviour is also prohibited. Such behaviour extends to acts done in public which offend, insult, humiliate, or intimidate a person or a group of persons and are done specifically because of the person's or group's gender, race, ethnicity, origin or religion with the intention of inciting gender, racial or religious hatred.

Sex as a ground of discrimination is expressly stated to exclude sexual preference or orientation. As such the Act discriminates against the gay and lesbian community and persons with alternative sexualities. The Act is still in abeyance as the Commission, which is required to receive, investigate and conciliate complaints of discrimination has not been established. While there were claims made in the consultations of discriminatory practices, in the absence of the Commission and Tribunal, redress is some way off.

34. The policy advocates the speedy establishment of the Equal Opportunity Commission and Equal Opportunity Tribunal.

35. In keeping with its international legal obligations, the state should facilitate public debate on the promotion and protection of fundamental human rights and freedoms of all persons, irrespective of sexual preference or orientation.

36. The Ministry of Labour and Social Security in conjunction with the Gender Affairs Division will develop and adopt a strategy to routinely monitor and promote equal opportunities. National awareness of provisions of the Equal Opportunity Act and of equal opportunity principles articulated in international conventions such as CEDAW and consensus documents such as the Beijing Platform for Action to which the GORTT is committed will be promoted through public education and sensitization programmes and dissemination of information on human rights and complaints mechanisms.

37. The Ministry of Labour and Social Security in conjunction with the Gender Affairs Division will develop best practice standards for the collation of relevant data for monitoring of equal opportunities in employment practices.

6.1.4 Need for legislation

Equal Pay for Equal Work

Among the general principles promoted by a gender policy is that an employee is entitled to equal pay for work of equal value at his or her place of employment notwithstanding religion, gender, race or ethnicity and disability. Participants at the consultations made several claims that there are differences in pay and treatment of men and women doing the same jobs. In spite of the relative increases in women's labour force participation and in various professions concomitant with their higher levels of educational attainment, in the absence of equal pay legislation, women continue to fall at the lower end of the socio-economic ladder and there continues to exist a significant wage gap between men and women. It must be emphasized that at present according to the official statistics, overall, women still earn as much as 50% less than men.

38. The policy commits the state to enact legislation that makes provision for equal pay for work of equal value.

Legislation on Sexual Harassment in the Workplace

The Basic Conditions of Work Bill defines sexual harassment and establishes a procedure for redress. While this is commendable, there are clear limitations with the remedies which are provided under the proposed legislation. As agreed by Ministers with responsibility for Women/Gender Affairs in the Caribbean at the Fourth Caribbean Ministerial Conference on Women (2004), remedies which criminalize sexual harassment have proved problematic for both victims and perpetrator. The proposed legislation does not make provision for a range of remedies which are appropriate for dealing with sexual harassment.

Participants at many of the regional consultations in Trinidad and Tobago spoke of sexual harassment and its pervasiveness. They related that women were not taken seriously when reports of sexual harassment are made and that workers do not report that they are being harassed for fear of losing their jobs. The policy is cognizant of norms and cultural ideas associated with and specific to observed and acceptable relations between and among the sexes within Trinidad and Tobago. However, sexual harassment should not be excused under the guise of "culture". Sexual harassment is not about sex, but about power. It is an obstacle to the achievement of equality of opportunity and treatment, and is a violation of human and workers' rights. Many who are harassed do not report these incidents, mainly because of fear and intimidation. Young women, persons under precarious employment contracts, migrants, and domestic workers are some of the most vulnerable victims of sexual harassment. Some acts of sexual harassment constitute existing criminal offences. We should not read silence in this area as the absence of this violation.

39. The state is committed to enacting sexual harassment legislation.
40. The policy advocates simultaneous research to inform the legislation on Sexual Harassment at the Workplace.

41. The policy advocates the institution of specialized court procedures for the treatment of sexual harassment which is cognizant of the needs of the privacy required by victims and the accused of this form of discrimination.
42. Workplaces including educational institutions, will be encouraged to institute sexual harassment policies which are specific and consistent with the place and conditions of employment.
43. The Gender Affairs Division in conjunction with the Ministry of Labour will have a proactive role in carrying out public education campaigns on the subject of Sexual Harassment.

6.1.5 Gender differentials and poverty alleviation

The Government of the Republic of Trinidad and Tobago has established poverty reduction as one of its development priorities in Vision 2020. The 1992 Survey of Living Conditions shows that pockets of poverty exist in urban and rural communities. 12% of the population live on US \$1 per day while 39% live on US\$ 2 per day. On the whole 21% live below the national poverty line. Despite universal enrolment in primary and secondary schools and increased life expectancy, a large section of the population does not have access to regular supplies of potable water, adequate housing, tertiary education or quality health care. The social intervention programmes target the most vulnerable groups in the society – single parents, women, the elderly, the unemployed, displaced workers and the youth.

The elderly and youth population account for 13.6% and 28.3% respectively. Data from the 1997 Survey of Living Conditions also suggest that poverty was more predominant among the youth population, with the 5-24 age group accounting for 49.6% of poor persons. 13% of households are poor. This represents 22.3% of the poor. Single-headed households tend to have a higher incidence of poverty and of these, female-headed households are poorer (St Bernard, 1997:111).

Within Social Services Delivery there is a focus on poverty alleviation with a number of programmes mandated to address this objective (e.g. Social Welfare, SHARE, Socially Displaced Persons, Public Assistance). Their primary consideration of women as vulnerable is in their capacity as mothers. Access to Public Assistance is still contingent on a traditional definition of women in society as dependent on a male breadwinner/provider.

The Poverty Reduction Programme (PRP) is funded by a grant from the European Union of TT\$35 million. The programme is operated out of the Social Services Delivery sector under the Office of the Prime Minister. It is intended to support the Government of Trinidad and Tobago in formulating and implementing a National Poverty Reduction Strategy that is more responsive to the needs of the most vulnerable groups of the population.

The Community Development Fund (CDF) works primarily with NGOs and CBOs. In their conceptualization they were mandated to work with organizations within civil society such as SERVOL and state-based community oriented programmes such as SHARE, and the Civilian Conservation Corp. It has worked with 200 communities since its inception in 1997, and aims to ensure that 33% of all assistance approvals address the issue of disability. It also holds women and the youth as the primary target groups.

44. The policy advocates the need for gender to be integrated into the National Poverty Reduction Strategy.
45. The policy advocates proactive measures and interventions which can serve to interrupt the cycle of poverty by targeting causal factors such as nutrition and literacy levels of persons in households in vulnerable circumstances.
46. The policy advocates for the collection and analysis of data related to single headed households, whether male or female, and its impact on poverty levels of such households and the effect on the health and welfare of children.
47. The policy advocates for enhanced measurement procedures, monitoring and evaluation capacity of existing funding initiatives to ensure gender balance in distribution to all vulnerable groups including female and male headed households, youth and the disabled.
48. The policy advocates the evaluation of regional distribution in poverty reduction programmes to all vulnerable groups, bearing in mind that the levels may vary for different regions and for seasonal variations in income and employment.
49. The policy advocates the establishment of Regional Social and Human Development Councils comprising government officers and civil society representation to coordinate the poverty reduction programme in the municipal regions. They will also be responsible for ensuring that there is collaboration and integration in the current approaches to poverty reduction.
50. The policy advocates the promotion of income generation and eventual self-sustaining employment rather than an increasing dependency on welfare by provision of low interest rate loans for women and men in business and special financial services to encourage entrepreneurship in industry, agriculture or commerce.

6.1.6 Gender and Unwaged Economic Activities

Main-stream gender economics has led to a focus on the division of labour between those activities which generate income and are subject to market forces (productive activities) and reproductive activities which relate to unpaid work in the home, (caring of young and elderly), health care, education, housework and subsistence agriculture. As economies grow and diversify, many of these activities tend to be shifted away from the household and into the area of market activities. One excellent example of this is the growth of early childhood care centres in Trinidad and Tobago in the last 10-15 years. This has taken place alongside increased labour force participation and increased migration of women in the 1980's and 1990's. The concern of some economists is that growth rates are likely to be overestimated if household reproductive activities are not accounted for when the production is shifted to the market and vice versa. There are still numerous areas of unwaged productive activities carried out especially by women including unwaged agricultural work as family workers on farms and family businesses.

Trinidad and Tobago was one of the first countries of the world to enact a Counting Unremunerated Work Act in 1996, which required the country's statistical office to conduct surveys of all unremunerated work, including housework and childcare. The act requires the Central Statistical Office (CSO) 'to produce and maintain statistics relative to the counting of unremunerated work and to provide a mechanism for quantifying and recording the monetary value of such work.' The CSO was charged with the conduct of periodic household surveys at least every three years, to calculate the monetary value of unremunerated work in Trinidad and Tobago⁴¹. During the 2000 census the CSO collected information on hours spent doing household reproductive activities and this is quantified by using the minimum wage rate of TT\$8.00 per hour. This represents an important benchmark for this society. It is an acknowledgement of the value of time spent on reproductive private sphere activities which contribute to its domestic production within households.

Population 15 years and over by sex and number of hours spent on unpaid housework and other activities during past week for all municipalities for Trinidad and Tobago

| All Municipalities and Households by activities | Total Hours spent | |
|--|--------------------------|---------------|
| | Male | Female |
| Cleaning of house | 128,750 | 297,094 |
| Washing laundry | 122,868 | 298,639 |
| Meal preparation and related activities | 110,840 | 291,043 |
| Playing and Personal care of children | 50,212 | 115,604 |
| Assisting with homework and transport | 39,602 | 81,459 |
| Care of disabled, sick or aged relatives | 13,441 | 20,333 |
| Gardening and rearing animals | 59,969 | 44,077 |
| Home repair and maintenance | 76,902 | 23,219 |
| Sewing | 10,294 | 32,993 |

⁴¹ Unremunerated work includes volunteer and community work in the formal and informal sectors, work related to the care of elderly, handicapped, children, family business etc.

| | | |
|---|----------|-------------|
| Subtotal | 612, 878 | 1, 204, 461 |
| Participation in sports/cultural activities | 38,810 | 24,499 |
| Participation in social/voluntary work | 19,543 | 23,780 |
| Total hours spent | 671,231 | 1,252,740 |

Source: Central Statistical Office, Trinidad and Tobago released to ECLAC, 2004

The policy recognizes the family as an important institution of socialization representing the smallest unit of affinity and security in the society. It recognizes (and as these preliminary figures drawn from the first CSO recording of this data concede) that social reproduction processes i.e. the care of children, the elderly and all members of the household well and sick, are still predominantly carried out by women, whom as we have seen above, also comprise an increasing proportion of the labour force. Only in the traditional ‘masculine’ areas of gardening and rearing animals, home repair and maintenance and participation in sports/cultural activities do male hours spent exceed that of females. Notwithstanding these conventional differences still observed, the policy recognizes that all these processes are as valuable to society as the business of expanding productive employment. It is in fact women’s and to a lesser extent men’s management of reproductive work that makes productive work possible. For a considerable period of time reproductive activities have been doggedly associated with ‘women’s work’. Contemporary changes in male employment rates, social relationships, household structures, family relationships and individual choices made by both men and women, indicate as the above figures do, that a proportion of unwaged activities in the home, volunteer work, and care for elderly and disabled, are carried out by males and well as females. The policy endorses the development of the family as an institution of equality by advocating that men and women share the responsibilities of care-taking family members and for more equal access and control over material and non-material resources within the family

51. The policy advocates the publication of data derived from the 2000 Census on unremunerated household work.
52. The Agricultural Census now being implemented will include data collection on unremunerated agricultural production, processing and marketing of produce through formal and informal means
53. The state will strengthen the resource capacity of the Central Statistical Office to improve collection and analysis of gender sensitive data about household unwaged activity.
54. The Gender Affairs Division in conjunction with other appropriate ministries and bodies will develop programmes aimed at increasing the value and visibility of housework and other forms of unremunerated work.

55. The policy advocates the support of media, culture and community development in developing mechanisms to encourage increased male participation in housework, childcare and other areas deemed to be 'women's work' and which is normally unremunerated. However, Trinidad and Tobago is not a party to ILO Convention on Shared Family Responsibilities.
56. The policy advocates research to develop support mechanisms for women and men engaged in unwaged housework.
57. The policy advocates increased opportunities for continuing education for housewives at various stages of their lives to facilitate lifelong learning and opportunities for part-time, short and long-term income earning possibilities.
58. The Gender Affairs Division will develop projects for the training of women homemakers who have problems finding employment due to their lack of work experience and educational qualifications.

6.1.7 Fostering employment and economic development in the Agricultural sector

Trinidad and Tobago is approximately 45% forested with a very rich biodiversity. Planning for the country's Agricultural Development is therefore inseparably linked to managing the island's natural resources. Any effort to increase the productive capacity of the Agricultural sector must ensure the sustainability of the country's rich forest and wetland resources. Yet the country is a net food importer and has been this way since achieving its Independence from Britain in the 1960's.

The Government of the Republic of Trinidad and Tobago developed a new plan for the Agricultural sector for period 1999-2005. It brings into perspective the current state of Agricultural Development and the expectations of a fledgling sector juxtaposed to continued growth in Manufacturing, Petroleum and Natural Gas. There is also a specific goal to have a relationship with the Tobago House of Assembly, which has assumed much more autonomy in running the day-to-day affairs of the island.

The plan admits to the need for more challenging objectives to deal with both the Domestic and Export sectors and recognizes a specific need to revisit investment in Youth in Agriculture. Other areas of priority are Rural Development, Praedial Larceny, Incentives, Conservation of Biological Diversity, Cooperatives, Science, Technology and Information and Gender. The commitment to gender is explicitly stated in the plan for agriculture as follows: "*The MFPMR (Ministry of Food Production and Marine Resources) will seek to promote Gender Equity in the formulation and implementation of all its policies, programmes and projects.*"

Gender analysis is critical to Agricultural Research, Agricultural Development and Natural Resource Management. Decisions about how to guide Agricultural Development must be continually informed by the sexual divisions of labour and a modification of

behaviours and practices of land use, land development for housing and environmental protection. Indeed in the modifying of behaviours much contestation exists between men and women. In this context men tend to crave exclusive ownership of it. They are the hunters, fisher folk and the invaders of forest reserve territory (Dolly, 2004). Yet historically, the Agricultural sector has been one of the largest employers of persons, especially women in this society. While the employment of women in agriculture has declined over the last five decades, women agriculturists continue to be invisible and undercounted in labour and agricultural statistics. The ongoing agricultural census presents a timely opportunity to correct this.

Female farm holders account for approximately 25% of all farms, with a greater number of farms being owned by women in Tobago than in Trinidad. Discussions with successful women farmers in the Aranguez and Caura Valley reveal the nature of single headed female households. They are still mainly responsible for reproductive caring in the household and in the community. They generally become involved at an early age after leaving school. Some take over family operations having been the only one able to do so in the absence of males in the household.

The consultations in Mayaro, St. David and Tobago and the National consultation report overall prejudices against women's participation as Agriculture is not generally seen as a women's occupation. In Mayaro it was reported that women's roles for Agriculture are fixed, so there is minimal alternative 'out of season' employment opportunities in the sector for women. They do not become involved in Fishing although they can significantly contribute. With the recent restructure of the sugar and sugar manufacturing industry, specific effort will be required to support ex-workers who are female whether or not they are exclusive family breadwinners.

59. The state must make a public commitment to the development of the agricultural sector. This commitment must be realized in the emphasis it places on improving facilities to rural agricultural and fishing communities. The policy recognizes that commitment to this can also be seen as a mechanism for poverty reduction, and the reduction of urban/rural disparities.
60. The policy urges immediate research and analyses with a view to planning for employment possibilities for women and men in the non-oil sectors of the economy, particularly those of agriculture and fisheries, and horticulture.
61. There will be a redefinition of the term 'farmer' as gender-neutral in all policy documents, data collection instruments (including the Agricultural and National Censuses), legislation, etc. in such a way as to incorporate women who may not, for example, be land owners.
62. The policy advocates research on all forms of credit available for agricultural development, paying attention to the gender differences in

- access to and repayment of credit. Criteria for selecting beneficiaries of land purchase and credit schemes must take the disadvantaged position of women in agriculture into consideration.
63. The regional consultations revealed that banking facilities are required in the rural communities of Toco/St. David and Cedros. The policy advocates the generation of banking facilities in these and other rural communities where such a need exists.
 64. The policy advocates the strengthening of agricultural, horticultural and fisheries education in rural communities through increased gender-sensitive agricultural training at all levels of schooling and the strengthening of gender studies in the curriculum and training programmes for Agricultural Extension Officers, ECIAF, COSTATT and UWI to facilitate this process.
 65. The policy advocates the conduct of research on gender and the agricultural sector including employment trends, land ownership, earnings, payment and wages, access to credit, investment, and other related variables.
 66. The policy advocates an immediate increase in environmental sensitivity among male and female agricultural workers and farmers at all levels to facilitate the harmonious and sustainable use of the country's limited natural resources.
 67. The policy advocates media and other public programmes which promote informed public discussions about Agricultural and Environmental Issues and the concerns on the utilization, exploitation and preservation of natural resources in islands of Trinidad and Tobago.

6.2 Social and Community Development

6.2.1 Domestic and Family Life

The family has never maintained a static composition or definition and is constantly adapting to the changing occupational and economic demands on both women and men as well as shifting notions of culture and gender roles. A gender perspective on the domestic and family life is non-judgmental, supportive of all forms and advocates for social welfare policy, law and social security systems which are organized to respond to the varied needs of different family forms and the domestic lifestyles to which they give rise.

A gender policy recognizes that the production of a disciplined, psychological and emotionally balanced workforce is largely produced through the home and through a relatively harmonious domestic environment. Changes in economic production and the

gender division of labour in the public sphere continue to impact on the organization of domestic and family life. The increased life and work options available to women outside of the home and in the education system, has required a shift in ideas of what constitutes gender roles within the family. The policy seeks to establish the best conditions under which both sexes may enjoy social and familial life. This policy advocates programmes for both men and women which will strengthen parenting skills where they now exist, and enable young parents especially to gain skills in effective parenting.

The policy recognizes the need to transform the internal dynamics of families to be more equitable, for example recognizing women *and* men as potential leaders or joint leaders in households and challenging the received male head of household concept. It advocates the full participation by both sexes in housework and child-care, for the location of men and boys as part of family networks and structures, and for the development of non-violent modes of conflict resolution and discipline in families and households. The policy denounces all forms of violence in the family and views its manifestation as an integral part of violence within the wider community.

This policy advocates stronger emphasis to be placed on the problem of incest by raising public awareness of the issue. In addition, this policy deems it mandatory for all relevant agencies and individuals dealing with domestic abuse and related matters to receive sensitivity training with a gender perspective.

Prevention and protection in situations of Domestic Violence

Domestic Violence has been receiving international consideration. Contrary to popular sentiments, men are also concerned about the status of this form of violence. The figures from various hotlines indicate however that 86-90% calls are from females. Throughout the decade of the 90s, domestic violence was a subject of intense focus for both the state and NGOs. The need for qualitative research on the issues informing the statistics on domestic violence, including incest, will assist with programmatic direction for dealing with the issue, for domestic violence may not manifest itself in a way that allows programmes to be imported to alleviate the problems in Trinidad and Tobago.

In 1991, domestic violence legislation was enacted. Although this constituted a major advance in terms of providing a more appropriate remedy in the magistrate's court, the legislature nonetheless resisted the call to criminalize marital rape despite the fact that rape may be a feature of domestic violence. The 1991 Act was repealed and replaced by the Domestic Violence Act, 1999, and again, the call was not supported during the passage of the legislation. Marital Rape is, however, now criminalized under the Sexual Offences (Amendment) Act 2000.

While it is clear that the legislation has empowered many women to break the silence by seeking redress in the courts under the legislation, the existence of legislation does not appear to have resulted in a reduction in the incidence and prevalence of this form of violence. A study of the incidence of Domestic Violence in Trinidad and Tobago from 1991 to 1993 carried out by Merri Creque reveal that during that period a total of 8297

applications were made. Of these, 3258 were granted. Statistics compiled by the Court Administration reveal that the number of applications made during the law terms 1998-1999, 1999-2000, and 2000-2001 rose to 5042, 6554, and 8852 respectively. St George West had the highest number of applications for that period while the districts of Mayaro, Rio Claro and Point Fortin had the fewest number of applications. Participants at the consultations in Mayaro and Point Fortin identified domestic violence as a serious problem in their communities. The policy recognizes that men are generally perceived as perpetrators of domestic violence rather than as victims, and acknowledges the need for a shift in ideas to incorporate men, including young men, at risk.

Shelters and Crisis Centres have been established and run in Trinidad with great difficulty and with minimum financial assistance from the state – unlike Canada for instance. The efficient and efficacious running of shelters requires a commitment to financial support of the NGOs for their day-to-day functioning. An additional commitment is required for housing which frees the violated spouse or partner from economic dependency on the perpetrator. One such possibility might be that of engaging the Ministry of Housing in a constructive collaboration in this regard.

The gender policy as it relates to prevention of and treatment of those who experience and perpetrate acts of domestic violence advocates:

68. The review of the Domestic Violence Act and the establishment of appropriate structures to support the Act e.g. gender sensitive peer and professional counsellors and support groups for men and women victims/survivors and perpetrators.
69. The review and strengthening of the Domestic Violence Unit of the Gender Affairs Division, including its capacity to collect and analyze data on use of the Domestic Violence Hotline to facilitate research and policy.
70. Support for the Domestic Violence Unit of the Gender Affairs Division to work with men and boys on issues of domestic violence in particular and gender-based violence in general sensitization.
71. Ensure gender sensitization training including Domestic Violence Issues for all the staff of the new Family Court.
72. Improved protection for women and men threatened with Domestic Violence, including the enforcement of restraining orders under Domestic Violence Act.
73. The development of guidelines for the effective functioning of Shelters for persons in Trinidad and Tobago based on research on best practices of the experience of, procedures, policies and approaches,

- utilization, support systems provided, funding and qualification of staff.
74. The commitment of the state and other agencies to the financial and other relevant support of institutions which provide services to victims of domestic violence and their children.
 75. Finalization and institutionalization of a centralized system for data collection on domestic violence.

Domestic Violence and Reporting, Judiciary and Courtroom procedures

The reasons which may prevent women from pursuing their applications for matters which require interventions by the judiciary and court (thereby resulting in dismissal) include reconciliation, lack of money for transportation, lack of childcare arrangements and inflexible working hours and this may be particularly acute in the low-paid sector. Fear of the abuser may also be a factor. Court delays may exacerbate many of these factors. Domestic violence applications are still heard in the ordinary magistrates' courts, albeit *in camera*. Nevertheless the system of shouting out the names of the applicant and the defendant when the matter is called by the magistrate as is the case for criminal matters persists. *There is no provision for the hearing of applications* for protection orders in the pilot family court. The rationale for this remains unclear. Other Caribbean jurisdictions which have established family courts have reported that the family court environment is more conducive to hearing of such applications.

Mindie Lazarus-Black (2002) additionally found that magistrates, lawyers and the police create an environment in which individuals (applicants) cannot speak freely because the listeners hold physical, social, psychological or economic power over them. Frequently, judicial and police attitudes as well as the attitudes of lawyers and court clerks can be either intimidating or dismissive and have the effect of "delegalizing" a complaint or humiliating the applicant. Participants at the community consultations held in San Fernando and Tobago identified police attitudes as one factor which acts as a deterrent to making complaints. In Tobago a case was described in which the police had encouraged an abuser to inflict further violence on the victim because she dared to report the abuser.

While the police have been generally more sensitized to dealing with domestic violence as a result of increased training, police training is still not conducted in an ongoing or systematic basis. Gender modules are being incorporated into the training programmes but the impact of this on police attitudes is not known.

76. The policy advocates a comprehensive system of monitoring of the implementation of the legislation and of those who are attempting to use it and who may be falling through the cracks of the judicial system.

77. The policy advocates research on outcomes of applications for protection orders under the Domestic Violence legislation. If women feel sufficiently empowered to make a court application in the face of violence or threats of violence, then adequate targeting and support that can be provided can only come from adequate monitoring.
78. The policy promotes the establishment of a Victims/Women's Advocacy programme which helps women and victims of domestic and sexual abuse including those of incest and child abuse through the judiciary process, especially in terms of process and preparation for the legal process.
79. The policy advocates the incorporation of Gender Studies in the formal training of police officers.

Paternity leave and the promotion of Men as Parents

There has been a distinctive shift in the perception of male roles in parenting over the last decade and an emphasis on the role which men play in the child rearing process. The policy anticipates that the provision of paternity leave along with maternity leave will increase the value of unpaid reproductive labour (family labour) and men's role in it, and will complement the mother-child benefits of maternity leave with father-child care and bonding in the earliest stages of child development.

Already in some collective agreements, provisions have been made for 2-4 days paternity leave for fathers on the birth of a child. A male employee of the Regional Health authority is eligible for paternity leave of four working days at or about the time of delivery, on each occasion that his spouse gives birth. The term 'spouse' used above includes a common-law relationship and the employee shall be required to furnish a medical certificate from a registered medical practitioner stating his spouse's expected date of delivery. The male employee is required however to register with the Regional Health Authority the name of his common-law spouse. The gender policy applauds such initiatives by the Regional Health Authority and other firms and institutions which have taken such initiatives and makes a case for mandatory legislation which will support and promote the participation of males in nurturing roles in the family. The gender policy advocates:

80. Review of the practice of paternity leave in local and foreign jurisdictions to prepare draft legislation for discussion and consideration. This should include the minimum ILO recommended leave with benefits. Paternity leave should also be provided with safeguards to prevent misuse and abuse.
81. Creation of measures to increase men's participation in the pre-natal and birthing processes.

82. Provision of support mechanisms for men who wish to be full-time home makers.
83. Increased awareness of these new understandings of fatherhood among relevant sectors of workers e.g. family court, social service delivery, school social workers, teachers, etc.
84. Strengthening the male support programme of the Gender Affairs Division to include programmes on new approaches to fatherhood in communities and workplaces.

Child and Spousal Maintenance Payments

Many women are dependent on the receipt of child and spousal maintenance. The problem of maintenance payments is not only one experienced by lower income women. Complaints are also made by women in the middle class where there are perhaps higher expectations and costs related to childcare, education, food, shelter and clothing. The situation for lower income women may be graver as lack of payments may mean higher levels of family poverty, or boys and girls leaving school to seek work, or even the dependency on women on their girls seeking older men for financial support. Maintenance payments usually end at 18 years of age unless a special application to extend it is made.

The vast majority of applications for maintenance are made to the Magistrates' Courts and primarily by women, usually women in the lower income groups. During the law term August 1999-July 2000, some 11, 400 applications under the Status of Children Act and the Family Law (Guardianship of Minors, Domicile and Maintenance) Act were filed in the Magistrates' Courts. The issue of maintenance for children is a larger one related to the poverty of women, poverty which is often made worse when lower income women are left with the sole care and support of their children, the gendered expectation that women will assume the sole burden of childcare, the lack of suitable and affordable childcare to allow such women to pursue meaningful employment, and the lack of adequate state support.

Applications for maintenance are heard in open court, and the process is deeply humiliating to many women. This situation has been well documented but has nevertheless remained unchanged over several decades. It may be noted that the failure of fathers to pay maintenance which was awarded by a Magistrate's Court may result in a term of imprisonment. Prison statistics reveal that 300-400 men are incarcerated each year for failure to pay maintenance. They are incarcerated under appalling conditions of overcrowding, exposure to abuse and possibly HIV/AIDS, and generally inhumane conditions. The stigmatization that attaches to imprisonment may itself be a catalyst for criminal activity. Failure of fathers to pay maintenance which was awarded in the High Court do not attract such penalties. The Attachment of Earnings Act is relevant here as the money can be deducted at source from men who have maintenance orders, but the problem obtains to those men who are self-employed or unemployed. The maintenance

of children is an important gender equality issue. Neither the legislation nor the way it is implemented or administered addresses the issue in a meaningful way.

85. The policy advocates urgent reform of the law including and especially that of the Attachment of Earnings Act.
86. The policy promotes new and creative remedies (such as sharing in childcare or picking up children after school to give to women employment options) and a review of the process of determining the quantum of maintenance payments.
87. The policy recommends that the new Family Court be used to immediately begin to change court procedures and thus encourage men and women to deal more transparently with the problems encountered in meeting obligations.
88. The policy urges, in the context of the establishment of the new Family Court, the use of mediation systems in negotiating maintenance payments and other childcare arrangements.
89. The policy will incorporate the insurance that the child should be maintained financially until 21 years old, with recourse to immediately dealing with recalcitrant fathers.
90. The policy recognizes the question of paternity is a recurrent complaint in maintenance claims, and advocates for the introduction of improved technologies and mechanisms for determining paternity and the admissibility of such tests as courtroom evidence for maintenance claims.

Parent Support Programmes

The role of parenting is further challenged at present for many reasons, among these the limitations of working parents, exposure of children to adult viewing television shows, and the diminishing role of community, education and society in discipline of the young. In order to stimulate parenting by both parents and particularly youthful teenage mothers the policy advocates that the Gender Affairs Department in collaboration with the Ministry of Education, Ministry of Social Development, Parent Teacher's Associations and other relevant bodies facilitate the following:

91. Increased support to parents of both sexes in new ways of child rearing, gender aware upbringing, non-violent ways of discipline, child development.
92. Review and strengthening of existing parenting support programmes, review to include gender sensitivity.

93. Develop guidelines and policies on Early Childhood Centres to include training in gender socialization.
94. Develop guidelines for registration and criteria for monitoring of Early Childhood Centres.

6.2.2 Gender and Youth

The draft youth policy of Trinidad and Tobago defines youth as a person between the ages of 12 and 25 years. Notwithstanding the definition of youth, the policy treats with issues concerning young persons from age 12 to 30 years. The tendency in treating with youth populations has been to focus on young men and young delinquent men rather than to acknowledge the needs of the larger body of male and female youth who require incentive programmes, co-curricular activities, sports facilities, career guidance, and peer support and recognition. Many youth programmes tend to focus on young men, e.g. in sports and re-training programmes. Those focused on girls tend to be very sex-stereotyped. There are few sports programmes and sports facilities for young girls in urban and rural communities.

Young people who graduate from vocational, secondary or tertiary education have difficulty finding jobs as employers insist on experience as a requirement for the job. In almost every consultation participants spoke of the difficulties of discrimination and the fact that certain prospective workers, especially the young, were disadvantaged because of the lack of experience. It is unreasonable for employers to expect young people to have a degree of experience having just left school. There is need for arriving at a mechanism whereby qualified persons without experience can have access to work or on-the-job training.

The Ministry of Sport and Youth Affairs is the government agency entrusted with the responsibility for the development of sporting programme nationally and assisting mature athletes and the nation's youth in attaining the Government's development goals by the year 2020. The Ministry's thrust is the implementation of a series of programmes and initiatives aimed at providing opportunities for optimal human development through sporting initiatives and the holistic development of youth. The mission of the Division of Youth Affairs is "to develop and effectively coordinate support systems and mechanisms to empower young people to become innovative and fully productive citizens, understanding global challenges and contributing meaningfully to national development". Despite its attempts to plan for youth in Trinidad and Tobago, there is some concern that this Ministry's programmes do not adequately address issues of gender, particular those in relation to young women since youth is seen to be a homogenous category. In sports, for example, male dominated programmes are seemingly better funded and supported, since they are seen as a strategy for alleviating juvenile delinquency among young men in communities.

The gender policy acknowledges that youth constitutes an age in which both young boys and girls require special focus, particularly those who are orphans or homeless and do not

have the benefit of in-house role models or authority figures to guide their actions and belief system about gender relations, their attitudes to each other and to their work and future responsible roles in society. They are also at a stage where they are heavily influenced by media portrayals and peer group influences.

95. The gender policy advocates gender sensitivity training for youth workers, for the streamlining and gender sensitization of youth-oriented continuing education and skills training programmes to counteract gender bias in curricula and course content.
96. The gender policy advocates an increase in internship and apprenticeship programmes such as the YMCA - Youth and Community Outreach Programme.
97. The gender policy recommends the strengthening of outreach to Youth at Risk through early identification and social intervention prior to teen years.
98. Construct sports facilities for young women in rural and urban communities.

6.2.3 Other Gender Based Violence

Rape and other Sexual Offences

Although the Sexual Offences Act, 1986, sought to criminalize marital rape, this provision was severely curtailed in the actual legislation and an offence of sexual assault was substituted. In 2000, marital rape was criminalized under the Sexual Offences (Amendment) Act. Like the domestic violence legislation, the implementation of this Act has not been monitored. The existence of the legislation does not appear to have had any significant impact on the incidence of this form of violence and police statistics reveal a rising incidence. Nevertheless the true extent is not known as there is a high level of under-reporting associated with rape and other sexual offences. Disaggregated data are not available by sex to also demonstrate the extent to which rape or the threat of rape is a problem which affects the female population who may be admittedly more at risk, but the acknowledgment that males are equally targeted in this respect.

Unlike Jamaica, there are no specialized rape units at police stations for the purposes of taking statements or providing counselling with respect to rape and other sexual offences. This may act as deterrent to reporting such offences. The disbanded Juvenile Bureau and Counseling Unit within the police service performed such functions while it existed.

Court practice and procedures often exacerbate a complainant's trauma in rape cases. The sexual offences legislation sought to lessen this trauma by making provision for *in camera* or closed court hearings. Notably also, the rule requiring the victim to provide evidence of a 'fresh' or recent complaint was abolished. Before the abolition of the rule, the absence of a fresh complaint was used to buttress the implication that the complaint

had been fabricated. The 1986 Act also made inadmissible evidence of sexual relations of the complainant with persons other than the accused except if the court considered, upon application of the accused, that such evidence is necessary for the fair trial of the accused. What has been retained, however, is the rule requiring corroboration. Under this rule the judge is required to warn the jury of the danger of convicting in the absence of corroboration. The evidence must be corroborated in some way, which usually means an eyewitness or evidence of resistance such as scratches or bruises or screaming to alert attention. Not only is the rule biased but it also reveals the irony of seeking justice in a patriarchal judicial system for a crime spawned by that very ideology. It is not surprising therefore that securing convictions for rape offences is notoriously difficult. The fear of rape and the social stigma and consequences to those who experience rape remain one of the most persistent problems of gender violence in the society. The gender policy advocates for the following:

99. To review and evaluate the working of the Sexual Offences Act 2000.

100. Rape and Sexual Offences in same-sex unions must be brought within the ambit of the Act.

101. Public Education to improve critical understanding of forced sexual intercourse and rape.

102. Specialized officers at police stations for the purposes of taking statements and a Rape Unit such as exists within the Jamaican police service. This should work closely with the community-policing unit.

103. Strengthening of institutions such as the Rape Crisis Centre, which provides education programmes as well as counselling with respect to rape and other sexual offences.

Incest/Child abuse

Like rape, incest and other forms of child sexual abuse are notoriously under-reported. It is established that the majority of child sexual abuse cases never make it to the courts and that most cases are not even reported to the police. The reported cases of incest for the years 1993-1996 were 18, 17, 6 and 1 respectively. In 1998 there were 82 reported cases. Participants at the community consultations in Mayaro and Point Fortin identified incest as a serious problem in their communities. Participants in Mayaro revealed that some men in the community felt they were entitled to have sexual intercourse with their daughters. An interview with the manager of the Belmont Orphanage revealed that 50-60% of the residents at the orphanage were victims of incest and the vast majority came from poor homes. Participants at the community consultation in San Fernando felt that not enough was being done for victims of incest.

Incest and other forms of child sexual abuse are dealt with under the sexual offences legislation. In addition, the Children's Act is the major piece of legislation providing protection for victims. Nevertheless, the inability of the legal and social services to respond effectively to the incidence of child abuse/incest has been well documented. Notwithstanding the government's commitments under CEDAW and the Convention on the Rights of the Child to protect the rights of the girl child as well as children in general, the fragmentation of services and the lack of cohesion among the very many agencies dealing with child abuse are major contributing factors. The Children's Authority Act passed in 2000 but not yet proclaimed was intended to act as a central authority for child abuse cases, an accomplishment in some Caribbean countries. Lack of human resources in key state agencies dealing with issues of child abuse such as the Family Services Division and the Probation Department is a further contributing factor.

104. The policy advocates serious research on the practice and meaning of incest in Trinidad *and* Tobago for the purposes of defining clear intervention strategies and policies.
105. The policy advocates the improvement of data collection on incest and child abuse.
106. The policy calls for the immediate implementation of the Children's Authority Act and items awaiting proclamation in the package of children's legislation.
107. There will be an incorporation of issues of incest and child abuse into HFLE programmes in primary and secondary schools, with training of selected teachers in each school to deal with cases of incest and child abuse and the strengthening of child support services especially in relation to school social workers.
108. The policy advocates the establishment of temporary safe houses for children who are victims of abuse separate from the existing children's homes and schools for young offenders.
109. The policy advocates gender training and sensitization of officers who work in areas which deal with childhood counselling.

6.2.4 Care of the Aging Population

The experience of growing old is different for men and women in our society in many ways. There is a distinct double standard in growing older because physical signs of aging have more severe consequences for women than for men. Media images celebrate youth and sexuality in younger women so that older women become virtually invisible in society other than as caregivers. The family care-giving role taken on many women often has the consequence of removing them from the paid labour force so that they are

dependent on incomes of others particularly if they have low accumulated pension benefits.

The female expectation of life in Trinidad was 76.4 in 2000. Thus women are much more likely than men to live alone in old age. Widowhood generally means a drop in income (Rouse, 2004).

The burden on other women who are generally employed and who perform the role of caregiver is also crucial to consider in the context of Trinidad and Tobago where more and more women are employed in the full time labour force. Coupled with general declining fertility rates in the society, this indicates that increasingly larger numbers of elderly people will be cared for by fewer offspring and adult children who will in turn bear the costs for aged parents, with fewer siblings to assist them. Women's increased participation in the labour force and their improvement in education at various levels is likely to alter the time available for kin-keeping and is producing value dissimilarities between generations. Unprecedented geographical mobility has caused children to migrate, and physical proximity is a major factor in determining the frequency of contact with kin. The massive decline in intergenerational co-residence has produced a large number of elderly people (especially widows) living alone.

The Division of Ageing, Ministry of Social Development, serves as the coordinating agency for implementing the Policy on Ageing by collaboration with relevant agencies. It is required to:

- Collaborate on an ongoing basis with relevant agencies, individuals and organizations.
- Integrate the issues associated with ageing into national development plan.
- Promote public awareness on issues pertaining to older persons and ageing.
- Ensure that national data include information which is age specific.

The general goal of the National Policy on Ageing is to promote the well-being of older persons in sustainable fashion and provide older persons with the opportunity to be socially integrated into the mainstream of society. The policy therefore addresses pertinent issues, such as social security, income security; participation; social inclusion; standards for care facilities; health services; housing; education and training a; support networks and legislation. The gender policy supports the initiatives of the Division of Aging and advocates the following:

110. The Homes for Older Persons Act, still being developed, needs to be passed.
111. More research is needed to clarify how the multiple disadvantages of aging, gender and minority status affect men and women.

112. Establishment of comfortable and affordable private sector retirement communities.
113. Workshops and other support activities for the aged population of men and women.
114. Support for care-givers of the aged.

6.3 Masculinity and Manhood

While men are in general the privileged sex in society, this does not mean that masculinity is not burdened by the problems of gender stereotyping, i.e., persistent ideologies that men are the main perpetrators of violence - a label attached to all men; that men comprise the criminal element in society; and that men must be the main breadwinners and do not have the potential to make good nurturers or caregivers. In addition, the increasing numbers of women counted in the labour force, the income earning potential of women in households, and dispersed acts of crime and violence which have put both male and female population at risk, have challenged the socially and culturally defined roles of men as the breadwinners and protectors of women and children in the family. As will be developed further under the section dealing with Education in this policy, males are now also underrepresented in relation to females at university level education, resulting in another shift in ideas pertaining to masculine roles, further challenging preconceived ideas about the fixity of gender roles and gender relations in society.

Statistics of remand convicted persons in prison from January 1, 2002 to May 31, 2002 show that of the 4449 listed as prisoners and convicts, 98% were males and 2% females. Almost all of the inmates, 97% belonged to the lower socio-economic category (Deosaran and Ramdhanie, 2003). These statistics, coupled with recurrent reports from the various community consultations and themes disseminated in the prevailing literature on masculinity, indicate that a gender policy must pay strong attention to the fact that men are engaged in other kinds of employment that are risk taking to themselves first and foremost but ultimately also to their families and to the security of the population as a whole.

The above correlation between gender, criminality and socio-economic status reinforces the idea that while masculinity may be an ideologically more privileged space in society, there are real differences of access and power between and among men, differences based on age, ethnicity, class and income, and by individual psychological characteristics. The burdensome aspects of what has been referred to as the 'tight pants of hegemonic masculinity' also impacts on the different choices which young and older men may wish to make in terms of their lifestyle and choices in public occupations as against private nurturing roles in family. The stereotypes of masculinity as strong and aggressive predisposes choice among younger men and among all men, even in the face of illness, and militates against male health seeking behaviours which impact on the diseases related to male reproductive health.

Migration, especially to the United States and to a lesser extent Canada, in the former case often illegally has emerged as one solution, especially for women. Targeted migration of teachers and nurses by the United States and the United Kingdom has had specific implications for women and their families. As legal or illegal immigrants, many women leave children behind sometimes for up to seven years, with relatives or friends resulting in a range of negative social and psychological implications. This suggests a strong link between the status of young males and that of their mothers. This has serious implications for youth delinquency and poor educational performance, and may be a serious contributor to young male criminality (World Bank, 1995:11).

A National Gender Policy can therefore serve as both ‘corrective’ and ‘rehabilitative’ to redress a number of issues such as making it possible for men in Trinidad and Tobago to secure paternity leave thereby enhancing the nurturing aspects of male parenting, and addressing existing health care policy that disallows fathers from entering the birthing room of public health care facilities. If a society aims to empower both sexes to allow freedoms of expression of gender roles and sexual identities, then it must be prepared to incorporate mental shifts which appear antithetical to proscribed rules of religion and culture, recognizing that such rules have themselves been culturally and socially constructed and may also undergo redefinition, and that these same rules have had to be adjusted to changes in social consciousness and social demands on each sex over time.

This section of the policy emphasizes selected issues to highlight its recognition and support for strengthening positive notions of men and masculinity, understanding that other policy related impacts on masculinity are integrated into all sections of the document.

115. The gender policy advocates the strengthening of the Male Support Programme of the Gender Affairs Division including and especially programmes which support parenting training and a recasting of men’s roles in society to allow for more choices in the definitions of masculinity.
116. The gender policy recommends an increase in the number of males trained in gender studies and a specific targeting of men for training as social workers, with training in gender studies. Incentives of scholarships will be provided to promote interest among men in this area.
117. The gender policy advocates strongly for comparative in-depth research drawing on the existing data sets but producing new frameworks for research to generate a comprehensive study on the comparative situation of women and men in Trinidad and Tobago in all spheres of life.

118. There is the need for the development of a policy on small arms and their availability, distribution and use. (See policy 165)
119. The gender policy advocates for the immediate implementation of the Task Force Report on prison reform especially with regards to implementation of restorative justice mechanisms.

6.4 Education and Human Resource Development

The aim of education is to develop the full potential of all individuals in a society, regardless of differences due to sex, ethnicity, class, creed, disability or geographical dispersion. The population of a society is at any point of its history and development, its most valuable resource. A goal of the Education sector is to ensure widespread ownership of and involvement in the education process. The capacity of a society today to compete globally for skills and to devise innovative ways to meet challenges of a rapidly changing technological environment is dependent on how it trains and informs its population, both young and old. The gender policy views education as leading out the potential of an individual not only during childhood to early adulthood but as a continuous process over an individual's lifetime.

The Ministry of Education is charged with the delivery of quality education to citizens (Ministry of Education 2003). As a result of this mandate the Ministry manages a school system which consists of 615 schools; 482 primary schools and 133 public secondary schools and two Teachers' Colleges. It also has the responsibility for managing 14,000 teachers including Principals, Vice-principals and Heads of Departments and Deans. It also employs some 3,000 civil servants employed at the head office as well as in district offices and schools.

Prior to December 2001 the responsibility for tertiary education fell under the Ministry of Human Development, Youth and Culture. The Ministry of Science, Technology and Tertiary Education was established in December 2001 and its principal responsibilities include the provision of Tertiary education, Distance Learning, a National Accreditation System, a National Apprenticeship System/On-the-Job Training, a National Skills Development programme, a Dollar for Dollar Education credit plan (now changed to GATE), Technical/Vocational training and retraining, and Science and Technology Policy Formulation and programme implementation.

The Ministry is organized into five divisions or units with three special units. The agencies which fall under the purview of the Ministry are The University of the West Indies (UWI), the National Institute of Higher Education, Research, Science and Technology (NIHERST), the College of Science, Technology and Applied Arts of Trinidad and Tobago (COSTAATT), the National Energy Skills Centre/Trinidad and Tobago Institute of Technology (NESC/TTIT), the National training Agency (NTA), the

Institute of Business (IOB), the Youth Training and Employment Partnership Programme (YTEPP), the Board of Industrial Training (BIT), and the Metal Industries Company (MIC). This list does not include The Ministry of Health programmes leading to tertiary awards nor the Teachers' Colleges which are controlled by the Ministry of Education. It also does not include other tertiary level education and training programmes offered by other Ministries such as those at the Cipriani Labour College offered through the Ministry of Labour, which are not recognized as being tertiary level programmes for the purposes of certification or promotion. Forms of continuing education provided or supported by the Ministry include Adult Education programmes and Youth oriented programmes such as YTEPP and HYPE. In addition there are plans to introduce a University of Trinidad and Tobago. The gender policy applauds the attempts at development and transformation of this sector in terms of construction of new schools, training, curriculum reform, institutional strengthening and early childhood education. Expenditure on education, therefore, focused on school construction, teacher training and student support services without a specific gender focus. There are persistent areas of gender inequity and gender invisibility in planning which needs to be addressed. Among these is the lack of research in this society which addresses the differences in male and female brains and male and female learning capacities at different ages and thus the way in which classrooms, teaching methods, and curricula may adjust to dealing with primary differences observed between male and female students (Mohammed, 2004)⁴².

Gender may be subsumed under the general objective of educational opportunity for all but nowhere is a policy spelt out to ensure that both males and females have equal access to the opportunities offered in any of the institutions or programmes listed above, nor are there measures installed for monitoring that equal opportunity by gender, ethnicity or class is ensured. For example, the underperformance of boys and men particularly at tertiary levels of education was not a problem that arose overnight, but appears to have crept up as a phenomenon, when monitoring for inequities may have revealed the reasons far before it emerged as a societal problem. The gender policy is committed to redressing all imbalances that impact on the development of human resource potential and the attendant social relations, which result from imbalances.

Gender is viewed as one of the important issues, which the plan for educational development must incorporate. The school is an important agent of socialization. Together with the family it shapes the kinds of relations which young boys and girls have with each other and it influences their career paths. A recognition of this requires changes in curriculum content to infuse gender sensitive materials taught by gender-sensitized teachers. The gender policy advocates for close monitoring and instruments for attaining gender equity in educational access and opportunity as fundamental to the process of transformation and strengthening of the educational levels and of gender relations in the society. The gender policy stresses the centrality of education as formal and informal sites of gender socialization.

⁴² Patricia Mohammed "The Deconstruction of Master Narratives: Gender and Critical Caribbean Thinking" paper presented to Critical Thinking in Teaching and Learning Conference, UWI, St. Augustine, January, 2004.

120. The gender policy supports the indication in the Draft National Policy paper on the proposed collaboration of the Ministry of Science, Technology and Tertiary Education with the Ministry of Community Development, Culture Gender Affairs in policy formulation and planning to set up a National Centre for the Advancement of Women and Families.
121. The gender policy supports the need for policies in education to be supported by rigorous research and thus calls for the strengthening of research institutions qualified to carry out this specialized research, including those of the School of Education and the Centre for Gender and Development Studies, University of the West Indies.
122. The gender policy advocates the need for ongoing research efforts on gender differentials in education in Trinidad *and* Tobago.
123. The gender policy advocates a review of all curriculum materials with a view to eliminating gender bias and establishing content which contributes to the realization of gender equity.

6.4.1 Gender Sensitivity of Legislation related to the Education Sector

The Education Act is the main piece of legislation governing the education sector in Trinidad and Tobago. It sets out the powers of the Minister, the regulations governing the establishment of schools, the appointment and employment of teachers, compulsory education, offences and penalties. The language of the Act is not gender sensitive and references to all personnel use the masculine pronoun. The Minister is referred to using the masculine pronoun exclusively, and the same is done for managers, principals, supervisors and teachers. The regulations with respect to students' attendance, suspension and expulsion do not indicate differences for male and female students while the reference to teachers in particular do not acknowledge the existence of female teachers except Section 48 which refers to maternity leave provision. The language of the Act is silent on maternity leave for unmarried female teachers and for housing families headed by a single female in cases where Government quarters are provided.

124. The language of the Gender and Education Act will be revisited to make it more gender sensitive and gender inclusive.

6.4.2 Pre-school and Early Childhood Education

The National Council for Early Childhood Care and Development has circulated a draft document on Proposed Standards for Early Childhood Services. On the issue of equal opportunities the document addresses gender as follows:

Mandatory equal opportunities must be promoted for adults and children of both sexes with regard to employment, training and admission to the service provided. Convention on the Rights of The Child 1989, Article 2.

All members of staff must treat the children and families, to whom an ECS is provided with equal concern and in doing so, must in the care that they give to each child acknowledge and respect their specific needs with regard to their religious persuasion, culture and linguistic background as well as gender and ability (Convention on the Rights of The Child 1989, Article 3). While gender is addressed in these broad objectives there has been to date no articulated policy with implementation strategies to ensure that gender concerns are addressed in the delivery of Early Childhood Services. Among these are now to be considered are the different learning capacities of male and female children at the pre-school ages.

125. The gender policy advocates that the draft document on Proposed Standards for Early Childhood Services be revised to address gender concerns.

126. Training courses in early childhood education at all levels should have compulsory components on gender and gender socialization.

6.4.3 Gender concerns in Primary and Secondary Education

Education statistics for the year 2000/2001 (CSO, 2003) reveal that in Government and Government Assisted Primary Schools the number of male pupils was greater than the number of female pupils by 3270. When enrolment is broken down by administrative area, however, females outnumber males in the urban areas of Port of Spain and San Fernando. Similarly, in private primary schools males also outnumber females. Nonetheless, the reported dropout numbers reflect greater male dropout. When the data is looked at by administrative area the highest dropout rates were in County St. George followed by Victoria, while Tobago had a zero dropout rate. While females comprise the majority of teaching staff, there is little research on classroom methods of teaching and gender based curricula needs in primary schools in Trinidad and Tobago. While concerns have been expressed about the predominance of female teachers and its effects on male students, this is something that needs empirical investigation.

In Government and Government Assisted Secondary schools the overall pattern is different from what obtains in primary schools since girls outnumbered boys by a margin of 2,733 in 2000/2001. However when the data is examined by administrative areas, the trend of a greater number of females persists, except in Arima. In private secondary schools the number of female students almost doubled that of male students. When dropout rates are examined the trend of greater numbers of male dropouts is maintained. With respect to teachers in public secondary schools females again outnumber males by 1180, a ratio of approximately three to two (Central Statistical Office 2003). A significant number (63%) of secondary school teachers reported a university degree as their highest level of qualification, while 22% possessed a diploma or a certificate. Of the teachers

with university degrees 36% was male compared with 64% female. However, with a diploma /certificate a distribution of 53% male to 47% female was observed (National Institute of Higher Education 2002). Apart from being better qualified, female teachers were more represented across all age groups. Significantly there were 20% of female teachers in the 20-29 age group but only 10% of male teachers in this group suggesting that younger males are not considering the teaching profession as a viable career option.

At the level of secondary education, two programmes that are playing a major role in this transformation of the education sector are the government/IDB Secondary Education Modernization Programme (SEMP) and the government /IBRI Fourth Basic Education Programme (FBEP). The goal of the SEMP programme is to strengthen the nation's productivity and competitiveness by ensuring that young citizens from all backgrounds are prepared by a modern education system to participate in and contribute to the development of a technologically driven and skills-based economy. The objectives of the SEMP programme aim at radical transformation of the educational sector but are again couched in completely gender-neutral language and concerns. Despite the growing pandemic that there is an under-performance of males at university levels, this may have begun from the higher male drop out rates at primary and secondary level, or alternative options which are available to them from late adolescence.

The distribution of teachers in secondary schools by subject and by gender showed 52% male and 48% female teachers in Mathematics and Computer Science. A larger female teacher presence was noted in Natural Science (57%), Social Science (59%), English Language and Literature (82%), and Foreign Languages (81%). Male teachers outnumbered their female counterparts in Agricultural Science (60% males to 40% females) and Engineering e.g. Building and Electrical Technology, Electricity/Electronics, Mechanical Engineering. (84% males to 16% females) (National Institute of Higher Education 2002). There has been little formal research in this society demonstrating the impact of the sex of teachers on the subject choices which boys and girls make at secondary level education.

The accepted policy for state schools in Trinidad and Tobago is for coeducational institutions. There are only two single sex state secondary schools, Queen's Royal College which is all boys and St. Francois College which is all girls. By contrast the government assisted denominational schools are mainly single sex with a few, mostly in rural areas, which are coeducational. Single sex schools offer fewer curriculum choices which lend themselves to gender stereotyping. There has been no review of this policy despite research which suggests that gender stereotyping of subject choices is less prevalent in single sex schools

The question of male and to a lesser extent female student delinquency, criminality and thus security at secondary schools has emerged as another area of concern voiced by many young people who have experienced this in secondary schools they have attended. The young people also stressed the uneasy gender relations between male and female students and the lack of knowledge about issues associated with their bodies, their gender

roles and sexual identity (CGDS Youth and Gender Policy Project, 2003)⁴³. The Trinidad and Tobago Unified Teachers' Association, the recognized teachers' union, has acknowledged the gravity of this problem and recently launched a professional journal and embarked on radio programmes highlighting heroes of the school system to begin to address this issue. The Association is a vibrant lobby for improvement of conditions in the schools and has been particularly vocal on the issue of school security.

127. The gender policy advocates the retraining of teachers at primary and secondary school levels to deal with methods of teaching which are sensitive to gender differences in the classroom. The policy also urges the development of innovative methods of classroom control through non-violent methods of discipline.
128. The gender policy advocates the gradual integration of primary teachers' education into the tertiary education system to enhance both the training as well as status of primary school teaching and to attract more males into the primary school system.
129. In conjunction with existing programmes the Ministry of Education will facilitate a roving or district gender curriculum expert who will train teachers in schools on gender sensitivity in classroom teaching and also gender based curriculum design.
130. The concerted effort to design innovative and interesting ways of teaching sex education in schools.
131. The gender policy advocates for male and female mentorship programmes for secondary schools.
132. The establishment of the school social work position as a travelling position to facilitate home visits and monitoring of school attendance and dropouts.

6.4.4 Gender Performance levels at tertiary level education including technical, vocational, teaching training and continuing education.

Student statistics for all three campuses of the University of the West Indies show that female students outnumber male students (64% to 36%) at undergraduate and postgraduate programmes. Only in the Faculty of Engineering do we have more male than female students at both graduate and undergraduate levels. An examination of the gender distribution among academic and senior administrative staff however reveals a

⁴³ The students of Introduction to Women's Studies, AR 11 C, Semester 1, Academic Year 2003/2004 at the University of the West Indies were given group projects to solicit views on gender equality and equity of youth (under 25) in schools, church organizations, communities and workplaces. They produced quite remarkable project reports which were a valuable resource in the assessment of policy needs in this age category.

different pattern. The total number of male academic and senior administrative staff exceeds the number of females. When the statistics are separated by campus, Cave Hill and St. Augustine have a significant imbalance in favour of males while at the Mona campus female academic and senior administrative staff have a slight numerical advantage. However, statistics for all three campuses for 1999/2000 indicate that more males than females occupy the higher-level academic posts such as Professor and Senior Lecturer. For senior administrative staff the pattern changes as the number of female staff is greater than male staff for the categories of Senior Lecturer and below. At the level of Professor, males hold the majority of posts (The University of the West Indies 1999/2000).

What is particularly interesting from the statistics and observed patterns in education is that while females extend their options, males appear to be reducing theirs and the numbers of males have been rapidly declining in the faculties of Humanities, Education, Social Sciences, Agriculture and others. For example, the percentage distribution of Trinidad and Tobago students registered in first degrees at the University of the West Indies by gender for the period 1995-1998 suggest that fewer and fewer males are studying Agriculture while more females are registered for this option. Statistics indicate that women have taken advantage of many formal training opportunities offered, combining this with full-time or part-time employment. The University will need to assess its approach to teaching a higher population of female students and the impact of classroom interactions and knowledge creation in subject areas which are increasingly, predominantly taken by females.

In the Technical and Vocational Schools the trend is quite different with a greater number of males enrolled than females overall. When the data is broken down by subject area there is a greater number of males in all areas except for the areas of Home Economics and Business Education and Management where there is a greater number of females. Within the area of Business Management there are slightly more males doing Supervisory Management (Central Statistical Office 2003) suggesting that gender stereotyping in technical and vocational education is persistent and responsive to the labour market absorption of males and females in these areas.

133. The gender policy advocates full courses on gender and education in the teachers training colleges and Faculty of Education – B. Ed degree and Dip Ed.
134. Trainers and training programmes must facilitate and be sensitive to the needs of the female population. The content of training must include relevant background about Gender Relations as they relate to topics.
135. Gender modules must be integrated into teaching training courses. Gender must be a topic which is specifically and skilfully presented in all classrooms.

136. In-depth training programme on alternative approaches to school discipline.
137. Develop a strategy to counter sex-stereotyping in technical/mechanical/IT education especially at COSTATT, TTIT and the new University of Trinidad and Tobago.
138. Identify and analyze factors involving gender differentials in rates of re-entry into the educational system, which includes pre-tertiary qualification and matriculation requirements and gender attitudes to continuing education.
139. Expand and upgrade current technical/vocational education offerings to reflect the move towards the development of a more knowledge based, innovative and entrepreneurial society.
140. Expand the options in technical/vocational education beyond the existing offerings which provide fewer options for females.

6.4.5 Male and female education performance

For many educational planners and decision makers, the issue of gender equity is subsumed under the general goal of equal educational opportunity for all. Provision of universal primary and secondary school places, textbooks, school meals, transportation are provided for all students regardless of gender. Yet in the data on school achievement, drop out rates are worrying as males comprise the largest number of dropouts and the smaller proportion of high school and university graduates. Equality of treatment is not resulting in equality of outcome. This applies also to females where the trend of under representation in technical areas may need to be addressed by targeting special programmes for girls in non-traditional areas. This may mean a change in attitude is necessary which does not equate sameness or equality of provision with equity

Gender needs to be seen as an important crosscutting element in dealing with all of these issues. Curriculum reform needs to focus on the messages about gender contained in textbooks and other materials, pedagogy needs to address teachers' classroom behaviour which contributes to gender stereotyping, questions must be asked about the role that concepts of masculinity play in the incidence of school indiscipline.

141. Gender policies in education need to be formulated to address these concerns which may involve differential treatment at different points of the education system to ensure true gender equity.
142. Rationalize the salaries of all teachers paying by qualification and experience and not by level of teaching e.g. primary school, secondary school.

6.4.6 Pregnant students and continuing education

High teenage pregnancy rates occur in urban areas with 13.5% of all live and stillbirths among teenagers, with an age specific fertility rate of 45.9%. This high incidence of teenage pregnancy indicates that the schooling of young girls will be interrupted. Many will not return to complete their schooling. What provisions are made by the society for accommodating the ongoing education of pregnant students, and for the care and protection of their children? What emphasis is there on male responsibility for fathering a child of a school age female? There are projects in Trinidad and in other societies which have demonstrated successes in dealing with these problems among them the Child Welfare League Teen Pregnancy and Prevention Centres in Port of Spain Centre, La Horquetta and Sangre Grande and the adolescent fertility programmes of Jamaica.

143. The gender policy advocates collation of information on best practices in this area, for fostering of new institutions and strengthening existing institutions which host students who become pregnant who may not have the support of parents or male partner to provide ongoing education, as well as training in child care.

144. The gender policy advocates programmes in the above which forge links with the male partner who has fathered the child, where this is advisably in the interest of teen and offspring.

6.5 Health and Medicine

Good health, like education is an integral part and the best pre-condition for social and economic development. The state has recognized this in its inauguration of five Regional Health Authorities for the delivery of healthcare in its Health Sector Reform of 1994. Families and employers, both public and private suffer the effects of a population which is debilitated by health problems or the inability to easily access cost effective, quality health care. The loss of working days and reduced productivity due to ill health, the poverty levels in families which lose a parent due to illness and the limits which ill health imposes on those who work cannot be underestimated. The health problems, opportunities for health services and health hazards are, importantly, also not the same for men and women.

The state is the main provider of health services in Trinidad and Tobago supported by corporate tax and health surcharge revenues. A number of private agencies also provide care on a fee for service basis, with variable quality in an unregulated environment. Health services comprise population health services and programs in primary health care, the public health inspectorate, the National AIDS Programme, Chemistry Food and Drugs, Insect Vector Control and Nutrition Education.

There are barriers preventing men and women from attaining goals for health that are enshrined in the number of declarations to which Trinidad and Tobago is signatory, including the Declaration of Human Rights. There are inequitable patterns existing especially in employment and promotional opportunities in the Health Sector in Trinidad

and Tobago. There also exists a paucity of information and education, with a dearth of health promotion on the leading causes of death in men and women, as well as differential access to care and services to the public. Women on local work contracts are not given coverage for their male spouses while men on contract are given coverage for their female spouse. Privatized health services are costly and beyond the reach of those without health insurance or high incomes. Women constitute the majority of the poor and also have a longer expectation of life. Therefore the policy views with concern the shift from subsidized public health care to privatized health services.

There have been advances in the health system. Increased access to child health services, particularly well-organized immunization programmes, as well as improved socio-economic and environmental conditions have accounted for the drop in infant mortality for males and females. Women's life expectancy at birth progressively increased over the last decade (from 72.7 years in 1990, to 75 in 2000, and 74.6 in 2001). Life expectancy for men fluctuated from 69.3 years in 1990 to 70 years in 2000 and 68.3 in 2001.

Despite attempts to enhance health care in Trinidad and Tobago, the Health Sector reform process has encountered problems in its implementation: although new structures were put in place, the old structure was retained leading to confusion. The transfer of all staff has never taken place. The Ministry of Health has not assumed the role of purchasing organization. Most importantly there is no specific articulation of the health reform policies in terms of gender, particularly in light of the health implications of biological differences between the male and female body.

To contribute to better health and wellness for women and men, healthy relationships between them, advancing their potential toward individual, personal and professional, goals, policy interventions in the Health sector should entail the following:

145. The development of modern management systems within a decentralized model of health services provision based on a regionalized health structure.
146. The collection of disaggregated data by gender in all institutions in a format that allows the trends in gender to be easily visualized. In support of this activity health management systems must be instituted, for example the Medical Board.
147. The gender policy advocates more data gathering on the full effects of gender on the status of health. Based on the existing mortality and morbidity data, and supported by further research, a gender sensitive health policy must develop programmes for disease prevention that meet the specific needs of both men and women.
148. To ensure that men and women have equal access to health care services, and to up-to-date treatment techniques. In particular, the

- health facilities should be fully equipped to educate and treat the leading causes of death for males and females.
149. The policy advocates for gender equity in health insurance coverage, which is seen to have a gender bias towards men. The policy advocates for a comprehensive assessment of the gender impact of an increasingly privatized health system
 150. The upgrading of primary care facilities country-wide to increase the range, quantity and quality of services offered, thus strengthening the access to health facilities especially for persons in the rural areas
 151. The training and retraining of all categories of Health Professionals for gender sensitivity, particularly in areas of reproductive and sexual health, breast and cervical cancer, prostate cancer, male reproductive health and sexually transmitted diseases.
 152. In general the policy proposals of the RHAs need to be gender sensitive and updated with current thinking on gender in areas such as occupational safety and other health issues.
 153. To strengthen community health participation within the framework of gender and the family by improved coordination of health education and promotion programmes particularly that of preventative and Primary Health Care
 154. The gender policy advocates changes in the titles of a number of positions in the health service as long as the tasks can be performed by both sexes.
 155. The gender policy encourages equality in job opportunity offering promotional opportunities especially in occupations where there have been unequal representation by sex.

6.5.1 Female Health Concerns

In recent years a growing disparity in some areas suggest specific attention needs to be paid to the concerns of the male and female population differentially in the area of health and gender. In addition to the health conditions that primarily affect women, and those which affect men and women differently.

While the leading causes of mortality for male and female infants were peri-natal conditions, congenital conditions, anomalies and acute respiratory tract infections, within the 5-14 age group, communicable diseases account for 6.1% mortality in males versus 15.9 % in females. Additionally neoplasm claimed 14.4% of male deaths and 11.4% in females. In the 15-24 age group, mortality due to motor vehicle accidents, drowning,

homicide, and suicide occur equally. For females, homicide and suicides claim 67.8% of these deaths for the 15-24 age group and are among the major causes of death among women ages 15-44

In the adult male and female population, in 1994, the leading causes of death among women aged 25-44 were circulatory diseases (20.1%), communicable diseases (5.6%), cancer (19.1%) and deaths from external causes. Cancer is the leading cause of death in females before 65 because of the earlier age of onset of cervical and breast cancers. Breast cancer mortality rates have been on the increase (17.6 per 100,000 in 1990 to 19.5 in 1994) while cervical cancers have been on the decline (9.1 in 1990 to 7.3 in 1994). In 1994, the most common cancer sites in males were prostate (34 per 100,000), lung (10 per 100,000), colorectal (7 per 100,000) and stomach (7 per 100,000).

Diabetes mellitus is increasing in prevalence and is currently the third ranking cause of death for males and second ranking for females. The 1995 National Health Survey indicated disability prevalence rates of 12.5% in males and 15.2% in females; in the area of mental illness, the survey indicates 4.5% in males and 6.0% of females. 28.1% of women aged 35 and over suffer from hypertension. Cardiovascular problems are perceived within the health sector as typical men's diseases as a result symptoms are not recognized in women

Overcrowding of medical wards especially for females compromised the quality of care. Female patients sometimes assist the nurses with caring for other female patients. An unusual practice was voiced about female Indo-Trinidadians who used the hospital as a sanctuary to avoid problem situations in the home. In cases where there were family disputes, married women were able to utilize the freedom of the hospital to be visited by relatives who would not be allowed to visit homes of in-laws. In the area of visits by relatives, new thinking in hospital maternity wards accommodate the presence of fathers during the birthing process. In addition, new methods of female centred birth as currently being pursued by the organization Mamatoto should be expanded to the public health care system.

The gender policy emphasizes that notions of women's health must change from the narrow focus on Obstetrics and Gynaecology to encompass the effects of demographic and socio-cultural changes, and to address the impact of change on the health system and on women's health. The Family Planning Association has been responsible for population programmes for contraceptive services, the distribution of condoms, and cyto-screening. Family planning services on women at one time excluded men, with the result that men accessed such services less. At present, a Men's Clinic does exist, an initiative which disagrees that decisions about contraception should be left up to only women. There are also major concerns that females still bear the full burden of responsibility for pregnancy prevention. There are far fewer recommendations for vasectomies than feminine sterilizations. Public hospitals treat over 5,000 women annually for complications related to incomplete or poorly performed abortions. Estimates suggest that over 10,000 illegal abortions are performed annually.

156. The gender policy promotes the elimination of discrimination against women in the field of health by provision of information.
157. The gender policy advocates the introduction of more women and people friendly hospital practices e.g. family and spousal involvement such as fathers' involvement in birthing and a parent's ability to stay overnight with children.
158. The gender policy advocates programmes for the sensitization of women about issues related to their sexual and reproductive health.
159. The gender policy urges review of all issues (for example legal, medical, religious and cultural) relating to the termination of pregnancy.
160. The gender policy advocates the introduction of more female friendly birthing procedures in public and private hospitals.
161. The gender policy advocates support for the Family Planning Association Men's Clinic.

6.5.2 Male Health Seeking Behaviours and Male Reproductive Health

In addition to the general problems identified generally for promoting health care for both sexes, there is need to establish key indicators for men's health needs. The affirmation of illnesses among males is viewed as a sign of weakness and in many areas such as reproductive and sexual health men are reluctant to seek preventative testing or monitoring of health conditions, particularly in areas related to male reproductive organs. Homophobia is also identified as a factor, which discourages prostate cancer screening. The high incidence of male mortality due to motor vehicle accidents, drowning and homicide establishes this area as another health risk for men.

162. The gender policy advocates for measures such as increased media exposure, public health forums targeting male health promotion and greater availability and access to contraceptives, to encourage better health seeking and fewer risk-taking behaviours among men.
163. The gender policy stresses the need for the introduction of the breathalyzer on the roads of Trinidad and Tobago and for a review and analysis of best practices which have prevented deaths due to road accidents as a result of alcohol or other drug consumption.
164. Greater attention to alcoholism as a health issue with serious effects for men, women, children and all society promoting controls

in alcohol advertising, controls on targeted marketing towards minors and young persons.

165. The gender policy emphasizes the need for gun control and views the ready availability of guns as a health issue especially for young men. (See policy 117)

6.5.3 Increasing Female Vulnerability to HIV/AIDS

The AIDS epidemic has been spreading at alarming proportions in Trinidad and Tobago, however, the claim that the epidemic is second only to sub-Saharan Africa has been made on the basis that has not been accurate. Blood testing is not mandatory, and there is no measure of the number of persons who do not know that they are seropositive. The situation can then be worse than estimated.

The percentage of women infected with HIV/AIDS has increased significantly, accelerating from 0% in 1983 to 37% in 2000. The median age for deaths due to HIV/AIDS related causes is 36 years for males and 32 years for females. The percentage of females among the HIV positive population steadily increased from 0% in 1983 to 33% in 1990 to 42% in 1999. As the number of HIV+ women has increased, so has the number of HIV infected children. Approximately 82% of all reported HIV+ women are within the childbearing ages of 15 to 44 years. The HIV epidemic in Trinidad and Tobago is considered to be fuelled by poverty, lack of sex education, sex tourism, unequal gender relations and women's disempowerment in relation to the area of condom use.

Sexually Transmitted Infections (STI) clinics exist in San Fernando, Tobago and the Queens Park Counselling Centre and Clinic in Port of Spain. These areas are understaffed in doctors, nurses, and counsellors. Data for the Queen's Park Clinic indicate that there are as many as 300 patients per week. A higher percentage of females are seeking care in this Clinic. The areas of care are broken down into those who receive treatment, those referred to the medical doctor, patients on repeated treatment, and those visiting for counselling. Given the concerns about the HIV epidemic, special attention should be paid to this area of health care.

This gender policy recognizes and supports the emphasis placed on research on this disease, promotional campaigns to change sexual behaviours, which facilitate transmission of the disease. The rate of increase among females and the heterosexual population warrants serious attention to this area in all policies related to health and welfare. The transmission of the disease from the female population living with HIV/AIDS to newborn babies is a critical issue in the consideration of female health and HIV/AIDS.

166. The gender policy advocates for rigorous services for recording and treating all Sexually Transmitted infections, STI and HIV

167. The gender policy advocates institutional mechanisms for grants for HIV treatment and medical aid.
168. The gender policy advocates for programmes to reduce the incidence of HIV/AIDS and other lifestyle diseases among women and men.
169. The gender policy advocates support for research in the area of gender and sexuality to identify the key patterns of transmission.

6.5.4 Gender distribution and Sex segregation at Training Institutions

Sex segregation has always existed in the health care professions, with physicians comprising more males and nurses mainly female. It is evident that medical organizations have been gender imbalanced in membership especially on the executive, with few female doctors on the executive or heading the organization. Of a total of 123 current academic staff at the Faculty of Medicine, UWI, St. Augustine, 92 are males and 31 females, with the vast number of males being found at the higher levels posts.

The Basic Medical Sciences are taught in each programme at the Faculty through the Problem Based Learning (PBL) methodology. In PBL, a patient scenario is usually presented for critical analysis and hypotheses to be generated on the various body systems. A review of the PBL blocks shows that the curriculum has covered both male and female personalities as patients. The curriculum, nonetheless, reflects more of age related conditions and less of gender.

170. The gender policy advocates a careful review of the curriculum in Medical Education.
171. Improve the professional status, remuneration, and existing working conditions of nurses *vis a vis* doctors in the health sector.
172. The gender policy promotes the encouragement of men into the nursing profession by reviewing the conditions and remuneration to attract and retain both male and female nurses.
173. The gender policy promotes the value of nursing as one of the most caring and valuable professions in society and recommends greater visibility of both men and women in the nursing profession.
174. The gender policy recommends the introduction of undergraduate and post-graduate nursing education at the UWI, St. Augustine Campus.

175. The gender policy requires a review of acceptance criteria for medical and health training institutions to include concern for welfare of others, empathy and ethics, and advocates the inclusion or strengthening of training in medical ethics at all levels of medical education.

6.5.5 Substance Abuse and Gender as health concerns

In a preliminary 2000 study on the psychosocial profiles of women seeking recovery from substance abuse conducted by third year medical students, only one rehabilitation centre was found to house a residential programme for women; at that time 46 women were seeking care at out-patient programmes in Trinidad and none in Tobago. The most common risk factors for the development of substance abuse were found to include parental and familial, peer-related, individual, and community risk factors. For alcohol dependent women, the environmental risk factors were similar to those identified for substance abuse among women, i.e., being divorced/separated, prescription drug over use, relegated to full-time home making and so on. In a focus group discussion among women in recovery, during an evaluation of the treatment and rehabilitation system in Trinidad and Tobago, women stated that they were not provided with any information that was specific to the health of women while they accessed a programme that also addressed male addicts.

176. The gender policy advocates increased and enhanced substance abuse treatment facilities for women, which recognize their responsibility for children.
177. The gender policy advocates improved availability of subsidized or low-cost psychological counselling for both men and women.

6.6 Gender and the Disabled Population

It is commendable that the society no longer envisages the disabled population as leading unproductive or dependent lives. We applaud a more healthy view of the disabled neither as burdens to society, nor invisible as social and sexual beings. While the disabled may require certain health provisions, disability is not a health issue, but rather a social issue in which society learns to adapt to the needs of the disabled population and makes special provisions for those who suffer disability to enable them to make their contributions. At the same time, the specific needs of disabled women and men also need to be acknowledged.

The consultation on the disabled population held in Port of Spain revealed that disabled women were more susceptible to open sexual abuse as it was felt that they did not have the power to respond to such abuse. Disabled men were immediately perceived as unable to perform roles of provider or to have full sexual and reproductive lives. One of the main problems which the disabled experienced in society was the difficulty in transportation to

occupations or for social purposes. This dependency on assistance for transportation of the disabled population, young and old, continuously places them at risk of sexual and physical abuse and violence.

Among other civil support systems, two institutions exist to deal with the disabled. The first, the Disability Affairs Unit, established in 1999 to serve as a resource and referral centre, is responsible for coordinating, developing and implementing comprehensive programmes to assist the disabled citizens of Trinidad and Tobago. The range of services offered by this unit includes a resource centre for documentation and materials on information pertaining to disability matters, provision of technical support and referral for persons with disabilities, their families and interested persons, dissemination of information on trends pertaining to the consideration of persons with disabilities, networking with pertinent non-governmental organizations, mass media and international organisations in order to collect information on persons with disabilities and responsibility for sensitizing and public awareness of issues pertaining to persons with disabilities.

The second, the National Centre for Persons with Disabilities is restricted in their capacities to serve individuals with multiple disabilities, although the demand for its services is overwhelming. They receive a subvention of approximately TT\$43,000 per month from the state. This is given on a quarterly basis. The organization provides vocational training and job placement for persons with disabilities from 15 years and above. They receive a number of referrals from state departments e.g. Welfare and Probation and medical doctors. This organization has no sense of the size of the disabled population in Trinidad and Tobago. They work with the World Health Organization assumption that 10% of any given population will have a disability but are unable to report on the size of the population or the types of disabilities. Though located in San Fernando they receive students from as far as Cedros, Sangre Grande and Diego Martin. There is a dearth of adequately trained staff within the health services e.g. occupational therapists, rehabilitation nurses, rehabilitative counsellors.

While the training programme at the National Centre for Persons with Disabilities endeavours to equip students with gender-neutral training opportunities, there is room for gender specific training in the area of work based life skills in relation to, for example, the Minimum Wage laws, information on their rights in relation to work based harassment and Health and Occupational Safety Codes.

The policy emphasizes the preponderance of induced disabilities resulting from acts of domestic violence. This places peculiar demands on the rehabilitation and counselling needs not only of all related units, but also those which deal with disabled populations. The vulnerabilities of the disabled in terms of gender violence and sexual abuse has not usually been considered in relation to this population and should be factored as a critical area of future work. While there is hearsay evidence, the various units have to date received no sexual harassment complaints from their students who have gone out on job placements. They can speak to instances of gender-based violence against women who are disabled but have no policy or mechanism in place to respond to this. The gender

policy is concerned with the treatment of the disabled as whole productive, social and sexual individuals.

178. The gender policy advocates for the administration of a gender disaggregated National Census of people with disabilities.
179. The gender policy advocates for the enhancement of public facilities which make education or work more accessible, e.g. mandatory building of ramps in all public spaces, lifts and wheel chair friendly pavements etc.
180. The gender policy advocates for the promotion of programmes which educate the population and make them more sensitive to the needs and rights of the disabled population.
181. The gender policy advocates for the training of teachers and educators at all levels to deal with the disabled.

6.7 Co-ordination and Implementation of the Gender Policy

There are common failings in the implementation of a national policy. First, that of ‘implementation failure’ often resulting from factors such as an unclear sense of ‘ownership’ by relevant personnel towards the policy instrument, in other words, a gap between those who are formulating the policy and those who are entrusted with its implementation. Second, especially with the introduction of new approaches and programme areas, the technical skills and expertise available may be inadequate to translate the policy into action.

Third, and of extreme importance, is the lack or loss of political will, or ‘policy evaporation’ due to the passage of time or a change in leadership, and a perception that having produced the policy document, the process has ended rather than now begun.

The gender policy framework therefore incorporates detailed mechanisms for ensuring that the policy is actively realized. This requires that we set out strategic, focused and transparent mechanisms by which the proposals for gender transformation may be achieved in this society.

182. The Government of the Republic of Trinidad and Tobago must commit itself to Gender Mainstreaming and a Gender Management System as the means by which this policy will be enacted.
183. The state must recognize the need for gender mainstreaming of the judicial and legal systems itself, including measures to enhance the gender-sensitivity of those who function in the system.

184. The Government of the Republic of Trinidad and Tobago will ensure buy-in of the policy through all ministries, sectors and departments and will through the media and media awareness ensure that this buy in is extended to non-governmental organizations, community based organizations and the private sector. The role of information division is important here.
185. The Gender Affairs Division will be the main driver of the gender policy. It must be well positioned within the ambit of the government sector to give it that legitimacy to command the collaboration needed from the other agencies to inform, monitor and sustain the policy achievement process. The Division has to be given the power and status necessary to manage and monitor the implementation of the policy and action plan. Autonomy to make public statements and strategic decisions etc. similar to a Statutory Board.
186. The Gender Affairs Division must be empowered with financial management of the funds allocated for implementation of the policy.
187. The staff establishment of the Gender Affairs Division must be reviewed to include the skills and expertise needed to implement the policy.
188. An Inter-Ministerial Committee must be established with representation through focal points identified from every ministry and relevant departments. Focal points should be senior members of staff who would monitor the implementation of the plan in their ministry/department and work closely with the staff of the Gender Affairs Division. In order to facilitate their work in this area, focal points should receive gender-sensitivity training. This Committee must report annually.
189. An independent National Gender Commission appointed by the President must be established by an Act of Parliament to monitor the implementation of the Policy and Plan on behalf of the People of Trinidad and Tobago. This body will be selected from among outstanding individuals, female and male, with relevant knowledge, skills and experience to contribute in this area. This body is necessary to ensure continuity in case of changes of administration and ministerial leadership. Representatives from relevant women's and men's organizations must be included. The Commission will comprise a Chair and Vice Chair and ten additional members.

190. The Gender Affairs Division must report annually to Cabinet on progress in the implementation of the Policy and Action Plan.

6.7.1 Strengthening of the Gender Affairs Division

The Gender Affairs Division is the only state-based institution explicitly mandated to address and facilitate the holistic implementation of CEDAW's concerns and other issues related to gender-based inequality. It should be recognized as the lead agency with regard to competence and credibility around the issue of gender mainstreaming.

The Division's operations are expected to receive support at two levels, through intra-ministerial networking and through the resources and capacity built into the Division itself.

To advance the National Gender Policy's goals of gender equity and mainstreaming, the location of the Division must be productive and a number of knowledge driven strategies must be employed that can both strengthen the capacity and credibility of the GAD.

191. The power and visibility of the division needs to be strengthened. In addition to the strengthening of the Gender Affairs Division, the gender policy advocates for a strategic gender planning unit to be placed in the Ministry of Planning and Development with responsibility for mainstreaming gender within the overall development process.
192. Public relations programmes will be specifically designed and executed to improve visibility and awareness of this Division.
193. The Division must be adequately staffed with trained personnel. It should have as its lead a Director, Policy analyst, Communications and Education Officer, a Legal Advisor as well as programme officers. This would require a review of the establishment and organization of the Division. This should take place within the first year of the policy.
194. Need to strengthen the research driven policy formulation function of the Division carried out in collaboration with other divisions and ministries.
195. Among the policies, which can be prepared, are those related to:
- Gender and early childhood education
 - Gender and Teacher Education
 - Shelters for Battered Women
 - Reproductive and Sexual Health
 - Gender and Technical/Vocational Education,

- Gender and the Disabled population

196. The Gender Equity Institute should be expanded and equipped with increased human and financial resources to effectively implement programmes, projects and training to close identified gender gaps.
197. The focus on a wider policy influence should be emphasized. Similarly, the relationship between Division's training programmes and NEDCO should be formalized to improve women's micro-entrepreneurial possibilities. NEDCO is a state-funded small loans programme for micro- enterprises.
198. At present, the strongest links exist between the Gender Affairs Division and the Community Development and Culture Divisions. The Community Development Division has expanded the reach of GD into the various communities. These links work by way of referrals to GD programmes and circulation of information in the communities on behalf of GAD. These links will be strengthened by improved gender-sensitization of Community Development and Cultural Officers and formal collaboration arrangements between the two divisions.
199. The Domestic Violence Unit and Hot Line should be strengthened to better fulfil its mandate. This can be achieved by:
- formal gender training of all staff;
 - systematic collection, analysis and publication of hotline data;
 - forging strategic and symbiotic relationships related agencies in government as well as non-governmental organisations such as the Rape Crisis Centre, and medical and policing professionals.

6.7.2 Gender Mainstreaming and a Gender Management System

Gender Mainstreaming may be seen as the most enabling aspect of a gender policy. It addresses the extent to which a holistic approach is taken towards the integration of gender concerns in all policies, programmes and activities. Gender mainstreaming has also increasingly been recognized as an essential element of good governance. In order for gender mainstreaming processes and activities to be effective, a comprehensive, crosscutting and gender-aware approach is vital. Most agencies have informal links and networks with other agencies or organisations. These links are established precisely because there is a level of overlap in terms of their respective clienteles, target group or the geographical areas. Links are developed through officer-to-officer interaction; collaborative activities; requests for use of resources of agencies; requests for technical support for specific activities.

Gender mainstreaming requires that these links be formalized further. A number of steps therefore must be taken in order to successfully mainstream gender.

The policy advocates:

200. The identification of gender focal points at senior levels in each major division, with a supporting management team comprising representatives from each department, further building on links which already exist.
201. Training in gender studies, including gender analysis and planning for all Gender Focal Points in ministries and for other staff instrumental in executing the gender policy in the public and private sector.

6.7.3 Gender awareness and analysis training for private and public sector workers

It was clear from all consultations that there is still very little knowledge of gender issues therefore some form of gender training is necessary if the National Gender Policy and Action plan is to be understood and adhered to. According to *The OXFAM Gender Training Manual*, gender training is a development intervention which aims to change awareness, knowledge, skills and behaviour in relation to gender. Discussions with the present Head of CGDS, St. Augustine reveal a favourable disposition toward the establishment of a Memorandum of Understanding between the CGDS and the Gender Affairs Division.

The internal training needs of the GD can be advantageously assisted by the knowledge base and capacity within the Centre for Gender and Development Studies, UWI. The policy advocates:

202. The provision for the training needs of the Gender Division through state-funded scholarships to read in programmes and courses run by the CGDS and student internships at the Division by CGDS senior undergraduate students and postgraduate students.
203. The Social Work Programme of the University of the West Indies to be sensitized in terms of its commitment to the goals established under Domestic and Family life of this policy and providing capacity for training in gender awareness among social workers.

6.7.4 Statistical Data collection, analysis and monitoring of policy implementation

In order to effectively implement the gender policy, the continuous collection and analysis of all types of data, disaggregated by sex, race, location and other variables as

will be determined by the various programmes to be put in place. This is key for the policy's success. One of the primary objectives and benefits of this should be the establishment of gender-based indicators of violence and standardized data collection instruments. In addition, gender planning is severely compromised by the inadequate collection of client demographic data. This work can also be expanded through education and sensitization workshops around questions of reproductive health, condom use, gender roles and sexual decision making. There must be close collaboration with the Central Statistical Office and all state and non-state data gathering agencies on gender-sensitive data collection systems⁴⁴. To ensure its success the following policies are advised:

204. Align budgetary allocations to agencies that are involved in policy and programmatic areas that support the findings of the research undertaken by the CSO and all research divisions in the public sector.
205. Enforce reporting and monitoring procedures for agencies involved in gender-mainstreaming activities on an annual basis. Gender-based monitoring and evaluation variables must be established.
206. Monitoring of policy implementation at regular and stipulated periods.

6.7.5 International Treaty Obligations

International treaties, which have been ratified by the state, must be monitored along with a consultative approach to considering new treaties, which are consistent with the goals and objectives of this policy. The policy implementation process in addition requires:

207. Increased public education on the content of international treaties and conventions ratified by the Government of Trinidad and Tobago.
208. Increased collaboration with the Ministry of the Attorney General and the Ministry of Foreign Affairs in relation to the above.
209. Increased collaborative activities among national, regional, international government and non-governmental organizations in an effort to more effectively mainstream gender issues.
210. Statistical monitoring and analysis of compliance under international treaty obligations together with the Human Rights Unit, Ministry of the Attorney General and Ministry of Foreign Affairs.

⁴⁴ A programme in this area was started some years ago but was discontinued.

6.7.6 Strengthening the Tobago Gender Secretariat

The Tobago Gender Secretariat of the Social Services and Gender Sector of the Tobago House of Assembly was recently upgraded from a Gender Unit in the Ministry of Health and Social Services. Some of the following policy recommendations are already included in the Draft Tobago Gender Mainstreaming Plan but can be reiterated here. The policy proposals are:

211. Finalization and implementation of the Tobago Gender Mainstreaming Plan.
212. Institutional strengthening of the Tobago Gender Secretariat through:
 - The establishment of new staff positions such as Gender Manager, Project Analyst, Research Officer and Programme Officers
 - The upgrading and training of all staff.
213. The establishment of an Inter-Divisional Committee with focal points drawn from all Divisions to facilitate gender mainstreaming.
214. Gender sensitizing and gender training for all focal points, Divisional and Community.
215. Gender sensitizing and training of staff within the Policy Research and Development Institute (PRDI) of the Tobago House of Assembly to facilitate gender mainstreaming in the Tobago planning and development process.

6.7.7 The Role of Non-Governmental Organizations

There are approximately 445 non-governmental and community based organizations providing a range of social, advocacy and community development services in Trinidad and Tobago. The Network of NGOs of Trinidad and Tobago for the Advancement of Women is a comprehensive national umbrella organization, acting as advocate and support for all women's organizations in the country. At the consultation with women's organizations, there was a clear demand for the policy to be independent of partisan alignment in order to ensure its implementation and continuation whatever the administration.

The national, regional and interest group consultations generated much public interest. This should be maintained to ensure continued support in the implementation phase.

216. Facilitate partnership role of non-governmental organizations in promoting gender equality and equity through buy-in, advocacy, critical intervention and promotion of the gender policy.

217. Mechanisms for continuous consultation and feedback to community based organizations must be established, especially those in rural areas.
218. Mobilize communications and information systems to create social awareness of gender issues and social, economic and legal rights.

7.1 Gender Mainstreaming in International Development Organizations

Gender mainstreaming has been institutionalized within the mandate and processes of several international development organizations such as UNDP, CIDA, Commonwealth Secretariat, ILO and DFID, apart from the United Nations Fund for Women (UNIFEM) which is in itself, a specialized institution for the advancement of women. Through these mechanisms and structures, these organizations have developed their capacity for gender responsiveness which influences their cooperation with governments.

According to Ingram-Roberts, when mainstreaming occurs within local and national organizations **as well** as in international development organizations, *Agenda Setting* becomes “potentially more transformational and sustainable for national development.” For this to happen therefore, the Trinidad and Tobago National Gender Policy is the key framework which will inform both mainstreaming and the more strategic *Agenda Setting*. In this policy the utilization of the Gender Management Systems (GMS framework designed by the Commonwealth Secretariat for small states) will be the overall structure advocated for Gender Mainstreaming and *Agenda Setting*. The GMS is a structured, flexible and integrated approach suitable for public and private sector organizations.

The following provides examples of gender mainstreaming in selected International Development Organizations.

The **United Nations Development Programme (UNDP)** has undertaken a clear policy of mainstreaming gender that includes initiatives aimed at changing organizational culture. This includes placing responsibility for compliance with senior management by making information on gender mainstreaming part of regular reporting and enforcing responsibility through staff appraisals. By so doing, this strategy should engender greater ownership of the gender mainstreaming thrust. UNDP has established targets for gender mainstreaming and indicators of gender equality and women’s empowerment. For example, it has specified targets of 10% of the global programme resources and 20% of funding at regional and country level for these purposes. These resources are designed to assist the mainstreaming of gender within priority thematic areas and in the development, application and consolidation of methodologies and tools for gender mainstreaming. They are also used to develop models and *good practices* of gender mainstreaming and to support the empowerment of women and their inclusion into decision-making processes. *Success in changing institutional culture was further supported by setting targets and timeframes for internal gender equality.*

The Gender and Development Policy (1998) of the **Asian Development Bank (AsDB)** gave formal recognition to gender mainstreaming strategies. The key elements of the policy are gender sensitivity, gender analysis, gender planning, mainstreaming and agenda setting. Within this framework, projects targeting women continue to be promoted. The policy also provides scope for addressing new and emerging issues for women in the Asian region and aims to assist governments in the implementation of commitments made at the Beijing Platform for Action. According to Ingram-Roberts, the

AsDB sees the inclusion of gender considerations in macro-economic work as key to ensuring that gender issues are systematically addressed in all Bank supported operations. The Country Briefing Paper on women is therefore prepared concurrently with the Country Operational Strategy Study (COSS). In addition, the COSS contains an appendix with a separate strategy for women. Furthermore, gender screening is part of the Initial Social Assessment (ISA) which is mandatory for all Bank supported projects and programmes.

Gender Mainstreaming in the World Bank is detailed in its 1994 policy paper on gender, as well as in its Operational Directive, Best Practice Note, and “Mainstreaming Gender in World Bank Lending: An Update” (1997). The focus of its gender policy was on the expansion of girls’ education, improving women’s health, increasing women’s participation, expanding women’s options in agriculture, and providing financial services to women. The World Bank has also expanded its gender work beyond traditional social sectors to address gender needs in Country Assistance Strategies (CAS) as well as in public infrastructure and transport. The World Bank aims to reduce gender disparities and enhance women's participation in economic development through several strategies such as the design of gender-sensitive policies and programmes; the review and modification of legal and regulatory frameworks related to women's access to assets and services; engendering databases; and through gender analysis training.

The World Bank has also elaborated regional gender strategies and developed gender country profiles for the African and Asian regions which are made accessible through the web-site. An external consultative group on gender, which meets on a yearly basis, has been established. Its role is to assist in making World Bank activities more gender responsive to the specific needs and priorities of member countries, to provide technical advice and to initiate dialogue with the highest levels of World Bank governance and between the World Bank and NGOs.

The Commonwealth Secretariat has devised a mainstreaming strategy which is multifaceted and multi-layered. Harnessing the political will of leaders through endorsement of the Gender Management System (GMS) and the acceptance of the Commonwealth Plan of Action on Gender is the cornerstone of this strategy. It is a carefully detailed and structured approach to mainstreaming designed with small states in mind.

7.2 What is a Gender Management System?

A Gender Management System is an integrated network of structures, mechanisms and processes put in place within an existing organizational framework, to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas of an organization’s work in order to achieve greater gender equity and equality within the context of sustainable development. (Commonwealth GMS Handbook, p.11).

The GMS is designed to make government more gender-aware; increase the numbers of women in decision-making positions within and outside government; facilitate the formulation of gender sensitive policies, plans and programmes and promote the advancement of gender equality and equity in society. (Frankson, 2000, p.)²⁴

The first step in the mainstreaming strategy is for the policy to be approved by Cabinet and to be passed by Parliament. This will ensure full ownership and endorsement of the policy and plan, and the accompanying strategies for its implementation by government. The affirmation of, and commitment to use, Gender Management Systems is an important element to the implementation process. Collaboration and co-operation must be at the core of the GMS so as to enable stakeholders at every level to effectively participate in gender mainstreaming in government's policy and programmes.

7.3 Promoting the National Policy: A Gender Management System (GMS)

The Ministry of Community Development, Culture and Gender has overall accountability for the promotion and implementation of the policy on gender. While the Gender Affairs Division (GAD) as the Gender Focal Point/National Machinery, would have overall responsibility for driving the process of policy development as well as monitoring the implementation of policy in all government agencies and to guide and support gender mainstreaming, the cross-cutting themes of a gender policy makes promotion and implementation the responsibility of all stakeholders. A partnership of representatives of public, private and NGO sectors, forming a Gender Management System is required to support a gender mainstreaming strategy and to act as a catalyst. The Media is a key promotional partner in this undertaking especially in relation to public education and sensitization on policy issues relating to gender relations in the community.

References

Ingram-Roberts, Audrey, *Gender Mainstreaming*, UNESCO Regional Consultation, Mainstreaming Gender for Development, January, 2003.

Commonwealth GMS Handbook, Commonwealth Secretariat, 1999

Frankson, Joan Ross, *Gender Mainstreaming in Information and Communications*, Commonwealth Secretariat, 2000.)

SECTION 8

ACTION PLAN AND INDICATORS MATRIX

| POLICY 1: INSTITUTIONAL STRENGTHENING OF THE GENDER AFFAIRS DIVISION | | | | | | | | | | |
|--|--|---|-------------------------------|----------|----------|----------|----------|---|---|---|
| OBJECTIVE | STRATEGY | PROPOSED ACTIVITIES | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTPUT |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| 1. Empower the Division with the requisite status and autonomy as the national machinery | - Invest the Gender Affairs Division with powers of decision-making | - Equip the Division with requisite financial resources to implement policy - Staff training and upgrade of the Division through additional positions- Director, Policy Analyst, Communications and Education Officer, and Legal Officer | X | X | X | X | X | - A division that demonstrates increased ability in decision-making power - An increased budget allocated to the Division - Gender Studies included in qualifications for staff positions within the Gender Affairs Division - Establishment of all required positions | GORTT/Cabinet GORTT/Cabinet THA Secretariat GORTT, Gender Affairs Division THA Secretariat Gender Affairs Division | - A restructured, semi-autonomous Gender Affairs Division - All staff in the Division and its line ministry trained in Gender Studies - Monitoring mechanisms established |
| | - Promote/ensure gender equity/equality in all programmes, projects and policies | - Engender the policies and plans of other departments of the line Ministry - Broaden information systems to include gendered research | X | X | X | X | X | - Evidence of gender responsive/sensitive programmes and policies in line Ministry - Evidence of gender-based indicators of violence and standardised data | -do- | - Annual Reports on gender mainstreaming in all ministries - Detailed National |

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|--|---|--|----------|----------|----------|----------|---|---|---|
| <p>2. Ensure 'buy in'/acceptance of policy by all state bodies and wider society</p> | <p>- Promote gender policy nationally</p> | <p>and documentation</p> <ul style="list-style-type: none"> - Develop detailed action plan for implementation - Increase participation of beneficiaries throughout the project cycle | <p>X</p> | <p>X</p> | <p>X</p> | <p>X</p> | <p>collection instruments</p> <ul style="list-style-type: none"> - Participatory planning, implementation and monitoring of projects with relevant civil society organisations - More citizens aware of and understand gender policy - Increased number of persons understand the relevance of gender in their lives | <p>Gender Affairs Division, Government Information Unit</p> | <p>Action Plan developed and used</p> <ul style="list-style-type: none"> - Sustained gains of mainstreaming achieved with commitment of all agencies - Gender Policy and its goals disseminated throughout ministries, NGOs, CBOs and nationally - Communications Strategy developed |
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| POLICY 2: MAINSTREAM GENDER INTO OTHER MINISTRIES' POLICIES AND PROGRAMMES | | | | | | | | | | |
|---|---|--|------------------------|---|---|---|---|---|--|--|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| - Facilitate the organisational transformation of other Ministries/agencies and statutory bodies towards gender mainstreaming | Promote the gender policy within all ministries and agencies/statutory bodies | <ul style="list-style-type: none"> - Identify and establish gender focal points within each ministry - Hold meetings with Directors, senior staff to demonstrate the potential for including GAD in programmes and projects - Review existing policies addressing employees and clients to measure their gender responsiveness - Training workshops for focal points and key personnel on gender/gender planning - Establish and maintain a system of monitoring and evaluation | X | | | | | <ul style="list-style-type: none"> - Focal points identified, established and trained - Integration of GAD interventions in performance contracts of officials - Gender aware sectoral/departamental-interventions that build the capacities of the Ministries to address gender issues in all aspects of its work - Sector staff making its own development plans, budgets, programmes, projects and services gender-responsive - Institutional mechanisms (funding and staff) being used in implementing GAD programmes and projects System of monitoring and evaluation in place | Gender Affairs Division in collaboration with Permanent Secretaries and focal points | <ul style="list-style-type: none"> - Cadre of well-trained staff conducting gender analyses and monitoring of policy - Gender mainstreaming and institutionalization set out in annual planning and reporting - Gender perspective included in administrative and financial regulations and policy statements - Flagship programmes address gender issues - The use of the gender lens by relevant personnel to develop, analyse and evaluate programmes and projects - Continuous improvement of policies and procedures to make them gender responsive - Sustained gains of mainstreaming achieved and supported by all personnel |

| POLICY 3: INSTITUTE MACRO-ECONOMIC PLANNING/GENDER RESPONSIVE BUDGETING (GRB) | | | | | | | | | | |
|---|---|--|------------------------|---|---|---|---|--|---|---|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| - Mainstream gender analysis into planning process | - Introduce/Integrate gender analysis and gender planning into the national budgetary and planning process - Sensitize economists and planners in all Ministries on issues of gender and gender analysis | - Conduct a gender analysis of current and subsequent budgets - Institute system of gender audits to monitor and evaluate use of GRB - Provision of training opportunities to sector economists /planners/technocrats via scholarships, short courses, workshops on gender Gender Planner to work closely with Gender Affairs Division in national planning | X | X | X | X | X | - Future national budgets developed and reflect Gender Responsive Budgeting through more equitable allocation of resources | - Gender Planner - Ministry of Planning and Development - Gender Affairs Division | - Gender responsive development planning that ensure that plans and programmes tackle the relevant gender issues and concerns - Production of gender sensitive budgets -Increased allocation of funds /resources to priority programmes - Flagship programmes address gender issues - The use of the gender lens by relevant personnel to develop, analyse and evaluate programmes and projects - Continuous improvement of policies and procedures to make them gender responsive - Sustained gains of mainstreaming achieved and supported by all personnel |

| POLICY 4: IMPROVING THE CAPACITY OF THE JUDICIAL AND LEGAL SYSTEM | | | | | | | | | | |
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| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| - To achieve gender equity/social justice in law and legal systems | Engender the judicial and legal systems | <ul style="list-style-type: none"> - Organize and conduct sensitization workshops for all levels of staff in Ministry and all sectors of legal system - Collaborate with partners eg Hugh Wooding Law School to conduct training - Pursue curriculum reform to include gender at all levels of legal training - Identify strategic partners in the engendering initiative - Identify and support priority areas identified by GFP/Ministry and consultant - Sensitize the judiciary , practitioners on | X | X | X | X | X | <ul style="list-style-type: none"> - Increased number of staff /legal practitioners trained in gender issues and planning increased - Increase in number/percentage of training courses for legal and para legal practitioners conducted - Increased number of collaborative activities between HWLS/ UWI – CGDS/GD or other agencies - Gender and Law included in Law School (and Faculty) curriculum - Courses infused with gender analysis - Introduction of gender courses at all levels of higher learning - Evidence of use by judiciary and legal practitioners of literature/training in gender issues in the courtroom - Evidence of more gender sensitive language and | <ul style="list-style-type: none"> Legislative caucus/GFPs and Gender Affairs Divison Hugh Wooding Law School/GFP/UWI GD/HWLS | <ul style="list-style-type: none"> - More Gender Sensitive language in legislation |

| POLICY 5: INSTITUTE GENDER PARTNERSHIPS WITH LABOUR | | | | | | | | | | |
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| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| Implementation of gender mainstreaming into programmes, activities and projects | <ul style="list-style-type: none"> - Integrate gender concerns in the policies and programmes of employers in the public and private sectors - Monitor and promote equal opportunities of women in Executive and Managerial positions in the public and private sectors - Identify and establish mechanisms to deal with gender discrimination in the workplace - Conduct review of social security legislation to ensure gender equity | <ul style="list-style-type: none"> - Establish support systems/services to ease burden of working mothers/fathers - Conduct gender audits on hiring, promotion, conditions of work, etc. in the private sector - Address sexual harassment in the workplace - Conduct sensitization meetings with senior Ministry officials representatives of employers' and workers' organisations, policymakers and legislators - Revise Industrial Relations Act to recognize domestic workers as workers - Increase access to | | | | | | <ul style="list-style-type: none"> - Increase in the number of homework and childcare centres and establishment of work-based child care services - Promotion of national awareness of women's rights to promotion to managerial office - Enactment of the Basic Conditions of Work Bill. - Full and effective implementation of Sexual Harassment Legislation - Institution of sexual harassment policies in workplaces (including educational institutions) which are specific and consistent with place and conditions of employment - Information on minimum wages and basic conditions of work published in the print and electronic media - Enactment and effective monitoring of legislation | <ul style="list-style-type: none"> GORTT, Ministry of Labour, Gender Affairs Division -do- GORTT, Ministry of Labour and the Gender Affairs Division -do- -do- | <ul style="list-style-type: none"> - Increased level of gender consciousness among policymakers, legislators, employers' organisations and workers' organisations, and workers - The use of the gender lens in formulation and implementation of labour and other relevant legislation - Recognition of domestic workers as workers - Enactment of all relevant legislation |
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| | | | services for women in the informal sector in relation to credit, resources and skills - Monitor and ensure that minimum wages are maintained in all areas of (in)formal employment and workers have clear avenues for complaints | | | | | | that provides for equal pay for work of equal value | | |
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| POLICY 6: GENDER DIFFERENTIALS AND POVERTY ALLEVIATION | | | | | | | | | | | |
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES | |
| | | | 1 | 2 | 3 | 4 | 5 | | | | |
| Implementation of gender mainstreaming into poverty reduction programmes, activities and projects | - Integrate gender concerns into the National Poverty Reduction Strategy - | - Strengthen the capacity of the CSO to improve collection and analysis of gender sensitive data on household unwaged activity - Support research on women involved in unremunerated agricultural production, processing etc through formal and informal means | | | | | | - Data derived from 2000 census on unremunerated work published in the electronic and print media - Research/data collection on single-headed households and impact of poverty | GORTT, Gender Affairs Division, Ministry of Social Development, UWI, Ministry of Agriculture | - Gender consciousness in policy planning and delivery of poverty reduction programmes and projects | |
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| | <ul style="list-style-type: none"> - Develop programmes that increase the value and visibility of housework and unremunerated work - Establishment of enhanced measurement procedures, monitoring and evaluation capacity of existing funding initiatives - Sensitization meetings with senior local and central government officials - Gender sensitisation workshops with social welfare officers, community development, and field workers, NGO and CBO actors | <ul style="list-style-type: none"> - Develop programmes that increase the value and visibility of housework and unremunerated work - Establishment of enhanced measurement procedures, monitoring and evaluation capacity of existing funding initiatives - Sensitization meetings with senior local and central government officials - Gender sensitisation workshops with social welfare officers, community development, and field workers, NGO and CBO actors | | <ul style="list-style-type: none"> - Evidence of programmes to increase the visibility and value of housework and other forms of unremunerated work - System of low interest rate loans for men and women in business - Special financial services to encourage entrepreneurship in industry, agriculture and commerce - Coordination of poverty reduction strategies in municipal regions | Division, Ministry of Labour, Ministry of Social Development, UWI | <ul style="list-style-type: none"> - Gender balance in the distribution of funds to all vulnerable groups – (fe)male households, youth and the disabled Establishment of Regional Development Councils consisting of local government officials and civil society including CBOs |
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| POLICY 7: FOSTERING EMPLOYMENT AND ECONOMIC DEVELOPMENT IN THE AGRICULTURAL SECTOR | | | | | | |
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| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| Fostering public commitment to improving the facilities to rural agricultural and fishing communities and increasing economic and employment opportunities for men women involved in the agricultural sector | <ul style="list-style-type: none"> - Conduct a nationwide study on gender and agricultural sector, including employment trends, land ownership, earnings, payment and wages, access to credit, investment, ad other related variables - Research on all forms of credit available for agricultural development | <ul style="list-style-type: none"> - Establishment of GAD focal point - Redefinition of the term 'farmer' as gender neutral in all policy document and data collection instruments, legislation to include women who are not landowners - Assessment of the gender differences in access to and repayment of credit - Examine the criteria used for selecting beneficiaries of land purchase and credit schemes in relation to the position of women in the sector - Generation of banking facilities in rural communities of Toco/St. David and Cedros - Establish media and other public programmes that | 1 | <ul style="list-style-type: none"> - Evidence of gender sensitive data and research on the agricultural sector - Credit programmes that offer equal services to men and women in the sector | GORTT, Gender Affairs Division, Ministry of Science and Technology and Tertiary Education, COSTATT, UWI, Ministry of Agriculture, NAMDEVCO | <ul style="list-style-type: none"> - Gender neutral language and gender sensitive legislation, policy and programmes on the sector - A credit system that is gender responsive and considers the needs of women farmers who are not landowners - Public awareness and sensitivity on agricultural and environmental issues and the preservation of natural resources |
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| | | | | - Reduction in agricultural practices that harm the environment | | |

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| | | | | | <p>agricultural workers and farmers at all levels to facilitate harmonious and sustainable use of the limited natural resources</p> <ul style="list-style-type: none"> - Research and analyses to facilitate planning for employment opportunities for men and women in agriculture, horticulture and fisheries - Strengthen agricultural, horticultural and fisheries education in rural communities through increased gender-sensitive agricultural training at all levels of schooling | <p>promote public discussions about agricultural and environmental issues and concerns on the utilization, exploitation and preservation of natural resources</p> <ul style="list-style-type: none"> - Strengthen gender studies in the curriculum and training programmes for Agricultural Extension Officers, ECLAF, COSTATT, UWI | | | <p>- Gender responsive teaching and training curriculum, and extension services</p> | | | | |
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| POLICY 8: SOCIAL AND COMMUNITY DEVELOPMENT | | | | | | |
|--|--|---|-------------------------------|-------------------|-------------------------------------|--------------------------|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| -Foster social and community development through improvement in the quality of family life and transformation of the internal dynamics of families | - Review Domestic Violence Act and establish appropriate structures to support it | <ul style="list-style-type: none"> - Include gender sensitive peer and professional counsellors and support groups for men and women victims/survivors and perpetrators - Institute a centralized system of data collection on domestic violence - Establish comprehensive system for monitoring the implementation of the legislation | 1 | | GORTT, Gender Affairs Division, UWI | |
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| | | <ul style="list-style-type: none"> - Increase its capacity to collect and analyse data on use of the Domestic Violence Hotline to facilitate research and policy - Increase its capacity to work with men and boys on issues of domestic violence and gender violence | | | -do- | |
| | <ul style="list-style-type: none"> - Review and strengthen the Domestic Violence Unit | <ul style="list-style-type: none"> - Develop guidelines for the effective functioning of Shelters for Battered Women in Trinidad and Tobago | | | -do- | |
| | Improve and increase protection for women threatened with domestic violence | | | | | |

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| | <ul style="list-style-type: none"> - Establish the best conditions under which men and women may enjoy social and familial life - Institute parenting support programmes and | <p>based on best practices of experience, procedures, policies and approaches, utilisation, support systems provided, funding and qualification of staff</p> <ul style="list-style-type: none"> - Implement prison reform/rehabilitation programme - Develop policy on small arms and their availability, distribution and use - Conduct research on the outcome of applications for protection orders under the legislation - Establish a Victims/Women's Advocacy Programme to help victims of domestic and sexual abuse including those within the judicial process - Incorporate Gender Studies in the formal training of Police Officers - Conduct comparative indepth study that examines the comparative situation of men and women in all spheres of life - Institute programmes that will strengthen | | | | | | Evidence of measures | <p>Ministry for Legal Affairs, Gender Affairs Division, UWI</p> <p>Ministry of National Security, Gender Affairs Division, UWI</p> <p>Gender Affairs Division, Ministry of Community Development, Ministry of Social Development, UWI</p> <p style="text-align: right;">-do-</p> | |
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| | <p>evaluate current legislation</p> | <p>parenting skills and enable young parents to gain skills in effective parenting</p> <ul style="list-style-type: none"> - Strengthen the Male Support Programme of the Gender Affairs Division especially those that support parenting training and include programmes on fatherhood in communities and workplaces - Increase the number of males trained in Gender Studies through incentives of scholarships - Review practice of paternity leave in local and foreign jurisdictions to prepare draft legislation - Develop guidelines and policies on Early Childhood Centres - Increase support to parents in new ways of child-rearing, gender awareness, non-violent discipline, and child development - Create measures to increase men's participation in the pre-natal and birthing process - Provide support mechanisms for men | | | | | <p>and support mechanisms to increase men's participation in family life</p> | <p>Ministry for Legal Affairs, HWLS, Gender Affairs Division, UWI</p> <p>Ministry of Education, Ministry of Social Development</p> | | | | |
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| | | <ul style="list-style-type: none"> - Protection of the rights of children | <ul style="list-style-type: none"> - Place specialised officers at police stations for taking statements and a Rape Unit. - Implement the Children's Authority Act - Conduct research on the practice and meaning of incest in Trinidad and Tobago for the purpose of defining clear intervention strategies and policies - Improve data collection on incest and child abuse - Incorporate issues of incest and child abuse into HFLE programmes in primary and secondary schools, with training for selected teachers to deal with the cases - Establish and/or increase temporary safe homes for children who are victims of abuse separate from existing Children's Homes and institutions for young offenders - Gender training and sensitisation for officers who work in areas that deal with child counselling | | | | | | <ul style="list-style-type: none"> - Promote gender sensitivity training and education for youth workers | | | | | <ul style="list-style-type: none"> - Ministry for Legal Affairs, Gender Affairs Division, Ministry of Education | <ul style="list-style-type: none"> - Gender Affairs Division, Ministry of Sport and Youth Affairs, Ministry of Education, COSTATT, Ministry of Social Development |
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| | | <ul style="list-style-type: none"> - Establish gender sensitisation of youth-oriented education and skills training programmes to counteract gender bias in curricula and course content - Increase opportunities for internship and apprenticeship programmes – YMCA - Strengthen outreach to 'youth at risk' through early identification and social intervention - Integrate the issues associated with aging into national development plan - Promote awareness on issues pertaining to older persons and ageing - Ensure that national data include information that is age specific - Establish comfortable, affordable private sector communities - Ensure the enactment of the Homes for Older Persons Act - Conduct workshops and support activities for the aged population | | | | | <p style="text-align: center;">Division of Ageing, Ministry of Social Development</p> | | |
| | <ul style="list-style-type: none"> - Caring for the aged population | | | | | | | | |

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| | | | of men and women - Conduct research on the multiple disadvantages of ageing, gender and minority status - Provide and increase support for caregivers of the aged. | | | | | | | |
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| POLICY 9: EDUCATION AND HUMAN RESOURCES DEVELOPMENT | | | | | | | | | | |
|---|--|---|-------------------------------|---|---|---|---|---|--|---|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| Integration of gender perspectives to ensure that the educational system, teacher and student training plans, policies and programmes are gender responsive | <ul style="list-style-type: none"> - Conduct gender audit of education legislation, policy, and teaching and school curriculum - Review curricula materials to eliminate gender bias and create gender equity - Encourage ongoing research on gender differentials in education - Address gender concerns in draft policy on standards for early childhood education | <ul style="list-style-type: none"> - Establish focal point position and conduct sensitization for Ministry officials - Strengthen of research institutions to conduct specialised research - Revisit language of the Gender and Education Act to make it more gender sensitive and gender inclusive - Include components of gender and gender socialization in training courses, from early childhood education to tertiary | | | | | | <ul style="list-style-type: none"> - Increased number of staff trained in gender issues - Evidence of gender responsive education policy and training - Research that informs gendered education policy - More gender-responsive training and gender sensitive trainers/educators | GORTT, Ministry of Education, Ministry of Science, Technology and Tertiary Education, Gender Affairs Division, UWI | <ul style="list-style-type: none"> - Reduction in sexism and gender stereotyping that limit participation of men and women's participation - Gender sensitive and gender inclusive language in legislation – Gender and Education Act, Proposed Standards for Early Childhood Services - Expansion in the options in training and education that reflect the move towards the development of a knowledge-based and entrepreneurial society |

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| | <ul style="list-style-type: none"> - Integration of primary teachers' education to enhance training and status of primary to attract more males into this level - Establish gender sensitive counselling to assist students to broaden and enhance their career and life choices | <ul style="list-style-type: none"> - Facilitate a district gender curriculum expert to train teachers on gender sensitivity in the classroom - Retraining of teachers at Primary and Secondary Levels in pedagogy - Male and female mentorship programmes in secondary schools - Design innovative teaching programme in sex education for primary and secondary schools - Establish social work 'travelling' position in all schools | | | | | | | |
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| POLICY 10: HEALTH, NUTRITION AND FAMILY PLANNING | | | | | | |
|--|--|--|------------------------|---|---|--|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 2 3 4 5 | | | |
| To contribute better health and wellness for women and men, healthy relationships between them, advancing their potential toward individual, personal and professional goals | <ul style="list-style-type: none"> - Formulation of a gendered health policy that advocates for more data on the full effects of gender on the status of health | <ul style="list-style-type: none"> - Establishment of GAD focal point in the health sector - Develop programmes for disease prevention that meet the specific needs of men and women - Increase research in gender and sexuality to identify the key patterns of transmission of HIV/AIDS - Increase awareness of environmental health and occupational safety hazards for men and women - Establish programmes and services for victims of violence and abuse - Intensify information campaign in family planning methods to men and women - Upgrade and improve access to primary health care | | <ul style="list-style-type: none"> - Strengthened GAD focal point at the national and regional levels - Evidence of increased investment in information education to counter social and cultural values that influence men and women's health - Evidence of integration of gender concerns in health research, government policies, plans and major programmes of health-related government agencies | GORTT, Ministry of Health, Faculty of Medicine UWI, Ministry of Science, Technology and Tertiary Education, Gender Affairs Division | <ul style="list-style-type: none"> - Gender consciousness of policy makers, legislators, programme managers, and health professionals on the health needs and concerns of men and women - Gendered legislation and policies that promote health at all stages from infancy to old age - Improved functional health and nutritional literacy in the population - Full implementation of the Magna Carta for Public Health |

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| | <p>equal access to health care services</p> | <p>facilities increasing range, quality and quantity of services</p> <ul style="list-style-type: none"> - Improve coordination of health education and promotion programmes especially in areas of primary and preventive health care - Equip health facilities to educate and deal with leading causes of death for males and females - Improve gender equity in health insurance coverage and assess the gender impacts of the private health care system - Provide information and create sensitisation programmes for women on issues related to sexual and reproductive health - Review legislation related to women's reproductive rights - Introduce female and family friendly birthing procedures and practices in public and private hospitals - Increase media exposure and public health for a targeting | | | | | |
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| | | | | | <p>male health promotion to encourage health-seeking and less risk-taking behaviours</p> <ul style="list-style-type: none"> - Support the FPA Men's Clinic - Increase and enhance substance abuse treatment facilities for women - Improve the availability of low-cost psychological counselling for both men and women - Review acceptance criteria for medical and health training institutions to include concern for welfare of others, empathy and ethics - Train health professionals in gender sensitivity in the areas of reproductive and sexual health, breast and cervical cancer, male prostrate cancer, male reproductive health and STDs - Review conditions and remuneration in nursing profession to attract and retain male and female nurses | <ul style="list-style-type: none"> - Review of the curriculum in Medical Education - Improve the professional status, remuneration, and existing working conditions of nurses vis a vis doctors - Ensure equality in job opportunity in promotions in positions where there is an unequal representation by sex | |
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| | | | | | | - Change the job titles of positions that can be performed by both men and women | | | | |

| POLICY 11: GENDER AND THE DISABLED POPULATION | | | | | | | | | | |
|--|--|---|-------------------------------|---|---|---|---|---|--|--|
| OBJECTIVE | STRATEGY | PROPOSED ACTIONS | TIME FRAME (2004-2009) | | | | | INDICATORS | RESPONSIBILITY | EXPECTED OUTCOMES |
| | | | 1 | 2 | 3 | 4 | 5 | | | |
| Integration of gender-responsive policy | <ul style="list-style-type: none"> - Administration of a gender disaggregated census of people with disabilities - Enhancement of public facilities that make education or work more accessible - Promotion of programmes that educate the population and | <ul style="list-style-type: none"> - Support and increase gendered research on men and women with disabilities - Conduct research on gender-based violence and sexual abuse against disabled persons especially women and children - Mandatory construction of ramps in all public spaces, public transportation, lifts and wheel chair friendly pavements - Gender specific training for disabled students in the area of work-based life skills in relation to Minimum Wage laws, | | | | | | <ul style="list-style-type: none"> - Data on induced disabilities resulting from acts of domestic violence - Evidence of user friendly access for the disabled in buildings, buses, and public spaces - Updated and upgraded curriculum that adequately prepares disabled students in all aspects of the world of work | GORTT, Disability Affairs Unit, Ministry of Social Development, Gender Affairs Division, Ministry of Education, NCPD, and other relevant private and public agencies | <ul style="list-style-type: none"> - Gendered policy that is concerned with the treatment of disabled men and women as whole, productive, social and sexual individuals - Public consciousness and understanding of the needs and rights of the disabled population - Programmes for rehabilitation and counselling in agencies that deal with the disabled men and women - Updated education and training programmes that properly meet the needs of the disabled |

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| | <p>make them more sensitive to the needs and rights of the disabled population</p> <ul style="list-style-type: none"> - Increase in the technical and financial support to institutions working with disabled persons | <p>sexual harassment, and Health and Occupational Safety Codes</p> <ul style="list-style-type: none"> - Training of teachers, educators and caregivers at all levels to deal with the disabled - Extend and/or increase financial, social and psychological support to disabled persons and their families | | | | | | | | | | | | | | | | | |
| | | <p>- Sensitisation in the gender issues that affect the disabled</p> | | | | | | | | | | | | | | | | | |

DRAFT ACTION PLAN FOR THE COORDINATION AND IMPLEMENTATION OF THE NATIONAL GENDER POLICY – TRINIDAD AND TOBAGO

DEVELOPMENT: a process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and equitably distributed improvements in their quality of life.

EMPOWERMENT: achieving control over one's life through expanded choices. Empowerment encompasses self-sufficiency and self-confidence and is inherently linked to knowledge and voice. Empowerment is a function of individual initiative, which is facilitated by institutional change.

GENDER ANALYSIS: the systematic assessment of policy and practice on women and men respectively and on the social and economic relationships between the two. The application of a gender perspective to the development issue which is being addressed requires: an analysis of the gender division of labour, the identification of the needs and priorities of women and men, the identification of existing opportunities and constraints to the achievement of development objectives, and the choice of an intervention strategy to address these.

GENDER AWARENESS: refers to a recognition of the differences in the interests, needs and roles of women and men in society and how this results in differences in power, status and privilege. Gender awareness also signifies the ability to identify problems arising from gender inequity and discrimination.

GENDER BLINDNESS or NEUTRALITY: the inability to perceive that there are different gender based expectations and responsibilities and, consequently, the failure to realise that policies, programmes and projects may have different impact on women and men.

GENDER CONCERNS/ISSUES arise where an instance of gender inequality is recognised as unjust. The fact that women are paid less than men for similar jobs is a gender concern and would need to be taken into account in labour legislation and practice. Other examples of gender-specific issues are violence against women, discrimination against men in family planning services, inter alia.

GENDER EQUALITY means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realizing their full human rights and potential to contribute to political, economic, social and cultural development, locally, nationally and internationally, and to benefit from the results. Sameness of treatment and opportunity does not necessarily ensure equality because women and men differ in biological and other ways. This gender equality must be accompanied by equity.

GENDER MAINSTREAMING

This term may be conceptualized in two different ways: on the one hand it is a strategy for integrating gender issues into the existing development policies, programmes and activities of government. On the other hand, mainstreaming also means agenda setting which implies transformation of the existing development agenda using a gendered perspective. These two concepts are not exclusive and actually work best in combination to ensure equity and equality of outcomes.

(b)Gender Mainstreaming means integrating a gender equality and equity perspective into all the mainstream activities of government, at the policy, programme and project levels. It can have two approaches, an ‘integrationist’, which merely seeks to integrate women’s concerns into the existing developmental activities without changing the agenda, or an “agenda setting” approach which seeks to transform the thrust of development policy by incorporating women’s concerns into the mainstream.

GENDER/SEX DISAGGREGATED DATA: the collection of information and the analysis of results on the basis of gender, e.g., data on the status and socio-economic roles of different groups of men and women or data based on the biological attributes of women and men.

GENDER SENSITIVITY

An awareness of, openness and responsiveness to the issues relating to the (social) relations between women and men, within specific societies and contexts. It also reflects an ability to apply gender analysis to areas of work and life where it is applicable.

PRACTICAL GENDER INTERESTS/NEEDS

Women and men have practical gender needs. Such needs emanate from the actual condition women and men experience due to the sexual division of labour and their responsibilities ascribed to them by society. Often women’s practical gender needs are related to roles as mothers, homemakers, wives, and community managers. For example, day care or sewing machines in a community centre. The relative position of women to men and in society is not necessarily changed when practical gender needs are met. Practical gender interests are derived from practical needs

STRATEGIC GENDER NEEDS/INTERESTS

Women and men have strategic gender interests. Women’s strategic gender interests relate to women’s empowerment and to what is required to overcome the subordinate position of women to men in society. Such needs vary according to the economic, political, social and cultural context. For example, in the Cayman Islands context, women’s strategic gender interests were addressed when women sought and achieved the right to vote and to be recognized in public life because such action raised the position of women in the society. The promotion of men’s health issues in preventive health education, as advocated in this document, constitutes a combining of practical and strategic male gender interests. On the one hand it addresses men’s practical need for health service and information. On the other hand, it is strategic to men’s empowerment through heightened awareness of their health issues.

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