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# Gender Assessment USAID/Barbados and Eastern Caribbean



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# GENDER ASSESSMENT USAID/Barbados and Eastern Caribbean

**Prepared by:**

Charla Britt, PhD, Team Leader, DevTech Systems, Inc.

With assistance from Jason Jackson and Rohan Jeremiah

Photo credits: Charla Britt

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## Acronyms and Abbreviations

AAD	Activity Approval Document
ACCP	Adapting to Climate Change in the Caribbean Project
ADS	Automated Directives System
AIDS	Acquired Immune Deficiency Virus
AO	Assistance Objective
BTool	Vulnerability Benchmarking Tool (developed by ESDU)
C.A.R.E.	Center for Adolescent Renewal and Education
CANTA	Caribbean Association of National Training Agencies
CARICOM	Caribbean Community and Common Market
CBSI	Caribbean Basin Security Initiative
CCCC	Caribbean Community Climate Change Center
CDEMA	Caribbean Disaster Emergency Management Agency
CDERA	Caribbean Disaster Emergency Response Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination
CIDA	Canadian International Development Agency
COP-11	UN Climate Change Conference (Montreal)
CPACC	Caribbean Planning for Adaptation to Climate Change Project
CRC	Convention on the Rights of the Child
CSME	Caribbean Single Market Economy
CSW	Commercial Sex Worker
CVQ	Caribbean Vocational Qualifications
CXC	Caribbean Examinations Council
CXE	Common Entrance Exam
DIFD	Department for International Development (UK)
EAG	Expert Advisory Group
ESDU	Environment and Sustainable Development Unit
GA	Gender Assessment
GAP	Gender Action Plan
GBV	Gender-based Violence
GDP	Gross Domestic Product
GIO	Gender Integration Opportunity
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ISP	Institutional Strengthening Project
LBGT	Lesbian, Bisexual, Gay and Transgender
MACC	Mainstreaming Adaptation to Climate Project
MDG	Millennium Development Goals
MSM	Men Who Have Sex with Men
NGO	Non-Governmental Organization
OECS	Organization of Eastern Caribbean States
PAHO	Pan American Health Organization
PANCAP	Pan Caribbean Partnership Against HIV/AIDS

PEP	Post-Exposure Prophylaxis
PEPFAR	United States President's Emergency Plan for Aids Relief
PLWH	People Living with HIV/AIDS
PoA	Beijing Declaration and Platform for Action
RFA	Request for Application
RFP	Request For Proposal
RISE	Respect Institute Social Development and Education Program (St. Lucia)
RPF	PEPFAR Caribbean Regional HIV/AIDS Partnership Framework
SALW	Small Arms and Light Weapons
SIDS	Small Island Developing States
SKN	St. Kitts and Nevis
STI	Sexually Transmitted Infection
UN	United Nations
UNDP	United Nations Development Program
UNFCCC	UN Framework Convention on Climate Change
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USAID/B-EC	USAID/Barbados and Eastern Caribbean
VAW	Violence Against Women
WHO	World Health Organization

## Executive Summary

USAID/Barbados and Eastern Caribbean offers assistance primarily in the six independent states of the Organization of Eastern Caribbean States (OECS)<sup>1</sup> and Barbados, although some programs extend to other members of CARICOM (Caribbean Community). Countries in this region are classified as Small Island Developing States (SIDS). While each nation has its own government and unique history, similarities in gender relations, socioeconomic development, and vulnerability to natural disasters, fiscal crises, and climate change cohere across the region.

This Gender Assessment (GA) explores key gender issues and gender-based constraints in the Eastern Caribbean and wider CARICOM region. The purpose is to analyze the impact of programs and projects on gender relations in accordance with USAID's Automated Directive System (ADS) requirements, and provide background on integrating gender in proposed key sector initiatives for the new Strategic Plan (2011-2015). This study is divided into two parts.

Part One provides an overview of USAID ADS gender requirements, methodology, key definitions, and gender disparities in human development indices, socioeconomic context, and legal and policy frameworks. It also reviews gender dimensions of USAID's Eastern Caribbean programs and projects, focusing on the key sectors in the new Strategic Plan – namely, youth, climate change, and HIV/AIDS. Given the transition into new areas of work, this assessment takes a forward orientation in its analysis and recommendations. Part Two presents a Gender Action Plan (GAP) with steps for mainstreaming gender in Mission policies, procedures, and activities outlined and explained.

In the Caribbean, gender dynamics and the opportunities or constraints these create in terms of decision-making power and access to education and employment are a conundrum in comparison with trends in other regions or countries. At a glance, gender inequalities appear to have tilted toward male marginalization, especially in terms of underachievement and school dropout rates. However, while the educational attainment of women exceeds that of men, women's employment prospects remain limited, with many confined to low status and low pay positions. While concerns about the plight of adolescent boys are valid, this detracts attention away from the fact that *both* boys and girls (particularly those from poor households) are underperforming and the impact this has on gender relations and labor market outcomes.

Gender identities, based on traditional notions of what it “means” to be a man or a woman, remain strong predictors of opportunity in the Caribbean. The urgent need to address gender concerns is most evident in the high rates of violence against women (VAW) and growing incidences of gender-based violence (GBV) against stigmatized groups, the inability of women and girls to negotiate safe sex which is linked to higher incidences of HIV/AIDS, rising rates of poverty among female-headed households, and inequalities in employment opportunities and educational achievement. Throughout the region, men and women remain trapped in socially-proscribed roles, fueling expectations and behavior patterns that negatively affect their health and life-choices.

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<sup>1</sup> The OECS is comprised of six independent countries and three British Overseas Territories. . works in the independent countries, namely: Antigua and Barbuda; Dominica; Grenada; St. Kitts and Nevis; St. Lucia; and St. Vincent and the Grenadines.

Barbados and all of the OECS countries rank as “medium” or “high” on the United Nations Development Fund Program (UNDP) Human Development Index (HDI). Positive social indicators include fertility rates that are close to replacement level, high life expectancy, and low infant and child mortality. Moreover, almost 90% of people have access to safe drinking water, sanitation, and electricity. Finally, all countries have achieved universal access to primary education for both girls and boys, and are close to achieving universal secondary education.

These accomplishments are notable, but they are also increasingly at risk. Gender-aware policies and programs are needed to address poverty and inequality, improve the quality and relevance of education, decrease the spread of HIV, respond effectively to climate change through adaptation and disaster risk management strategies, and protect women, children, and stigmatized groups from increasing levels of violence and abuse.

Poverty increased with the economic downturn in 2008, and labor markets have yet to recover. Poverty rates range from a low of 14% in Barbados to a high of 38% in St. Vincent and the Grenadines, and are greater in rural areas where more than half of the population lives. Women head up to two-thirds of households across the region. Female-headed households are more likely to be poor, and have a larger family size and a greater number of dependents (children and elderly relatives). Because of the large proportion of single parents and female-headed households, another important dimension to poverty is the failure of fathers to meet their financial obligations to their children.

Though impacts vary because of the availability of different services and social safety nets, poverty is manifested throughout the Caribbean in low incomes, more limited access to education and other basic services, inadequate housing, unsafe environments, and social marginalization. In general, households with inadequate income are at greater risk of domestic violence, teenage pregnancy, school dropout, drug use, and malnutrition and food insufficiency.

A relatively high percentage of Gross Domestic Product (GDP) is spent on education throughout the sub-region, but academic results are mediocre. Just 85% of students at the primary level complete their studies. At the end of secondary school, two-thirds of students pass only one or two subject exams, and close to one-third (28%) do not pass any. Girls form the majority of students from primary through tertiary levels, and in most vocational and skills training centers. That girls outperform boys is not about disparities in access to education, as boys and girls have equal access. Rather, it suggests gender disparities resulting from social norms and structural constraints. Specifically, differential treatment of boys and girls by teachers, differences in the behavior expectations attached to boys and girls by parents and society at large, and the structure of and approach taken by the education system. A serious concern in the policy debates surrounding the difference in educational performance of boys and girls is that the focus on “male marginalization” detracts attention from the fact that ***both boys and girls from poor households are performing terribly***, with girls simply doing less badly.

Prevailing cultural norms, practices, and prejudices have critical impacts on performance in the education system and, ultimately, employment prospects. Though shifts are starting to occur, women are unemployed at rates that are nearly twice that of men. Moreover, they have lower labor market participation rates, receive lower wages, and are under-represented in decision-

making positions. Another ongoing gender dynamic is the degree of stereotyping that occurs in the subjects studied or types of training pursued by men and women. At the tertiary level, a majority of women study subjects in the humanities while men are over-represented in the sciences. Jobs in construction and metal work are largely held by men, and the majority of jobs in the hotel industry, particularly at the low end, are held by women.

Migration is common, with at least one member of half of all households living overseas. In Antigua and Barbuda, Grenada, and St. Kitts and Nevis (SKN) as much as 40% of the population has migrated. Migration keeps population growth low, and provides essential economic support through remittances. However, the social costs can be great, placing strains on family members and the eroding social cohesion within communities. It is estimated that between 20 to 30% of children in some countries are not living with their parents – due in large part to migration. “Child shifting” (when children are moved around to live in different households at different times) is a longstanding practice of the sub-region, and it does not mean that kids are necessarily neglected. However, traditional support from extended families and the community is eroding, and the burden of care is now falling disproportionately on female relatives (usually grandmothers) who may be unable to adequately supervise and care for young children or teenagers. In addition, children are being raised by older children (either as a result of absentee parents or the high rate of teenage pregnancy).

The shortcomings of parenting skills came up frequently with key informants. Many parents lack knowledge about early childhood development, positive-reinforcement approaches to discipline, and how to deal with behavior problems. Parenting strategies range from utter neglect to a reliance on authoritarian methods, including the use of corporal punishment. Men and boys tend to separate sex and fatherhood; they seek sex with as many women as possible as a way of proving their manhood, regardless of the quality of the relationship. Some young girls are valorizing hyper-sexuality in a false sense of empowerment, by mimicking male sexual norms and demanding sex (“bashment” culture). In general, fathering is described as an “elective” activity, while mothering is viewed as a “must-do.”

Anecdotal evidence suggests rates of violence and abuse are increasing, especially affecting women and children. At least 40 to 50% of women experience domestic violence. This estimate may be low, however, because victims generally do not report abuse. There is limited scope for recourse because domestic violence laws are non-existent, weak, or not enforced throughout much of the sub-region. Children are exposed to different kinds of violence (physical, sexual, emotional, and verbal) in homes, schools, and within the context of discipline and punishment. In a nine-country survey of Caribbean school children undertaken by UNICEF, 15% of girls and 17% of boys reported that they had been physically abused, and 11% of girls and 9% of boys reported that they had been sexually abused. Children who experience abuse are more likely to be violent and abusive as adults. Gang related violence is also increasing, including kidnappings and drive-by shootings. Gangs are receptors of disaffected at-risk males, many of whom are unemployed and have few options.

The Caribbean is the second-most HIV/AIDS-affected region in the world, after sub-Saharan Africa. HIV/AIDS is the leading cause of death in the 25 to 44 age range. Heterosexual transmission accounts for almost two-thirds of infection. Social and behavioral norms, and the

gender inequalities these sustain, fuel the AIDS epidemic in the Caribbean. It is estimated that the annual incidence of HIV is three to six times higher in women aged 15 to 24, than for men of that age group. This has led observers to believe that there is a “feminization of the HIV/AIDS epidemic,” largely resulting from unequal power relations and unsafe transactional sex between girls/young women and older men. However, women are testing at twice the rate of men so this statistic may be a matter of incomplete data.

There are growing concerns that the HIV/AIDS epidemic will persist, and has begun to evolve in ways that disproportionately affect youth, women, commercial sex workers (CSWs), and men who have sex with men (MSMs). Many of these groups face stigma and discrimination because of their gender identities, and some are forced to engage in risky behaviors for money or material gain. Individuals are reluctant to test for HIV infection because of concerns of stigmatization and problems of confidentiality in the health service system. This has resulted in the “undergrounding” of the epidemic.

USAID/B-EC’s partner organizations have successfully channeled resources toward providing different services (especially in terms of open trade, biodiversity and protected areas, and HIV/AIDS), but they have been less successful in integrating gender into planning and design, implementation, and monitoring and evaluation. In many cases indicators are not disaggregated by sex, and offer little information on changes in gender relations. This makes tracking how projects or programs have affected men and women differently difficult. With no baseline from which to make comparisons, changes in gender relations or improvements in gender ratios become guesswork. More attention to gender integration will be possible with the recent funding of a Gender Specialist position (made available through the PEPFAR Gender Challenge Fund), and follow-through on recommendations made in this assessment.

The new Strategic Plan and onset of new activities present an excellent opportunity for USAID/B-EC to better integrate gender from the earliest stages of design and implementation. Programs under the new Strategic Plan focus on addressing problems faced by at-risk youth (through workforce development, basic education, entrepreneurship, and juvenile justice), climate change adaptation and disaster risk management strategies, and HIV/AIDS prevention, care, and treatment. Gender remains a critical cross-cutting theme. Some key concerns and recommendations in these areas are highlighted by issue area.

## **Helping At-Risk Youth**

Reforms in primary and secondary education are necessary to improve the performance of students, and the quality and relevance of their education. One way to reduce dropouts in secondary school is to improve the quality of “first chance” education.

- Work closely with the Education Reform Unit of the OECS, to assess what steps are being taken and where further support is needed.
- Teacher training to improve quality of teaching, learn about positive-reinforcement discipline methods (non-corporal punishment), as well as “ages-and-stages” and learning-style differences between boys and girls.
- Conduct a study to determine what incentives should be provided to teachers to reward performance, and to identify and address teacher underperformance.

- Improve the learning environment and special education programs, including pedagogy methods that are more appropriate for young boys (i.e., more interactive and “hands on”).

Workforce development and vocational training programs should improve the skills and employment prospects for youth, especially young men and single mothers. However, greater time and attention needs to be given to life-skills curriculum. In terms of turning around the lives of trainees, effective life-skills training may be the most important component of a vocational training program. This may especially be true since many boys begin these programs with learning challenges and are likely to have a history of academic failure (possibly including verbal or physical abuse), and thus may have feelings of inadequacy and low self-esteem.

- Improve the quality of life-skills components for “second chance” learning and skills development.
- Include gender knowledge and men’s constructive engagement approaches in life-skills curriculum.
- Provide remedial or special education classes for those who have learning disabilities or difficulties with reading and comprehension.
- Encourage students to pursue skills development in non-stereotypical and un-gendered occupations.

Poor educational outcomes and entrenched gender dynamics have implications for fostering entrepreneurship. Given weak educational attainment, aspiring entrepreneurs tend to pursue businesses in low-productivity, low-risk ventures which have limited income-earning potential. This underscores the importance of not neglecting employment creation in the bid to boost opportunities for entrepreneurship.

- Support efforts by young entrepreneurs to engage in new economy ventures.
- Encourage men and women to pursue opportunities in un-gendered or cross-stereotypical business development.

The Eastern Caribbean’s juvenile justice systems lack appropriate facilities and training for police, judiciary, legal, and social service professions. New strategies and programs will be needed to increase the likelihood of successful reintegration of young offenders.

- Support programs that offer positive pathways for male adolescent transition into adulthood.
- Offer training for police and other law enforcement agencies to better manage the challenges of dealing with “on the block” boys, including gender analysis that examines the consequences of prevailing definitions of masculinity and what it means to be a man.
- Help to establish protocols for the treatment of juveniles in the justice system, including the consistent application and definition of a child.

## **HIV/AIDS**

Efforts to inform young people about the consequences of unsafe sex have not resulted in behavior change. Tackling HIV/AIDS in the region will require a shift from the emphasis on individual responsibility toward addressing the social drivers of the epidemic.

- Explore how social and sports clubs can be used to engage adolescent boys in creating more equitable gender relations with their partners to reduce GBV, unwanted pregnancies, and HIV transmission.
- Reduce violence and coercion by supporting efforts to change social norms that perpetuate GBV against women, marginalized groups, and Lesbian, Gay, Bisexual, and Transgender (LGBT) populations.
- Establish better protocols around confidentiality and respectful treatment and care for HIV/AIDS patients of all genders and sexual orientations.
- Support efforts to strengthen policy and legal frameworks that outlaw VAW and GBV.
- Address men's norms and behaviors by constructively engaging men in advancing gender equity, preventing violence, and promoting sexual and reproductive health for themselves and their partners.
- Involve men in prevention of mother-to-child transmission, behavior change programs addressing alcohol and substance abuse, cross-generational sex, and multiple concurrent partnerships.

## **Climate Change Adaptation and Disaster Risk Management**

Climate change, like gender, is a cross-cutting issue that needs to be linked to inequalities in risks, vulnerabilities, and capacities based on social roles and available assets. Women are often disproportionately affected by natural disasters and environmental stress because of their gender roles and responsibilities, unequal access to resources, and sometimes limited mobility. However, they can also be essential resource managers and agents of adaptation. Unfortunately, gender concerns are being under-represented in stakeholder discussions on climate change risk management.

Gender needs to be integrated into national and regional dialogues on climate change adaptation, with gender analysis in planning and programming strengthened. It is important to understand where women's and men's priorities conflict and concur, and how policies and programs can best respond to different vulnerabilities, needs, and priorities.

- Identify and overcome barriers to participation (especially for women and youth) at local, national, and regional levels (numbers, as well as quality of participation).
- Identify gendered impacts, coping strategies, and adaptation priorities of women and men to help inform climate change responses, especially at the household and community levels.
- Identify the gendered impacts, coping strategies, and adaptation priorities of women and men in urban contexts, because of the concentration of towns (and overcrowding) along low-lying coastal zones in the Caribbean.

## **Cross-Sector Recommendations:**

- **Include gender analysis and gender competency in all sector assessments:** At least one team member with gender competency should be included in all sector assessments to collect data on gender relations, roles, and identities in correlation with the needs or problems to be addressed.
- **Monitor and evaluate activities through a gender lens:** All work plans should have activities or strategies for addressing gender disparities. Baseline, midline, and endline surveys should include gender indicators and/or ways to track changes in gender relations.
- **Track changes in gender relations through indicators that better measure gender-related inputs, outputs, and outcomes:** Disaggregated data and analysis are essential for tracking gender-related outcomes. Without this information it is difficult to gauge changes in gender relations. Use a mix of different types of indicators to better monitor results and capture changes in gender relations and how these are affecting development outcomes. If targets are not being achieved, the project should revisit its initial gender analysis and/or seek gender expertise to identify opportunities and constraints.
- **Increase youth-focused activities at the nexus of gender and identity:** Youth are the future. Research indicates that young men and women are more flexible in their perceptions of gender roles and identities. It is good to reinforce and encourage gender equality shifts in behaviors and norms.

## Introduction

This Gender Assessment (GA) explores key gender issues and gender-based constraints in the Eastern Caribbean and wider CARICOM (Caribbean Community) region.<sup>2</sup> USAID/Barbados and Eastern Caribbean (USAID/B-EC) offers assistance primarily in the six independent states of the Organization of Eastern Caribbean States (OECS)<sup>3</sup> and Barbados, although some programs extend to other members of CARICOM. Countries in this region are classified as Small Island Developing States (SIDS).<sup>4</sup> While each nation has its own government and unique history, similarities in gender relations, socioeconomic development, and vulnerability to natural disasters, fiscal crises, and climate change cohere across the region.

In the Caribbean, gender dynamics and the opportunities or constraints they create in terms of decision-making power and access to education and employment are a conundrum in comparison with trends in other regions or countries. At a glance, gender inequalities appear to have tilted toward male marginalization, especially in terms of underachievement and school dropout rates. However, while the educational attainment of women exceeds that of men, women’s employment prospects remain limited with many confined to low status and low paying positions. Although concerns about the plight of adolescent boys are valid, they detract attention away from the fact that *both* boys and girls (particularly those from poor households) are underperforming and the impact this has on gender relations and labor market outcomes.

Gender identities, based on traditional notions of what it “means” to be a man or a woman, remain strong predictors of opportunity in the Caribbean. The urgent need to address gender concerns is most evident in the high rates of violence against women (VAW) and growing incidences of gender-based violence (GBV) against stigmatized groups, the inability of women and girls to negotiate safe sex and this inability is linked to higher incidences of HIV/AIDS, rising rates of poverty among female-headed households, and inequalities in employment opportunities and educational achievement. Throughout the region, men and women remain trapped in socially-proscribed roles, fueling expectations and behavior patterns that negatively affect their health and life choices.

For this assessment USAID/B-EC’s portfolio is examined to offer insights into gender-based constraints, and make gender integration recommendations for new programs and projects. The intent is to analyze holistically gender dynamics unique to this region. The purpose is to analyze the impact of programs and projects on gender relations in accordance with ADS requirements,

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<sup>2</sup> CARICOM is a regional grouping of small independent developing states, with the exception of Montserrat, which is a British dependency. The location of member states stretch from Bahamas in the north to Suriname and Guyana in the south. The majority of members are island states, with the exception of Haiti, and the continental countries of Belize, Suriname, and Guyana.

<sup>3</sup> The OECS is comprised of six independent countries and three British Overseas Territories. USAID/B-EC works in the independent countries, a sub-region of the Caribbean, namely: Antigua and Barbuda; Dominica; Grenada; St. Kitts and Nevis; St. Lucia; and St. Vincent and the Grenadines.

<sup>4</sup> SIDS are small low-lying island and coastal countries that share similar vulnerabilities and challenges including: diseconomies of scale (made worse by shortages of skilled labor and inefficient administrative systems); limited economic diversification and high dependence on external trade, which increases vulnerability to external shocks, such as global economic downturns, changes in trade regimes, or events that affect tourism; susceptibility to natural disasters; fragile ecosystems; small and/or restricted availability of land; small natural resource base; and mountainous terrain and/or multiple outlying islands which make transportation of goods and the delivery of services difficult.

and provide background on gender integration opportunities (GIOs) in proposed key sector initiatives for the new Strategic Plan (2011-2015). This study will also assist USAID/B-EC in formulating a Gender Action Plan (GAP). This study is divided into two parts.

Part One provides an overview of USAID ADS (Automated Directives System) gender requirements and the approach (methodology). The context and key policies of donors and the governments of Barbados and countries in the OECS that relate to gender are also examined. In particular, gender disparities in human development indices, socioeconomic context, legal and policy frameworks, and related donor initiatives. It reviews gender dimensions of USAID/B-EC programs and projects, concentrating on future initiatives outlined in the new Strategic Plan, and offering recommendations. Previous programming focused on trade, biodiversity, and HIV/AIDS. In the new Strategic Plan, the key sectors will be youth, climate change, and HIV/AIDS. Given the transition into two (out of three) new areas of work, this assessment takes a forward orientation in its analysis and recommendations.

Part Two presents a Gender Action Plan (GAP), with steps for mainstreaming gender in USAID/B-EC's policies, procedures, and activities outlined and explained.

# PART ONE

## 1. Gender in USAID

USAID issued its first Gender Plan of Action in 1996, stating that “through attention to gender issues, our development assistance programs will be more equitable, more effective and – ultimately – more sustainable.”<sup>5</sup> Gender integration involves understanding the different and interdependent roles of men and women in society, and how this impacts their rights, resources, responsibilities, and rewards. Gender can encompass a spectrum of identities and orientations. Most often, however, it is used to explain “the economic, social, political, and cultural attributes and opportunities associated with being male and female.”<sup>6</sup> In March 2009, the US State Department publically endorsed the UN Statement on “Human Rights, Sexual Orientation, and Gender Identity,” condemning human rights violations based on sexual orientation and gender identity.<sup>7</sup>

### 1.1 ADS Gender Guidelines

USAID ADS guidelines relating to gender affirm the importance of gender integration and define steps for gender analysis at each stage of the programming process. Program managers and staff must incorporate gender considerations into the design of new contracts, grants, and cooperative agreements. These requirements were further underscored in November 2009, when USAID’s Acting Administrator made gender analysis *mandatory* in all strategic plans, projects, and activities.<sup>8</sup>

The ADS specifies that: “In order to ensure that USAID assistance makes possible the optimal contribution to gender equality in conducting gender analyses for projects or activities, Operating Units must consider the following two questions:

- How will the different roles, responsibilities, and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?”<sup>9</sup>

The ADS states that addressing these questions “involves taking into account not only the different roles of men and women, but also the relationship between and among men and women as well as the broader

#### Box 1: Key Areas of ADS Requirements (January 2010)

- ADS 201.3.9.3: Gender Analysis
- ADS 201.3.11.6: Project/ Activity Level Analyses
- ADS 203.3.4.3: Reflecting Gender Issues in Performance Indicators
- ADS 302.3.5.15: Incorporating Gender Issues into Solicitations
- ADS 303.3.6.3: Evaluation Criteria

<sup>5</sup> Statement by J. Brian Atwood, Administrator USAID; accessed online February 23, 2010 at:

<http://www.usaid.gov/policy/ads/200/gplana96.pdf>

<sup>6</sup> OECD (1998). Development Assistance Committee Guidelines for Gender Equality and Women’s Empowerment in Development Cooperation. Paris.

<sup>7</sup> Statement by Robert Wood, the acting Department Spokesman for the Bureau of Public Affairs, U.S. Department of State. Cited in USAID (August 2009). See [www.state.gov/r/pa/prs/ps/2009/03/120509.htm](http://www.state.gov/r/pa/prs/ps/2009/03/120509.htm)

<sup>8</sup> Action Memo, Acting USAID Administrator Alonzo Fulgham, November 5, 2009 (emphasis mine).

<sup>9</sup> “Summary of Gender Requirements in the ADS,” from WID Office, March 2010.

institutional and social structures that support them.”<sup>10</sup>

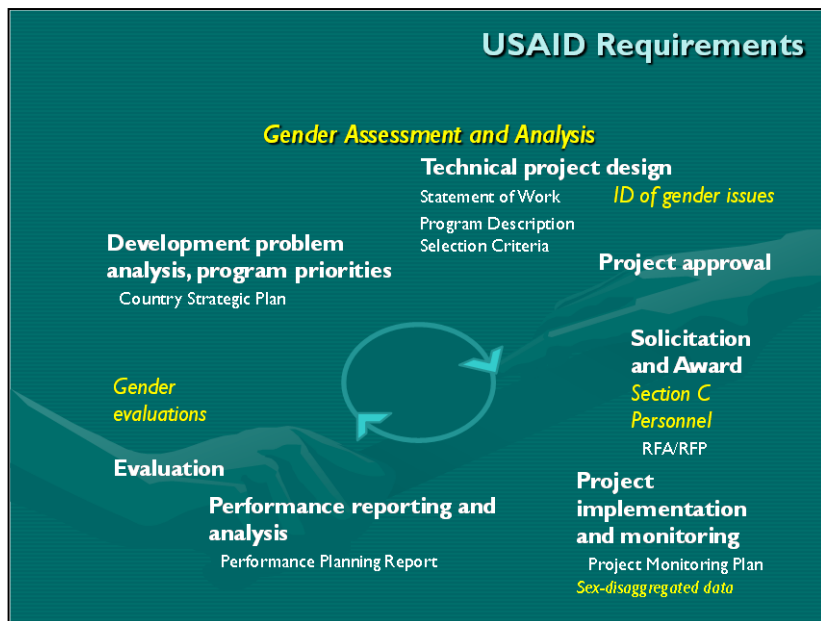
Gender integration does not end with a gender analysis. Rather it must be addressed throughout the program cycle. If gender concerns are not integrated in the design stage, based on the analysis of how gender relations affect activities and the potential impact of the activities on equality, then gender concerns will not be included or addressed later on in the program cycle. It is essential to monitor throughout the process, and to evaluate programs for effectiveness and lessons learned. USAID’s Guide to Gender Integration and Analysis is now electronically linked to the ADS to facilitate its use in conducting the required analysis. A synopsis of USAID gender requirements from the ADS is attached to this report (Annex C).

## 1.2 USAID/B-EC: Activities Related to Gender

This portfolio-wide gender assessment is the first undertaken for USAID/B-EC. USAID in Barbados is small, with a professional staff of eight people. Workloads are heavy, and attention to gender issues had seemed less pertinent when the portfolio focused mainly on strategies for improving the business climate for private investment and free trade, and the

protection of biodiversity (even though these also have important gender dimensions). Previous gender analyses for programs and projects provided limited detail on gender-based constraints. Though USAID reporting requires sex disaggregation, many of the projects visited did not have this information available for distribution. Furthermore, programs and projects did not have gender-related objectives and indicators, or a gendered baseline from which to track gender-related changes and progress.

More attention to gender integration will be possible with the recent funding of a Gender Specialist position (made available through the PEPFAR Gender Challenge Fund),<sup>11</sup> and follow-through on recommendations made in this report. The new Strategic Plan and onset of new activities present an excellent opportunity for USAID/B-EC to better integrate gender from the earliest stages of



<sup>10</sup> In elaborating on the two questions, the ADS notes that the purpose of the first question is to ensure that: (1) the differences in the roles and status of women and men are examined; and (2) any inequalities or differences that will impede achieving project or activity goals are addressed in the project or activity design. Moreover, the ADS offers that the second question requires “another level of analysis” in which the anticipated project or activity results are: (1) fully examined regarding the possible different effects on women and men; and (2) the design is adjusted as necessary to ensure equitable and sustainable project or activity impact (see ADS 203.6.1).

<sup>11</sup> Pers. comm., William Conn, PEPFAR Coordinator, Caribbean Regional Framework, July 16, 2010.

design and implementation. To assist with this, Part Two of this report offers guidance on how USAID/B-EC can more effectively integrate gender throughout the program cycle.

## **2. Methodology**

This assessment was conducted from June to August 2010. The research process included key-informant interviews and field visits in Barbados, Antigua, St. Lucia, and Grenada. It is based on a careful review of relevant documents from USAID, other donors, partner organizations, and the governments of Barbados and OECS countries. In-depth discussions and interviews were conducted with key stakeholders and implementing partners, and with representatives from other organizations who are grappling with gender dynamics in the CARICOM region. Interviewees included government officials, regional agencies, non-governmental organizations (NGOs), civil society representatives, key USAID/B-EC personnel, and representatives of other donor and bilateral agencies. (See Annex D, People Consulted).

The team consisted of three consultants: Team Leader Charla Britt, PhD, a Development Sociologist from Monterey, California; Jason Jackson, a Development Economist, completing his PhD in International Economic Development at MIT and dual citizen of Jamaica and USA; and Rohan Jeremiah, a Global Health Specialist, currently teaching at St. George's University School of Medicine in Grenada while completing his PhD in Medical Anthropology at University of South Florida, and a dual citizen of the USA and Grenada.

The Scope of Work for this assessment is attached as Annex A. As noted, Annex B lists references consulted and Annex C gives a synopsis of USAID ADS gender requirements. Annex D lists people consulted, and Annex E provides a list of gender resources, references, and websites. Annex F offers a description of working groups that meet regularly to discuss issues relating to gender and development. Annex G defines important gender-related terms and words and, lastly, Annex H provides some additional tools for analysis.

## **3. Background and Context<sup>12</sup>**

### **3.1 Socio-Economic Context**

Barbados and all of the OECS countries rank as “medium” or “high” on the UNDP Human Development Index, an international composite that compares life expectancy, education levels, and standards of living.<sup>13</sup> Positive social indicators include fertility rates that are close to replacement level, high life expectancy, and low infant and child mortality.<sup>14</sup> Moreover, almost 90% of people within the sub-region have access to safe drinking water, sanitation, and electricity.

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<sup>12</sup> This section draws heavily on the following sources for data and information: DFID 2009; UNICEF 2007; UNDP 2009; World Bank 2005.

<sup>13</sup> Education is measured by adult literacy and gross enrollment in education. Standards of living are measured by purchasing power parity and incomes. The HDI is not a comprehensive measure of human development. It does not include important indicators such as gender or income inequality, nor more difficult to measure concepts like human rights and political freedoms. Rather, the intent is to offer “a broadened prism for viewing human progress and the complex relationship between income and well-being.” (UNDP 2009)

<sup>14</sup> Life expectancy ranges from 66 to 75 years for men, and 69 to 80 years for women. Infant and child mortality rates are low at 17 and 14 per 1,000 live births.

And all countries have achieved universal access to primary education for both girls and boys, and are close to achieving universal secondary education.

These accomplishments are notable, but they also are increasingly at risk to the effects of climate change, education system failures, diminished social cohesion, and a persistent HIV/AIDS epidemic. Gender inequalities intersect all of these issues. Gender-aware policies and programs are needed to address poverty and inequality, improve the quality and relevance of education, decrease the spread of HIV, respond effectively to climate change through adaptation and disaster risk reduction strategies, and protect women, children, and stigmatized groups from increasing levels of violence and abuse.

## **Poverty and Inequality**

While there have not been any quantitative rapid assessment surveys of poverty since the financial crisis struck in 2008, interviews with representatives from various governments and NGOs suggest that poverty has increased with the economic downturn and that labor markets have yet to recover.<sup>15</sup> Poverty rates range from a low of 14% in Barbados to a high of 38% in St. Vincent and the Grenadines, and are greater in rural areas where more than half of the population lives. Women head up to two-thirds of households with dependents across the region. Female-headed households are more likely to be poor, and have a larger family size with a greater number of dependents (children and elderly relatives).

Though impacts vary because of the availability of different services and social safety nets, poverty is manifested throughout the Caribbean in low incomes, more limited access to education and other basic services, inadequate housing, unsafe environments, and social marginalization. In general, households with inadequate income are at greater risk of domestic violence, teenage pregnancy, school dropout, drug use, and malnutrition and food insufficiency.

Gender inequalities are most explicit in the gendered reality of what it means to be a poor man or woman in the sub-region. Gender-based issues are often subtle, particularly in the Caribbean where both men and women face challenges that shape their individual and household-level vulnerability and risk, and affect their ability to maximize their productive potential in the labor market and wider economy. They include the differential location of men and women in the economy, differences in roles and responsibilities (in the market economy as well as the reproductive and care economies), and the different ways in which men and women are affected by formal and informal institutions (including discriminatory laws, educational systems, social practices, and cultural conventions).

These factors affect how men and women experience poverty and social marginalization. For example, poverty for many Caribbean women means having responsibility for multiple members

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<sup>15</sup> Poverty definitions vary between countries. In general, however, the poverty lines are based on the amount of money a government believes is necessary for a minimum level of subsistence or standard of living. Surveys of Living Conditions conducted on the basis of country-specific basic consumption baskets undertaken before the 2008 recession indicate that 10 of 15 countries in CARICOM had more than 20% of their populations living below the poverty line (for various years between 1999 and 2006) (Bourne 2008). Caribbean Development Bank Country Poverty Assessments for the region can be accessed at: <http://www.caribank.org/titanweb/cdb/webcms.nsf/75f7ba2c7557c2e50425745900719b7a!OpenView>

of a household and often others in the extended family. It tends to mean active participation in social networks in the wider community that can help to manage the risks and vulnerabilities associated with being poor (such as, sharing resources or care responsibilities between households during times of need). Being a woman can also mean vulnerability to sexual harassment and other forms of discrimination in the home or the workplace due to the absence of appropriate legal protections (such as, the lack of or weak enforcement of domestic violence laws), or being constrained in increasing one's productivity due to inadequate access to healthcare. By contrast, being a poor man might mean living alone, sometimes with tenuous and diffuse relationships with family, especially children and intimate partners. It can also mean participation in gendered networks that are as likely to be positive (such as, obtaining information on job opportunities) as they are to be negative (such as, being offered lucrative, if risky opportunities in criminal or other illicit activities).

Gender-based differentials also interact in complex ways with a range of other socially stratifying categories, such as class, race, ethnicity, and urban-rural divides. When coupled with historically reinforcing social exclusions these manifest in ways that severely constrain the life chances and opportunities of the majority of Caribbean people – men and women, boys and girls. Gender combined with class, in particular, is a critical dividing constraint. Class position, and the access to social networks and information this provides, increases social mobility. Class interacts with race and ethnicity to shape how individuals and groups are perceived within society, and how they perceive themselves. This is particularly important in the socio-economic context of micro-countries, as small size further limits the ability of individuals, families, and groups to escape the effects of these social institutions.

Because of the large proportion of single parents and female-headed households, another important dimension to poverty is the failure of fathers to meet their financial obligations to their children. United Nations Development Fund for Women (UNIFEM) and United Nations Children's Fund (UNICEF) regional offices are spearheading legislative reform and public education initiatives with the objective of increasing financial support from fathers. Respondents, however, indicated that this may not have the desired effect. In countries where child support is legislated, mothers are reluctant to take fathers to court because this is perceived as an affront to the father's dignity. Moreover, the legal mandated payments may be less than what they can negotiate from the father outside of the legal system. Mothers believe that they will receive more, if irregular, monetary support by cajoling and/or begging for help.<sup>16</sup>

## **Education**

All countries have achieved the goal of universal primary education for girls and boys, and are now transitioning toward universal secondary education. A relatively high percentage of GDP is spent on education throughout the sub-region,<sup>17</sup> but education outcomes are mediocre. Just 85% of students at the primary level complete their studies. At the end of secondary school, two-thirds of students pass only one or two subject exams, and close to one-third (28%) do not pass any.

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<sup>16</sup> Pers. comm., Tonia Frame, PhD Candidate studying youth, sexuality, and risky behavior in relation to reproductive health, Nuffield International Center for Health and Development, Leeds University, UK, Grenada, July 3, 2010.

<sup>17</sup> St. Lucia spends almost 6.8% of its GDP in the education sector; other OECD countries spend less at 4.8% (UNICEF 2007).

Data from Antigua and Grenada show the extent of weakness in the education system, which are consistent with findings from around the Caribbean and the sub-region. About one-third (29%) of Antiguan only have a primary school education. On the other end of the learning spectrum, just 8% have a university degree though a further 7% received tertiary training at Antigua State College. In Grenada only 69% of grade six students and 75% of students writing the common entrance exam (CXE) transited to secondary school in 2008.<sup>18</sup>

For those who transition to secondary schools, the quality of their experience is also a concern. Roberta Clarke, Director, UNIFEM Caribbean Office, notes that the education system is structured for teaching to the children who succeed. However, little attention is given to slower-learners whose exam marks place them in poor performing schools. These students fall further behind in studies, year after year, and many eventually dropout. Successful students, who did well and have access to tertiary education (only about 13%), often migrate to North America and Europe without any intention of returning to the region (World Bank 2007). This further erodes the pool of qualified workforce-ready employees and entrepreneurs, leaving a majority of low-skill minimally-educated people who are under-prepared for the labor market.

Gender disparities are also clear. Girls are the majority of students from primary through tertiary levels, and in many vocational and skills training centers.<sup>19</sup> While there is less difference at the primary school level, with 54% of girls and 46% of boys completing, this gap grows to 58% versus 42% at the secondary level and increases further to 64% versus 36% at the Antigua State College.

One serious concern about the policy debate surrounding the outperformance of boys/men by girls/women in schools is that the emphasis on male marginalization detracts attention from the

Table 1: Educational Attainment in Antigua and Barbuda

Highest level of education	Female (%)	Male (%)	Total (%)	Total (No.)
None	38.6	61.4	0.3	140
Primary	52.8	47.2	29.1	14,398
Secondary	58.3	41.7	49.8	24,651
Antigua State College	64.3	35.7	7.2	3,575
University	57.8	42.2	8.5	4,216
Vocational and technical	40.4	59.6	2.0	985
Hotel School	79.7	20.3	0.3	158
Antigua and Barbuda Institute of Technology (ABIIT)	51.4	48.6	0.2	111
Other	53.1	46.9	2.5	1,222

Source: Survey of Living Conditions, Antigua and Barbuda

<sup>18</sup> Survey of Living Conditions, Antigua and Barbuda, August 2007; Grenada Social Safety Net Assessment, 2009.

<sup>19</sup>In two out of the three vocational schools visited, female students out-numbered male students. David Flemming, Dean, School of Continuing Education, T. A. Marryshow Community College, Grenada estimates that 70% of students are female (pers. comm., July 2, 2010, Grenada); similarly, Selma St. Prix, General Manager, National Skills Development Center, indicated that between 60 to 80% of students in their programs are female (pers. comm., July 7, 2010, St. Lucia). Roberta Williams, Executive Director, Gilbert Agricultural and Rural Development Center, noted that they usually have a fairly even split between males and females (pers. comm., July 12, 2010, Antigua).

reality of the dismal underperformance of both boys and girls (particularly those who are from households in the lowest quintiles). The politics of gender debates in the region tend to use the result of girls doing better than boys to suggest that more attention needs to be paid to the latter rather than the former, despite the array of issues that affect women (e.g., being confined to low status and low wage employment, the increasing number of female-headed households, and disproportionate burden of care). Furthermore, issues of poverty and class are often left out. Observers cite the 2:1 ratio of women to men in university to infer that all is well with girls/women, leaving out the fact that tertiary education in the Caribbean is very much a middle- and, especially, upper-middle class preserve. *Both boys and girls from poor households are performing terribly* – with girls simply doing less badly.

Another ongoing gender dynamic is the degree of stereotyping that occurs in the subjects studied or types of training pursued by men and women and how this translates in the labor force market. At the tertiary level, a majority of women study subjects in the humanities while men are over-represented in the sciences. Jobs in construction and metal work are largely held by men, and the majority of jobs in the hotel industry, particularly at the low end, are held by women.

## **Economic Performance, Workforce Readiness, and Employment**

Throughout the 1990s economic growth averaged a disappointing 2.6%, dipping to an even more anemic 2.3% from 2002 to 2009 (IMF 2010). The poor growth record of the 1990s stands in contrast to the generally rapid expansion of the global economy in this period, thus suggesting a structural inability to take advantage of opportunities that were available at that time. In the past decade, the events of September 11, 2001 and the global financial crisis of 2007-2008 (which tumbled all countries of the region into a recession) further impacted economic prospects. As shown in the chart below, Antigua and Barbuda, Grenada, St. Kitts and Nevis, and St. Lucia were hardest hit in 2008 with over -5% contractions of growth as a result of reduced demand and lower prices for commodity and manufactured exports, as well as declines in services exports (tourism and offshore finance). Fewer tourists visited the region because of the recession in North America and Europe, and the offshore financial sector is comprised of international financial institutions that were at the center of the global crisis.<sup>20</sup> Tourism is the main economic activity in a majority of Caribbean nations, accounting for up to more than half of GDP in some countries (e.g., Barbados 51%, Antigua and Barbuda 55%, St. Lucia 69%, and the Bahamas 59%).

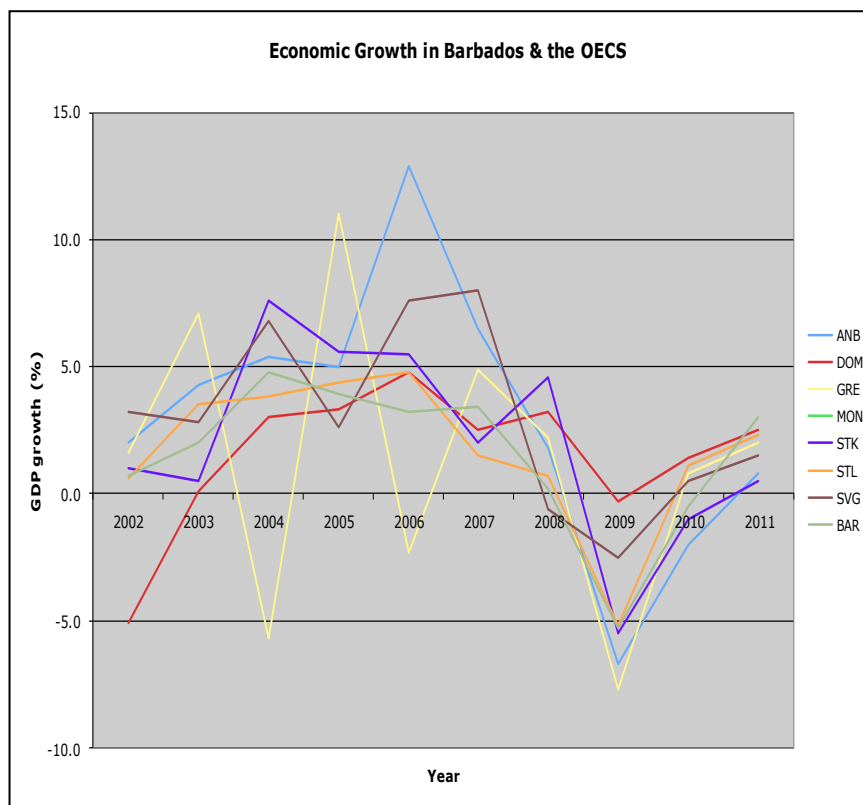
Economies of different nations have struggled to shift from areas of traditional production (e.g., bananas and sugar cane) into value-added activities that provide more secure employment and higher income-earning potential. However, continuing patterns of economic growth suggest that the sub-region is trapped in areas of productive activity that are unable to benefit from booms, and remain highly vulnerable to busts and recessions.

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<sup>20</sup> The local impacts of the crisis on the financial sector were most extreme in Antigua and Barbuda, with the collapse of the Stanford financial empire, as it was the largest private employer in the country, as well as in other part of the region with the collapse of the insurance giant CLICO.

This bleak record of economic performance reflects underlying structural weakness, as well as the weaknesses of national and sub-regional institutions that should be performing the task of transforming these economies. It is also directly linked with weaknesses in the development of the sub-region's workforce, as are the high levels of poverty and inequality. This has effects at both the macro and micro level.

At the micro level it limits the potential for intergenerational class mobility.<sup>21</sup> At the macro level, it affects the quality of the workforce, which has implications for productivity and economic growth.

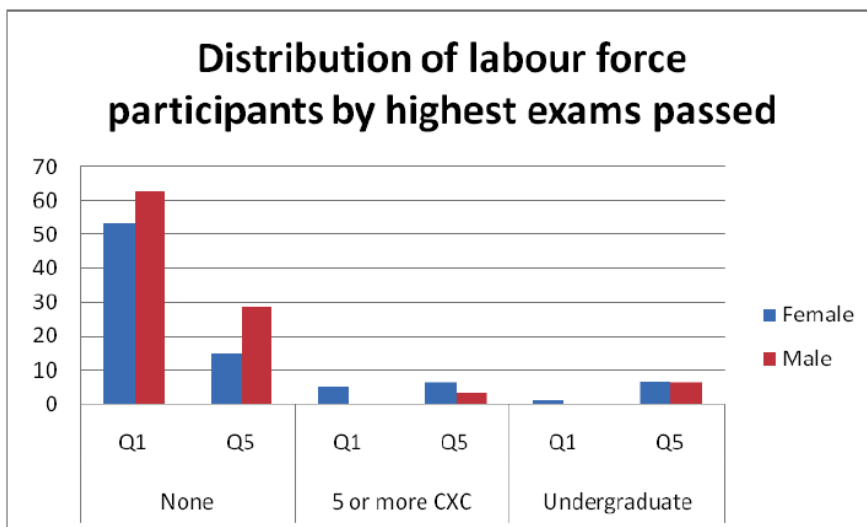


Source: IMF World Economic Outlook 2010. \*2010-2011 data reflect IMF projections.

Poor education performance translates into poor labor market outcomes and, critically, differing levels of income, poverty, and inequality among men and women and the households that they head. The chart below shows how education levels and gender affect employment and income levels. It maps data from three categories of educational attainment by exams passed within the lowest and highest income quintiles, revealing that of over 60% of men and over 50% of women who have no exam passes at the Caribbean Examinations Council (CXC) level are in the lowest income quintile. By contrast the number of men and women who have five or more CXC passes plummets to 5% for women and 0% for men in the highest income quintile. It is apparent that performing well on the key secondary level exams almost guarantees one will not end in the poorest income quintile.

<sup>21</sup> Where individuals who grow up poor are likely to become better educated than their parents and, therefore, better able to command higher incomes and form households that will be in the higher income quintiles.

Though shifts are starting to occur, better educational achievement has not yet equated to improved employment outcomes for women. In some countries, women are beginning to make inroads in the commercial sectors, banking and insurance, and other professional or technical fields – as a result of education levels (Ellis 2003). They are now dominant in teaching, and in lower-end positions



Source: UNDP Social Safety Net Analysis, Antigua and Barbuda

within the civil service. However, women are still unemployed at rates that are nearly twice that of men.<sup>22</sup> Moreover, they have lower labor market participation rates, receive lower wages, and are under-represented in decision-making positions. In terms of sectors, women continue to be over-represented in services (especially tourism), where the opportunity for exploitation is greatest due to low union activity, as well as in occupations such as clerks, service workers, and technicians.

Women and men are differentially affected by prevailing cultural norms, practices, and prejudices that shape their life choices from a very early age. These have critical impacts on performance in the education system and, ultimately, employment prospects – which is why women generally outperform men in school, but underperform men in the labor market. Even in cases where women may be positively affected by interventions from government or development partners, this gender reality can severely constrain their ability to escape poverty.

The sub-region’s labor force needs to be reoriented toward new income-earning activities that produce higher incomes, and are less vulnerable to the vagaries of the international economy. However, long-term weaknesses and inequalities in educational systems are failing to adequately prepare young people for the demands of a modern economy and labor market (particularly those drawn from poor households), as well as failing to facilitate skills adaptation for existing members of the workforce to changes in the economy.

<sup>22</sup> This may be a function of women’s greater involvement in the informal sector. However, both men and women are generally unable to get formal sector work.

## Migration and Social Cohesion

Migration is common within the region and beyond (from rural to urban, between nations regionally, and to North America or Europe). About half of all households have at least one family member living overseas. Typically, only a small proportion of a total population migrates; the exceptions to this are small island states in the Caribbean. In Antigua and Barbuda, Grenada, and St. Kitts and Nevis as much as 40% of the population has migrated (UNDP 2009). Migration keeps population growth low, and provides essential economic support through remittances. However, the social costs can be great, placing strains on family members and eroding social cohesion within communities.

It is estimated that between 20 to 30% of children in some countries are not living with their parents – due in large part to migration. “Child shifting” (when children are moved around to live in different households at different times) is a longstanding practice of the sub-region, and it does not mean that kids are necessarily neglected. However, traditional support from extended families and the community is eroding, and the burden of care is now falling disproportionately on female relatives (usually grandmothers) who may be unable to adequately supervise and care for young children or teenagers. In addition, children are being raised by older children (either as a result of absentee parents or teenage pregnancy).

The shortcomings of parenting skills came up frequently with key informants. Many parents lack knowledge about early childhood development, positive-reinforcement approaches to discipline, and how to deal with behavioral problems. Parenting strategies range from utter neglect to a reliance on authoritarian methods, including the use of corporal punishment and other forms of abuse. Men and boys tend to separate sex and fatherhood; they seek sex with as many women as possible as a way of proving their manhood regardless of the quality of the relationship.<sup>23</sup> Some young girls are valorizing hyper-sexuality in a false sense of empowerment, by mimicking male sexual norms and demanding sex (aka: “bashment” culture).<sup>24</sup> When sex results in a pregnancy, fathering is perceived as an “elective” activity, while mothering is viewed as a “must-do.” Nevertheless, it seems that most fathers are involved with their children—emotionally if not financially— and the majority



<sup>23</sup> Pers. comm., Tonia Frame, PhD Candidate studying youth, sexuality, and risky behavior in relation to reproductive health, Nuffield International Center for Health and Development, Leeds University, UK, Grenada, July 3, 2010.

<sup>24</sup> Pers. Comm., Leah Odle-Benson, HIV/AIDS Program Officer, Focal Point on Youth, UNIFEM, Barbados, July 1, 2010.

of families do try to do what they think is best for their children.

## **Violence and Abuse**

Though difficult to trace because of limited data, anecdotal evidence suggests that violence and abuse is increasing, and it is especially affecting women and children. At least 40 to 50% of women experience domestic violence. This estimate may be low, however, because victims generally do not report abuse and there are inadequate systems for reporting and investigation.<sup>25</sup> Unfortunately, there is limited scope for recourse because domestic violence laws are either non-existent, weak, or not enforced throughout much of the sub-region.<sup>26</sup>

Children also are being exposed to different kinds of violence. Recent research in Dominica reported that there is a high level of tolerance for violence (physical, sexual, emotional, and verbal) in homes, schools, and within the context of discipline and punishment.<sup>27</sup> Moreover, in a nine-country survey of Caribbean school children undertaken by UNICEF, 15% of girls and 17% of boys reported that they had been physically abused, and 11% of girls and 9% of boys reported that they had been sexually abused. Children who experience abuse are more likely to be violent and abusive as adults.

Gang-related violence is also increasing, including kidnappings and drive-by shootings. Dr. Jacqueline Bird, Community Pediatrician and Coordinator of St. Lucia's RISE Program, notes that in the first six months of 2010 there was an unexplained spike in gang-related murders that now extends toward victimizing families of gang members. Similar tactics have been observed in Jamaica, suggesting that perhaps these "new" strategies are being learned from other countries in the region. Warfare between gangs has become so severe that the St. Kitts Ministry of National Security has labeled youth gangs as a major threat to national security. Security issues relating to crime, violence, and drugs also have a major impact on the economies of the region. Insecurity decreases tourism and foreign direct investment. Moreover, according to Richard Carter, Social Policy Advisor for DFID, spending on crime-related security consumes between 2 to 4% of GDP in nations across the region.

## **Health and HIV/AIDS**

The Caribbean is the second-most HIV/AIDS-affected region in the world, after sub-Saharan Africa. Adult HIV-positive prevalence is 2% of the population; HIV/AIDS is the leading cause of death in the 25 to 44 age range, leaving 250,000 children without parents.<sup>28</sup> Heterosexual

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<sup>25</sup> See UNIFEM/ECLAC (2005),

<sup>26</sup> Flavia Cherry, who prepared the Shadow Report for St. Lucia on CEDAW notes that even though St Lucia enacted its law against domestic violence in 1994, it is not implemented. She cited examples of domestic violence occurring within close proximity of the police with no action taken. Even with the domestic violence act being made law there are critical shortcomings. Examples include: the absence of provisions on marital rape, which leave women highly vulnerable to abuse (especially when coupled with social norms which see domestic violence as private matters to be settled within the home); and limited support available for women to realize their rights (i.e., in getting legal assistance in property disputes). Furthermore, crisis centers in St Lucia set-up to assist women who are victims of violence are woefully under-funded. A similar situation was described by Alex Wong, Women Against Rape (WAR), in Antigua, July 12, 2010.

<sup>27</sup> LeFranc, Elsie, et al. 2006, cited in UNICEF 2007.

<sup>28</sup> United States—Caribbean Regional HIV/AIDS Partnership Framework FY 2010 (October 2009- September 2010)

transmission accounts for almost two-thirds of infection.<sup>29</sup> In 2007, some 14,000 Caribbean nationals died of AIDS, and an estimated 20,000 people were newly infected with HIV.<sup>30</sup> In St. Lucia and Grenada, the HIV-positive rates are 0.1 and 0.5% respectively. In Barbados the prevalence rate is about 1.5% with 2,700 reported cases of AIDS.

The health of adolescents, especially girls, is increasingly affected by unprotected sex. Efforts to inform young people about the consequences of unsafe sex, which include pregnancy, STIs, and HIV, have not resulted in behavior change. About 20% of students under the age of 12 report having had at least one sexual experience. Sexual initiation is often forced upon children and adolescents, especially boys who are expected to prove their manhood through the number and variety of sexual encounters. There is a high incidence of teenage pregnancy.

Teen mothers account from between 10 to 20% of live births in Dominica, St. Kitts and Nevis, and St. Lucia. This can affect the health of mother and child, as it results in a disproportionate share of maternal deaths and health problems for the babies. Teenage pregnancy also contributes to the “feminization of poverty.”



Poverty and gender inequality increases the probability of HIV/AIDS, because individuals are not able to access prevention and treatment care and/or are forced to accept dangerous practices because of limited income or employment prospects. This is particularly concerning in the Caribbean where a high percentage of households are led by women, as the poverty status among women has a trickle-down effect on children and adolescents. In households affected by HIV/AIDS this situation is more precarious, with little chance of escaping poverty even after the infected person has died.

While studies indicate that people are knowledgeable about HIV, this knowledge has not translated into changes in behavior. There are growing concerns that the HIV/AIDS epidemic will persist, and has begun to evolve in ways that disproportionately affect youth, women, commercial sex workers (CSWs), and men who have sex with men (MSMs). Many of these groups face stigma and discrimination because of their gender identities, and some are forced to engage in risky behaviors for money or material gain.

<sup>29</sup> UNDP Caribbean HIV/AIDS Profile retrieved from <http://www.bb.undp.org/index.php?page=caribbean-hiv-aids-profile>

<sup>30</sup> United States—Caribbean Regional HIV/AIDS Partnership Framework FY 2010 (October 2009- September 2010).

## 3.2 Institutional Context

### Governance

The countries of the OECS and Barbados achieved independence in a gradual process of decolonization that began in the mid-1960s and continued into the 1980s. These countries are fairly stable politically, with free elections, representative governments, and strong opposition parties. Most countries have well-established legal and constitutional rights favoring equality, though modernizing and harmonizing legislation across the sub-region remains a challenge. For example, the OECS has drafted “Model Family Legislation” (including Domestic Violence, the Care and Adoption of Children, and Child Justice), however the uptake has been uneven. Most countries still do not fully recognize the social realities that need to be legislated, such as the rights of children born out-of-wedlock, problems of “deadbeat Dads,” and the rights of fathers who do want to be involved with their children.

Throughout the region the majority of decision-making positions are held by men. Women lack a strong political voice or advocacy platform.<sup>31</sup> The percentage of women who are legislators, senior officials, and managers is increasing.<sup>32</sup> Data from 2007 give these percentages as: Barbados 43%; Antigua and Barbuda 45%; St. Lucia 52%; Dominica 48%; Grenada 49%. However, the number of women in national parliaments and at the ministerial level remains low in most countries (though there have been small gains). St. Vincent and the Grenadines has the highest level of women’s participation in politics (lower house of parliament) at 21.7%, with St. Kitts and Nevis having the lowest at 6.7%. This is comparable to women’s political participation in Central America which stands at 21.6%, but is about half the 42.1% participation rate found in the Nordic region.<sup>33</sup> Although it cannot be assumed that women will consistently advocate for women’s issues once in positions of power, this under-representation at the political and policy levels does have implications for democracy and governance, and can make the integration of gender into policy and planning more difficult.

All countries have governmental agencies dealing with the issues of gender or specifically focused on women. They have different names, and are housed within different ministries. Their responsibilities generally relate to monitoring the status of women, facilitating gender mainstreaming, and promoting gender awareness. While many of these bureaus or divisions are doing excellent work through the leadership and vision of very committed individuals, a common characteristic is that they are under-staffed and under-funded.

### Legal Frameworks

The institutional environment for the pursuit of women’s rights is set at the highest level through a series of international conventions to which all Eastern Caribbean countries are signatories. From a gender equality perspective, the most of important of these are the Beijing Declaration and

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<sup>31</sup> The women’s movement seems to have lost momentum, following a peak of activity in the aftermath of the Beijing Conference in 1995. Pers. comm., Elizabeth Lewis, Director, Division of Human Services and Family Affairs, Ministry of Health, Human Services, Family Affairs, and Gender Relations, July 9, 2010.

<sup>32</sup> <http://hdrstats.undp.org/en/indicators/128.html>, accessed August 6, 2010.

<sup>33</sup> “Women in National Parliaments” at : <http://www.ipu.org/wmn-e/classif.htm>, accessed August 6, 2010.

Platform for Action (PoA), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the Convention on the Rights of the Child (CRC).

The Beijing PoA emerged from the United Nations' Fourth World Conference on Women in 1995, which was based on the theme of women's empowerment and advancement with respect to poverty, governance, and human rights (including provisions on health, education, employment and the economy, and participation in decision-making and political life). CEDAW establishes an agenda for the ending of sex-based discrimination, by requiring governments to remove all discriminatory laws and enshrine principles of gender equality in national legislation. Finally, the CRC sets out the civil, political, cultural, social and economic rights of children. Together the obligations entailed in these documents form a comprehensive agenda for gender equality that provides an important guide for action for signatories.

However, important questions have been raised regarding whether they have been “upstaged” by later developments in global development policy that reorient priorities and spending. The Millennium Development Goals (MDGs), in particular, have been cited as problematic. Peggy Antrobus claims that they represent “the Most Distracting Goals” in that they have shifted attention and resources away from issues of gender equity towards new objectives with weak gender equality indicators. In her analysis of gender policy in the Caribbean, Sonia Correa argues that “The use of the MDGs as the main frame to orient resource allocation by CARICOM governments is removing the *technical coherence* and *political power* that the Beijing PoA represents for women” (Correa 2004:11, emphasis added). Critics suggest that the MDGs are a step back from the far-reaching commitments and obligations enshrined in CEDAW and the Beijing PoA. These criticisms have been recognized by UN bodies, such as UNIFEM, which acknowledges that women's rights and gender equality are poorly reflected in global MDG targets and indicators.<sup>34</sup>

Notwithstanding the criticisms, these international agreements have required action and legislative changes. Unfortunately, however, countries throughout the Eastern Caribbean lag in the implementation of their international obligations, prompting reviews of national legal frameworks.<sup>35</sup> In the CEDAW Shadow Report, Flavia Cherry of CAFRA finds that St Lucia (and other OECS countries) has no special mechanisms to ensure that equality of women and men is realized. Despite being obligated under legally binding international conventions on gender equity, important gaps in the implementation of these agreements remain. These shortcomings reveal the political and bureaucratic nature of the challenges to pursuing gender equity in the sub-region.

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<sup>34</sup> UNIFEM (2009).

<sup>35</sup>For example, in 2004 St Lucia undertook a review of the country's civil code (with the support of CIDA) to identify legislative weaknesses in the area of Family Law (to comply with its international obligations under CEDAW and CRC). The recommendations from this report included enacting provisions on spousal rights and obligations (with respect to filiation and remove legal distinctions between ‘legitimate’ and ‘illegitimate’ children), and issues of maintenance and property (St Lucia, Report of the Family Law Committee). The situation in Barbados is not dissimilar. A 2008 UNIFEM report found that the CRC had not been incorporated into legislation, and that the legal reform that has occurred since Barbados signed the CRC has been “piecemeal and ad hoc”. Furthermore, despite legislation removing distinctions of child “legitimacy,” the report found continuing discrimination against children born outside of marriage.

## Regional Cooperation

A number of regional institutions provide important opportunities for policy alignment, technical collaboration, and capacity building. Regional cooperation is used as a strategy for rationalizing the use of scarce resources by pooling them at the sub-regional and regional levels. However, inadequate financing and weak implementation remain common. Moreover, the lack of reliable data hampers evidence-based planning and policy-making.

Data from the sub-region tend to be uneven, problematic, and not easily compared. Data on trade, tourism, financial investment and, to a lesser extent, education are fairly robust. But data for all other sectors are weak and inconsistent. Even data from the 2000 census is considered unreliable and inconclusive. The last regional OECS Human Development Report was published in 2002, with support from UNDP, based on data that primarily dated from the late 1990s and early 2000s. In 2005 a report on economic growth and competitiveness compiled by the World Bank, drew on largely the same data sets. The Social Policy Unit at the OECS Secretariat has as one of its main responsibilities the writing and publication of the OECS Human Development Report. The head of this Unit, however, has elected not to publish an updated Human Development Report, because of the lack of current data.<sup>36</sup> As the OECS' Human Development report expressed back in 2002, "...[T]he desperate need for data and information that can support policy analyses and the monitoring of the development processes cannot be overemphasized."

The lack of comparable data, in general, and gender-related indicators, in particular, make monitoring and evaluating the impact of programs and policies on gender relations difficult. Respondents described trying to make cross-country comparisons as "comparing apples to oranges." Governments and donors have learned to "make do" with quick-fix rapid assessments that provide a snap-shot of some of the countries in the region.<sup>37</sup> However, this is a "band-aid" approach that does not support comprehensive analysis or programmatic and policy responses. Effective evidence-based policy making requires consistent and robust data that are collected at regular intervals so that changes in results can be tracked over time.

## Social Safety Nets

Most countries have articulated social policy frameworks, however implementation is uneven. Some of the OECS social protection assessments (done by UNDP) are critical of these frameworks. They cite systematic weaknesses in governance and priorities, and problems with politicization. The assessment of St. Kitts and Nevis describes the safety net as disjointed with "no clear articulation of social safety net priorities and no clear guidelines for fiscal prioritization of programs." It was spread across many ministries, comprised of a series of small programs which were poorly coordinated and had high administrative costs. The safety net did not adequately protect school-age children, toddlers, and single parents (especially single mothers).<sup>38</sup> And there were important gender biases, with smaller per capita support provided to larger families (which

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<sup>36</sup> Pers. comm., Darrel Montrope, Head, Social Development Unit, OECS Secretariat, St. Lucia, July 6, 2010.

<sup>37</sup> Pers. comm., Roberta Clarke, Director, UNIFEM Caribbean Office, Barbados, July 15, 2010.

<sup>38</sup> For example, benefits do not fully defray out-of-pocket expenses of education, and many poor families cannot afford to send children to school. Also, there is not enough support to small children beneath schooling age.

discriminates against women who typically support larger households), and married mothers receiving higher benefits than unmarried mothers.<sup>39</sup>

Another worrisome issue identified in the UNDP's assessment is the "politicization" of St. Kitt's social protection programs. Safety net implementation is subject to political interference as Members of Parliament are the main source of referrals to the program. The report notes that while referrals through politicians are legitimate, there are problems resulting from political interference in the actual selection of beneficiaries with social worker decisions sometimes reversed by the political directorate. These administrative and political issues in the governance of SKN social protection programs are not unrelated, as they arise from shortcomings in accountability, information systems, policies and procedures, as well as weaknesses in monitoring and evaluation mechanisms.<sup>40</sup>

These problems are not unique to St. Kitts; rather they are emblematic of the sub-region. Programs tend to lack synergies and coherence, and have high administrative costs for governments and high transaction costs for beneficiaries. There tends to be inadequate protection for children and single parents (most of whom are women, particularly in the lower income quintiles). Finally, employment and educational programs are poorly designed and targeted, undermining poverty reduction and social transformation outcomes.

## Climate Change Planning and Policy

The Caribbean region is highly vulnerable to the effects of climate change. These include high temperatures, heavy and unpredictable rainfall, droughts, storms and hurricanes, changing ocean currents, sea level rise, and warming of the sea surface temperatures. Already, changes in seasons and rainfall are affecting agriculture, and warmer ocean temperatures are increasing the intensity and frequency of hurricanes – even for countries that are considered to be in low-risk hurricane-belt locations.

The UN Framework Convention on Climate Change (UNFCCC) fails to recognize gender dimensions of climate change and issues of gender equality and women's participation. Women's caucuses since the UN Climate Change Conference in Montreal (COP-11) in 2005 have lobbied to include a gender perspective. They argue that effects of climate change are not equally distributed among people of different genders, age groups, ethnicities, and social status. The most vulnerable and marginalized (i.e., children, the elderly, sick people, and the impoverished women



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<sup>39</sup> UNDP 2009, St Kitts-Nevis Social Safety Net Assessment.

<sup>40</sup> Ibid.

who care for them), will experience the greatest human-level impacts. Moreover, unless actions are taken to guarantee participation and inclusion, they will have the least capacity to prepare for these impacts or be involved in discussions or negotiations on adaptation strategies and approaches.<sup>41</sup>

CARICOM has initiated a series of climate change projects and responses, starting in the mid-1990s. The Caribbean Planning for Adaptation to Climate Change Project (CPACC), started in 1997, was followed by the Adapting to Climate Change in the Caribbean Project (ACCCP) from 2001 to 2004, and the Mainstreaming Adaptation to Climate Project (MACC) from 2004-2008, which resulted in the establishment of the Caribbean Community Climate Change Center (CCCCC).

The CCCCC is meant to be a central information hub for the region's climate change issues and response. Each of these projects produced outputs for some countries, but no region-wide baseline was established. The CPACC produced the UNFCCC National Communication for St. Vincent, and the National Climate Change Policy and Adaptation Plans for St. Lucia and Dominica. Other countries, in the eastern Caribbean participated in the CPACC and drafted plans, but these have not yet been ratified. However, even in the countries where policies are in place and funded, there are ongoing challenges with implementation and coordination. Moreover, the importance of the vulnerability of women and gender equality is emphasized only in broad terms. There are few details on how women are differently affected by climate change, or the ways they could be empowered as agents for change.

In 2005, the Caribbean Disaster Emergency Response Agency (CDERA), which has since changed its name to CDEMA (Caribbean Disaster Emergency Management Agency), developed an action plan for gender mainstreaming in natural hazard and disaster risk reduction. The Action Plan guides collaboration between national governments in terms of actions in response to: pre-disaster (mitigation, preparedness, and prevention), emergency (disasters), transition (recovery and rehabilitation), and reconstruction. It is consistent with the Hyogo Framework for Action, an international instrument for addressing disaster risk management. The Hyogo Framework includes a mandate for gender equality and women's empowerment. It notes that a gender perspective should be integrated into all disaster risk management policies, plans, and decision-making processes, including those related to risk assessment, early warning, information management, and education and training.

## **NGOs, Donors, and OECS Gender Mainstreaming**

USAID/B-EC's partner organizations have successfully channeled resources toward providing different services (especially in terms of supporting frameworks for open trade regimes, biodiversity and protected areas management, and HIV/AIDS prevention), but they have been less successful in integrating gender into planning and design, implementation, and monitoring and evaluation. In many cases indicators are not disaggregated by sex, and offer little information on changes in gender relations. This makes tracking how projects or programs have affected men and

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<sup>41</sup> IPCC (2007), in particular, Chapter 2 "New Assessment Methods and the Characterisation of Future Conditions". See <http://www.ipcc.ch/pdf/assessment-report/ar4/wg2/ar4-wg2-chapter2.pdf>

women difficult. With no baseline from which to make comparisons, changes in gender relations or improvements in gender ratios and status become guess-work.

A number of donors do integrate gender in their programs and projects, especially CIDA (Canadian International Development Agency) and DFID (Department for International Development). DFID has committed itself to “making faster progress to gender equality,” and devised a Gender Equality Action Plan in 2007, which outlines “how DFID can better use its partnerships, its money, and the way we manage our staff to make a lasting difference to gender equality and women’s empowerment.”<sup>42</sup> In 2009, DFID in Barbados supported a comprehensive “scoping study” on gender and enterprise development in the Caribbean. This offers a gendered analysis of the socio-economic environment and strategies for innovation, competitiveness, and entrepreneurship within the region, especially for women. It is being used to develop and inform DFID’s new regional strategy, which is shifting away from HIV/AIDS and concentrating on poverty and risks to growth (the effects of climate change and security issues, such as crime, violence, and drugs).

CIDA has taken a lead role in integrating gender through its strong and well-articulated agency-wide policy on gender equality, and within the Caribbean through its region-wide Canada/Caribbean Gender Equality Program. As a part of this, it is working with the OECS Secretariat on gender mainstreaming through the Institutional Strengthening Project (ISP). The objective is to mainstream gender within the OECS management and activities, with “equality” principles integrated into: research practices, data and information management and distribution, medium and longer-term planning, communication networks, training programs, budgeting exercises, legislation, disaster relief and risk reduction programs, social safety net programs, health management programs, trade and entrepreneurial development, education reform, and regulatory, accountability, policing, and judicial systems.<sup>43</sup> Activities undertaken to date include: a gender impact assessment of the Secretariat; gender audit; and a checklist for integrating gender into projects. Next steps include the development of a gender equality policy/strategy and a plan for gender mainstreaming within the Secretariat, as well as implementing gender mainstreaming and training in gender equality.<sup>44</sup> The overall goal is to realize gender mainstreaming as “an effective process management tool to deepen OECS’ and member states’ understanding of the condition, position and capabilities of men and women in marginalized communities.”<sup>45</sup>

Steps are also being taken to harmonize and align activities among donors and regional organizations. There are several forums that discuss issues relating to gender and development. They include: Regional Advisory Group on Gender and Development, Poverty Social Sector, and Development Donor Working Group, and the Working Group on Masculinities, Gender Equality, and Social Policy. USAID/B-EC has not actively participated in any of these groups, and would benefit from being more involved. A brief description of each group, including participants, areas of work, and main objectives, is attached in Annex F.

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<sup>42</sup> DFID (February 2007).

<sup>43</sup> Sonja T. Harris (January 30, 2010). “OECS Draft Gender Policy.” Mimeo.

<sup>44</sup> ISP LINK (January-March 2010). “Strengthening through Gender Mainstreaming.” Volume 1, Issue 1. A quarterly publication of the CIDA funded OECSSEC Institutional Strengthening Project, Office of the Director General.

<sup>45</sup> Sonja T. Harris (January 30, 2010). “OECS Draft Gender Policy.” Mimeo.

The work of UNIFEM came up frequently with key informants everywhere, and it is apparent that it has been a force in the region for promoting gender equity through a multifaceted approach. UNIFEM's Caribbean Office supports programs for gender justice in democratic governance, enhancing women's economic security and rights, and reducing the prevalence of violence against women and HIV/AIDS. It has done impressive research and advocacy on issues of: gender, sexuality, and HIV in the Caribbean; women's disproportionate burdens of care and need to "share the care" of family responsibilities; improving legal and social policy responses to domestic violence and GBV; gender mainstreaming of macroeconomic, trade, and poverty eradication policies as well as workshops on gender and economics; engendering national MDG-related processes and reports; and, policy analysis of human rights and sex work in the Caribbean. UNIFEM's very capable Regional Program Director, Roberta Clarke, is a fount of information, knowledge and experience. Although USAID typically does not fund UN agencies, it would be worth finding ways to collaborate, if not fund, targeted activities and/or research developed with support from this very active and competent regional program office.

#### **4. Engendering Key Sectors for USAID/B-EC's Strategic Plan 2011-2015<sup>46</sup>**

USAID/B-EC works in partnership with governments and NGOs to "build and sustain" the economic and social fabric of Eastern Caribbean nations. As noted, 2009-2010 is a period of transition into new partnerships and sectors. USAID/B-EC's main program elements are outlined as:

- Economic Growth
  - Workforce Development
  - Microenterprise productivity
  - Climate Change
- Investing in People:
  - HIV/AIDS
  - Basic Education
- Governing Justly and Democratically
  - Justice System

Programs under the new Strategic Plan focus on addressing problems faced by at-risk youth (through workforce development, basic education, entrepreneurship, and juvenile justice), climate change adaptation and disaster risk management strategies, and HIV/AIDS prevention, care, and treatment. Gender remains a critical cross-cutting theme.

This section reviews future programming through a gender lens, and makes recommendations for integrating gender in new strategy components. Recommendations reflect socio-cultural sensitivities in order to minimize backlash, and maximize on opportunities for improving gender relations. The objective is to improve development outcomes and conditions for gender equality by identifying key gender-based constraints and opportunities in new programs areas.

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<sup>46</sup> This section draws on the following sources: USAID (May 2010) and USAID (June 2010).

## 4.1 Helping At-Risk Youth

The Caribbean has a relatively young population, with 35% under the age of 20. Among this cohort, youth unemployment ranges between a staggering 40 to 60% (Kazi n.d.). The youth assessment undertaken for USAID/B-EC in 2008 identified a growing cohort of unemployed and functionally-illiterate youth (mainly boys) as a central impediment to social stability and economic prosperity in the Caribbean. It recommended that USAID/B-EC focus on at-risk youth in four cornerstone areas: employment (basic education and soft skills), HIV/AIDS (healthy lifestyles), youth gangs, crime and violence (prevention and rehabilitation), and institutional strengthening (through two-year colleges). (Stern and Balestino, 2008)

Workforce readiness and “second chance” education, in particular, are deemed essential to minimizing vulnerabilities and increasing social and economic resilience in the sub-region. USAID/B-EC started pilot projects for youth workforce development in two islands last year and is now expanding these initiatives in four other islands. Future support will focus on: (1) identifying ways to prevent dropping-out of secondary school; (2) strengthening dropout recovery and literacy programs for out-of-school youth; and (3) supporting educational reform to “create 21<sup>st</sup> century skill development with modern pedagogy and curriculum,” especially within the communities where the needs are the greatest.

Future programs relating to basic education and juvenile justice will be supported, in part, with funding from the Caribbean Basin Security Initiative (CBSI). Announced at the Summit of the Americas in 2009, the CBSI applies a collaborative multinational approach to issues of citizen safety and security, and youth-focused crime prevention. Programs will address the root causes of crime in the region, including a lack of economic and educational opportunities, limited resources for governmental and social institutions, and the need for legal reforms that build the capacity of law enforcement actors and the justice sector.

### 4.1.1 “First Chance” Education

Reforms in primary and secondary education are necessary to improve the performance of students, and the quality and relevance of their education. One way to reduce dropouts in secondary school is to improve the quality of “first chance” education.

The environment in many schools is not conducive to learning. In Grenada, St. Lucia, Antigua and Barbados, poor performance at the primary level and the absence of young boys at the CXE are linked to the inadequacies of primary school curriculums and shortage of resources (financial as well as human). In this system boys and girls begin studying for “merit-based” exams (at age 8) that when taken (at age 10) determine secondary school placement and by extension, a child’s educational and employment future. This is because in the Caribbean people commonly believe that the most important predictor of achievement is which secondary school you were able to attend (which in turns is based on your exam performance). This system was designed to allocate the most gifted students to scarce high quality places in well-resourced high schools and colleges (most of which were built in the 19<sup>th</sup> century to serve the children of colonial masters and bureaucrats) with the remainder being sent to lower quality secondary and technical schools (which were built much later to create a mass labor force). It effectively consigns children from poorer households to an inferior education relative to their counterparts from wealthier homes (as

the latter typically are not exposed to the same quality early childhood education and supportive home environment that is necessary for success in these exams). The system also has important gendered dimensions, as taking life-changing exams at such an early age is a disadvantage for boys, who tend to mature later than girls.

Moreover, teachers' use of traditional "chalk-and-talk" pedagogy does little to stimulate interest in learning, especially for young boys. According to Dr. Jacqueline Bird, Community Pediatrician and Coordinator of the Respect Institute Social Development and Education (RISE) program in St. Lucia, the region's primary education system lacks the capacity to work with students who learn at different rates and in different ways. There are no provisions for "special education" classes to help slower-learners catch-up or improve their performance. Instead, the system follows a "one-approach-suits-all" approach and a process that emphasizes elimination.<sup>47</sup> If students are not performing, they exit the system as failures (and many boys are dropping out as young as 10 to 12 years old).

That girls outperform boys is not about disparities in access to education, as boys and girls have equal access.<sup>48</sup> Rather, it suggests gender disparities resulting from social norms and structural constraints. Specifically, differential treatment of boys and girls by teachers, differences in the behavior expectations attached to boys and girls by parents and society at large, and the structure of and approach taken by the education system.

Corporal punishment remains a legal option for use in schools in most countries. Other forms of violence at schools include fighting and bullying, and children being victims of robbery or chased by gangs. In addition, schools lack the facilities and trained personnel to adequately assist students with learning disabilities or emotional behavior disorders.

Most key informants mentioned that teachers (the majority of whom are now women) tend to punish boys more harshly than girls, and that parents tend to expect girls to be more responsible and diligent than boys both at home and in their schooling. Children tend to rise (or fall) to the level of expectations projected by the role models in their lives. If parents, teachers, and community members have limited expectations for young boys, the boys will most likely internalize underachievement.

## **Recommendations:**

- Work closely with the Education Reform Unit of the OECS, to explore what steps are being taken and where further support is needed.
- Teacher training to improve quality of teaching, learn about positive-reinforcement discipline methods (non-corporal punishment), as well as ages-and-stages and learning-style differences between boys and girls.
- Conduct a study to determine what incentives should be provided to teachers to reward performance, and identify and address teacher underperformance.

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<sup>47</sup> Pers. comm., Darrel Montrope, Head, Social Development Unit, OECS Secretariat, St. Lucia, July 6, 2010.

<sup>48</sup> Pers. comm., Roberta Clarke, Director, UNIFEM Caribbean Office, Barbados, July 15, 2010.

- Improve the learning environment and special education programs, including pedagogy methods that are more appropriate for young boys (i.e., more interactive and “hands on”).
- Increase parental involvement in planning, management, and decision-making, emphasizing to them (and their children) the importance and value of education for both boys and girls.

### Examples of Gender-Sensitive Indicators:

- Ratio of boys to girls in primary education (enrollment, retention, and completion rates).
- Ratio of literate boys to girls between 5-12 years of age.
- Number and percentage of schools improving the learning environment through more interactive methods of pedagogy.
- Number and percentage of parents (disaggregated by sex) involved in school planning, management and decision-making.

### 4.1.2 “Second Chance” Learning: Vocational Training and Workforce Development

Most countries have limited technical or professional skill development programs outside of the formal education system. There are few second-chance or life-long learning opportunities to increase the employability of school dropouts, the unemployed, and/or underemployed (Gamerdinger n.d.). And the region lags behind the rest of Latin America in offering workforce development and vocational training. For example, only 48% of companies in Grenada provide training, compared to 75% of companies in Latin America (World Bank 2007). The lack of opportunities for non-academically oriented students is a disadvantage for adolescent boys, who are at higher risk of dropping out of school and resorting to crime, violence, and substance abuse, and are disproportionately themselves the victims of violence.

Drastic educational reform is needed to increase the relevancy and quality of education, including aligning vocational training with the needs of the region’s increasingly globalized economies. Business trends indicate that the Caribbean job market needs a workforce that has basic numeracy and literacy, as well as “soft” (reliability, communication, teamwork) and technical skills. Where limited vocational training is available (e.g., TA Marryshow Community College, Grenada, and National Skills Development Center, St. Lucia), training programs have tended to not be in sync with



labor market needs and are generally operating at student-levels well below capacity.<sup>49</sup> More specific information is needed from the business sector to better identify and anticipate the skills and training they need and expect from their workforce. Demand for courses should increase based on better marketing and increases in numbers of students who are able to secure employment upon completion of their training.

New economy workforce development and vocational training programs are needed to improve the skills and employment prospects for youth, especially young men and single mothers. This should be done in partnership with the private sector. Local businesses will be more knowledgeable about market trends, and gaps in the demand and supply of labor. This will help address issues, such as: (1) the lack of technical and soft skills that match employer requirements; (2) the limited understanding of work opportunities, industry trends, and winning strategies for finding jobs; and (3) increasing experience through internships.

The gender dimension to vocational training and workforce development is most visible in the numbers of women students, and gender biases in skills training. However, in almost every vocational training program women are in the majority and more likely to take advantage of the opportunities in non-traditional subjects, such as construction, tiling, or electrician training.<sup>50</sup> But non-stereotypical (“cross-over”) training choices are also starting to happen with young men. At the National Skills Development Training Center in St. Lucia, men were observed in training programs for cosmetology, culinary studies, and beauty therapy. Men and women should be encouraged to explore un-gendered or cross-stereotypical career options.

There are moves to increase collaborations and establish common standards among OECS training institutions. As a requirement of the Caribbean Single Market Economy (CSME), CARICOM countries have formally adopted a benchmark curricula based on region-wide competency standards.<sup>51</sup> The Caribbean Vocational Qualifications (CVQ) framework sets standards for training programs, and testing prerequisites for attaining certificate qualification. If successful, students receive certificates that qualify them for work, and are accepted throughout the region. Vocational and skills training centers are jointly promoting CVQ through the Caribbean Association of National Training Agencies (CANTA).

While common standards are a good idea, the problem of attaining minimum levels of competency remains. USAID/B-EC partner organizations (Gilbert Agricultural Center and National Development Foundation, in Antigua; and Center for Adolescent Renewal and Education [C.A.R.E.] and Boys Training Center, in St. Lucia) indicate that meeting these standards will be difficult, because of the prevalence of problems with literacy, comprehension, and behavior disorders among students.

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<sup>49</sup> One exception is the well-run Upton Girls Center, St. Lucia, which is a residential training program for young girls between the ages of 12 and 16 who are abused, neglected, or have behavioral problems. Prisca St. Paul, the Director, reports that 95% of those who complete the training get jobs. The program runs near capacity, averaging 18 to 20 students.

<sup>50</sup> Pers. comm., David Flemming, Dean, School of Continuing Education, T. A. Marryshow Community College, July 2, 2010.

<sup>51</sup> CSME allows CARICOM goods, services, people, and capital to move throughout the Caribbean without tariffs and restrictions. The CSME requires the eventual harmonization of constitutions, qualifications and credentials, tax systems, and social security systems.

The need to include life-skills modules in workforce development and vocational training is widely recognized. Almost everyone we spoke with mentioned that this forms a part of their training programs. The question, however, is the degree of emphasis given to life-skills components. In terms of turning around the lives of trainees, effective life-skills training may be the most important part of a skills training program. Especially, since many boys begin these programs with learning challenges, and are likely to have a history of academic failure (possibly including verbal or physical abuse), and feelings of inadequacy and low self-esteem.

Greater attention and support needs to be given to life skills components of training programs. A good example in this regard may be C.A.R.E. At C.A.R.E. the majority of their students are young boys, and they begin their skills training programs with “rap” sessions, to draw-out personal histories and expectations. Coordinators of these sessions report that trainees themselves bring up the following issues: self-esteem; roles of parents/parenting skills; fatherhood, sexuality; abortion; contraceptives; teenage pregnancy; drug abuse; communication; and goal setting.<sup>52</sup> Life-skills components ought to be *central* to all training programs, with self-reflection opportunities and mentoring around student-identified issues and concerns integrated throughout the period of study for those who need it most.

### **Recommendations:**

- Improve the quality of life-skills components for “second chance” learning and skills development.
- Include gender knowledge and men’s constructive engagement approaches in life skills curriculum.
- Provide remedial or special education classes for those who have learning disabilities or difficulties with reading and comprehension.
- Encourage students to pursue skills development in non-stereotypical and un-gendered occupations.
- Target potential dropouts and poor-performers on CXEs and CXCs for workforce development and vocational training.
- Link training to employment placements, especially for social groups who have face discrimination in hiring processes.
- Offer stipends for travel and basic needs to increase access and gender-balance in student population.
- Undertake research on different teaching methods to understand approaches that help to attract and retain male students – then implement them.

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<sup>52</sup> Pers. comm., Karleen Mason, Executive Director, C.A.R.E., by email July 27, 2010.

## Examples of Gender-Sensitive Indicators:

- Number of people in target group (at-risk youth) trained, disaggregated by sex and other social variables (i.e., age, economic class, location).
- Levels of participant satisfaction with training program, disaggregated by sex.
- Number and percentage of women who receive fair wages commensurate with their abilities and skills following completion of training.
- Number and percentage of trainees employed in “un-gendered” or cross-stereotypical jobs, disaggregated by sex.
- Number and percentage of students receiving stipends for travel and basic needs, disaggregated by sex.

### 4.1.3 Entrepreneurship

USAID/B-EC will use resources to stimulate and support youth creativity and involvement in micro and small enterprise development. The aim is to support the emergence of new businesses and jobs. Business start-ups and self-employment will increase opportunities for male and female young entrepreneurs. These initiatives will build on Junior Achievement programs, and the development of a curricula focusing on entrepreneurship through the Cave Hill School of Business at the University of the West Indies, Cave Hill Campus. In addition, there will be training provided to potential micro-entrepreneurs through an Academy for Education Development initiative.

Poor educational outcomes and entrenched gender dynamics have implications for fostering entrepreneurship. Given weak educational attainment, aspiring entrepreneurs tend to pursue businesses in low-productivity, low-risk ventures which have limited income-earning potential. While this is better than unemployment, which is the other very real option facing most Caribbean youth, the data suggest that it may not bode well for income earning potential. This underscores the importance of not neglecting efforts at employment creation in the bid to boost opportunities for entrepreneurship.

The Junior Achievement program currently supported through the St. Lucia Chamber of Commerce is designed to promote entrepreneurial skills at an early age. Students are drawn from primary and secondary schools, with mentoring and hands-on activities that teach students concepts of entrepreneurship and financial literacy. Workshops and training sessions include: information on the procedures involved in starting and running a Junior Achievement Company, marketing plan preparation, and record keeping.<sup>53</sup> The objective is to encourage students to take risks in the business world, and develop a “spirit of entrepreneurship,” which is widely regarded as lacking in the Caribbean. The Chamber is also about to start a Youth Business Trust program, based on a model developed in Barbados. This will assist youth in starting business initiatives, with start-up money (maximum of \$10,000), counseling, and training. The idea is to help young people who are out of school and have an innovative idea, but are unable to get capital from banks.

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<sup>53</sup> St. Lucia Chamber of Commerce, Industry and Agriculture Annual Report (2008).

They expect to support 15 to 20 young people per year. The Chamber does not disaggregate by sex, nor do they use any gender-related indicators for monitoring and evaluation.<sup>54</sup>

The recent DFID report on Gender and Enterprise Development in the Caribbean (March 2009) notes that services to entrepreneurs that purport to be gender “neutral” are implicitly “masculine in orientation,” and tend to ignore the different ways that male and female entrepreneurs practice entrepreneurship. Some of those differences include:

- Motivation for business formation (females are less motivated by economic gain, and more by child-rearing demands and career satisfaction);
- Size of business (female businesses typically smaller than males);
- Networking (females spend more time and effort on relationship-building with clients); and
- Work/Home separation (females businesses tend to be more integrated with home life).

In addition, the study identifies regional trends (that also mirror global trends) in three overarching constraints to the development of women’s enterprises: pervasive negative gender-stereotyping, a high degree of informality, and a lack of graduation from welfare-oriented to more market-led support. These overarching factors need to be considered in a gender-aware approach to micro-enterprise development and entrepreneurship.

### **Recommendations:**

- Support efforts by young entrepreneurs to engage in new economy ventures, based on gendered understandings of business development practices and options.
- Track the effects of activities on gender relations and outcomes, with sex disaggregated and people-level indicators.
- Encourage men and women to pursue opportunities in un-gendered or cross-stereotypical business development.

### **Examples of Gender-Sensitive Indicators:**

- Number of youth trained in micro-enterprise development and entrepreneurship, disaggregated by sex and other social variables (i.e., age, economic class, location).
- Number and percentage of young entrepreneurs pursuing cross-stereotypical or un-gendered business development, disaggregated by sex.
- Changes in women’s or household income and spending.
- Analysis of time-use and division of labor, disaggregated by sex.

#### **4.1.4 Juvenile Justice**

The Eastern Caribbean’s juvenile justice systems lack appropriate facilities and training for police, judiciary, legal, and social service professions. These problems stem from a shortage of human as well as financial resources (technical know-how and funding). It is expected that new

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<sup>54</sup> Pers. comm., Brian Louisy, St. Lucia Chamber of Commerce, July 7, 2010.

programming will focus on community intervention programs, diversion from Courts, the Juvenile Court system, and alternatives to incarceration in sentencing options.

Countries lack coherent prevention strategies, including appropriate social services and adequate systems or alternatives to court proceedings and incarceration. Young offenders are placed in adult prisons, even for petty crimes. Police and other law enforcement agencies lack training or capacity to better manage the challenges of dealing with young people, especially “on the block” adolescent boys. There is also a shortage of counseling programs and development services for young people, including programs to help parents and families better support and assist children. There are also problems in terms of inconsistencies in the definition of a child, and the absence of protocols for the treatment of juveniles in the justice system. These deficiencies reduce the likelihood of successful reintegration of the young offender.

The region’s youth are disproportionately affected as both victims and perpetrators of crime. The growing rate of crime and violence among youth is strongly correlated with drug trafficking and poverty. Many countries serve as trans-shipment points for drugs, mostly cocaine and marijuana. This trade drives an increase in Small Arms and Light Weapons (SALW). The availability of guns, criminality and violence affect many communities. A better understanding of how and why young people resort to the use of arms and criminality is needed, including traditions and practices relating to the use of small arms, concepts of manhood, and violence in the family and other settings.

There are few pathways for healthy transitions into adulthood geared towards adolescents, especially young men with criminal records. UNIFEM argues that juvenile justice programs should consider factors that influence “Who is in harm’s way, and how and why are they doing harm?”<sup>55</sup> For example, studies indicate that dropout rates of boys are highest in female-headed households that receive no support from fathers. Are adolescent boys dropping out of school and engaging in criminal activities because of the need for “fast cash,” and gendered expectations that they should provide for the family? There is a need to better understand why crime and gang-related violence or activities disproportionately affect young men. At present, UNIFEM is undertaking a “gendered crime audit” which looks at the high incarceration rates for the Caribbean, relative to population, and examines why men and boys are incarcerated in vastly greater numbers than women.<sup>56</sup>

Gangs are receptors of disaffected at-risk youth, many of whom have dropped out of school, are unemployed, and have few options. In Grenada less than 25% of young people who registered for the Youth Upliftment Program (a training program) had the requisite entry qualifications (Blank 2009). Engaging in gangs and crime is dangerous because it promotes risky behavior as a means of garnering respect about their masculinity. Young men are pushed toward crime and violence

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<sup>55</sup> Pers. comm.. Roberta Clarke, Director, UNIFEM Caribbean Office, Barbados, July 15, 2010.

<sup>56</sup> The Caribbean has one of the highest ratios of prison population rates in the world at 324.5 per 100,000. By comparison, the median rate for South American countries is 154. In St. Kitts and Nevis and Grenada the numbers are 588 and 408, respectively – placing them within the top 15 of countries with the highest incarceration rates. In terms of the percentage of female prisoners in the OECS and Barbados, they range from a high of 4.5% in Barbados to a low of 0.3% in Dominica. See King’s College London: International Centre for Prison Studies, Roy Walmsley (2009) “World Prison Population List” (8th edition), [http://www.kcl.ac.uk/depsta/law/research/icps/downloads/wpp1-8th\\_41.pdf](http://www.kcl.ac.uk/depsta/law/research/icps/downloads/wpp1-8th_41.pdf); and Roy Walmsley (2006) “World Female Imprison List” [http://www.unodc.org/pdf/india/womens\\_corner/women\\_prison\\_list\\_2006.pdf](http://www.unodc.org/pdf/india/womens_corner/women_prison_list_2006.pdf)

because of a host of interconnected factors, including: poverty, social exclusion, corruption, large-scale urbanization, high levels of youth unemployment, weak education systems (that particularly fail boys), gang culture, ineffective policing, drug and alcohol abuse, child and sex abuse, increasing numbers of single-parent homes, widespread availability of weapons, criminal deportees and migrants, and the media.

Juvenile Justice programs need to tackle the intersection of poverty and high social pressure; the ongoing failed use of a one-size-fits all educational curricula that alienates young men from school; address the disconnect between secondary school curricula and the workforce and the lack of extra-curricular options affiliated with school (i.e., sports teams); provide resources and programs to support/encourage academic achievement among at-risk young men; denounce the punitive/authoritarian approach to discipline; and promote income-generating opportunities for youth.

### **Recommendations:**

- Support programs that offer positive pathways for male adolescent transition into adulthood, especially mentoring and men as partners/positive role-model initiatives.
- Offer training for police and other law enforcement agencies to better manage the challenges of dealing with “on the block” boys, including gender analysis that examines the consequences of prevailing definitions of masculinity and what it means to be a man.
- Help to establish protocols for the treatment of juveniles in the justice system, including the consistent application and definition of a child.
- Support the development and application of alternatives to violence, gender justice, and gender-aware life skills programs.

### **Examples of Gender-Sensitive Indicators:**

- Number and percentage of offenders adopting new behavior/practices (based on follow-up survey), disaggregated by sex and other social variables (i.e., age, economic class, location).
- Number of trainings offered for positive adolescent transitions into adulthood, disaggregated by location and training timing (and perception of convenience for women and men).
- Number of and percentage of trainings that include gender-sensitization, gender-aware life skills, and gender-analysis components.

## **4.2 Climate Change Adaptation and Risk Management**

Caribbean countries have been ranked among the most vulnerable to climate change. Models suggest that there will be an increasing magnitude and frequency of extreme weather events and disasters. With a long-term commitment of earmarked Global Climate Change funds, USAID/B-EC is in the early stages of supporting national adaptation and resilience strategy development in different islands. Technical assistance will be provided to key government ministries, including Ministries of Planning and Finance, and the OECS. Awareness-raising through the private sector and NGOs will also help to increase knowledge of what to expect and how to prepare for and adapt to the impacts of climate change. This will be vital for communities and governments. The aim is to better integrate climate change responses into national and sector-based planning in order to

address key climate change risks and develop long-term programs that build capacity and reduce vulnerability.

Ongoing activities focus on engaging stakeholders to assess climate vulnerability and adaptation options. USAID/B-EC assistance will help to put in place timely climate change adaptation measures that support conservation efforts, especially in terms of policy and legal instruments for sustainable land management and strengthening regulations for effective coastal construction. Two critical areas have been identified: (1) coastal zone management and resilience; and (2) freshwater resources management (to include improved land use policy to protect mangroves, watersheds, and other catchment areas from degradation).

Climate change, like gender, is a cross-cutting issue that will define human development.<sup>57</sup> Climate change vulnerabilities and adaptation capacities reflect historically- and culturally-specific gender disparities (i.e., differences in the roles, resources, rewards, and responsibilities and the assets or “resilience” this creates). Because of gender inequalities, women and girls, men and boys have different assets – physical, financial, human, social, and natural capital (e.g., resources and land, knowledge, technology, power, decision-making potential, education). The fewer assets people have, the greater the insecurity and vulnerability.

The UNDP (2007) notes that climate change is likely to magnify existing patterns of gender disadvantage. Women are often disproportionately affected by natural disasters and environmental stress, because of their gender roles and responsibilities, unequal access to resources, muted voice in shaping decisions, and sometimes limited mobility. However, they can also be essential resource managers and agents of adaptation because their knowledge and experience is often critical to community well-being and recovery. The failure to include women in decision-making processes, particularly those focused to climate change adaptation strategies, is likely to exacerbate inequalities and undermines the effectiveness of responses.

Unfortunately, however, gender concerns are under-represented in most stakeholder discussions on climate change and disaster risk management. An initial stakeholder workshop, organized through the Environment and Sustainable Development Unit (ESDU) of the OECS, appears to have been no different. In a discussion with Keith Nichols, Head of the ESDU unit, he mentioned that in a five-day regional workshop held the previous week gender was not mentioned “even once.”<sup>58</sup> He implied that this meant that gender was not an issue; however, it could also signal that stakeholders with knowledge of gendered effects of climate change in the Caribbean were simply not included. This also seemed to reflect a pattern of ESDU implementation, with very limited attention given to concerns of gender. Even in community-based programs supporting the establishment and improved management of protected areas that aim to engage women and men in decision-making, little data were disaggregated by sex and there were no indicators that could capture changes in gender relations, if any.

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<sup>57</sup> UNDP, Human Development Report (2007), identifies climate change as the “defining human development challenge of the 21<sup>st</sup> Century.”

<sup>58</sup> Per. comm., St. Lucia, July 9, 2010.

Moreover, the ESDU's comprehensive Vulnerability Benchmarking Tool (BTool), which was designed with support from USAID in the aftermath of Hurricane Ivan and "tailored to the specific needs of the region," lacks components for assessing gender-related vulnerabilities. The BTool assesses six areas of disaster management (risk identification, risk mitigation, risk transfer, disaster preparedness, emergency response, and rehabilitation and reconstruction). However, other than identifying total male and female populations, and differentiating by age groups (i.e., under 15 and over 70 years old), there are few gender-related indicators.<sup>59</sup> The BTool, which is an otherwise impressive vulnerability and risk assessment tool, should explicitly address gender-related livelihood and cultural characteristics for a better understanding of the different vulnerabilities and capabilities of men and women.

A gender-aware response to climate change and disaster risk management requires a better understanding of existing inequalities (especially in terms of assets, vulnerabilities, capacities, and risks), and the ways that climate change is likely to exacerbate these disparities. Women and men will experience climate change differently, and respond with different coping mechanisms and capacities. Men and women need to better understand the ongoing and likely long-term ramifications of climate change, and be able to share information on ways of addressing negative impacts.

Gender-responsive climate change policies and strategies are necessary if governments and communities are to effectively respond to the human and environmental challenges ahead. From the earliest stages of planning and design, it is essential to build a better understanding of how and why women's and men's priorities conflict and/or concur, and how policies and programs can best respond based on differences in vulnerabilities, needs, and priorities. Gender needs to be better integrated into USAID/B-EC-supported national and regional dialogues on climate change adaptation, with gender analysis in planning and programming strengthened.

## **Recommendations:**

- Identify and overcome barriers to participation (especially for women and youth) at local, national, and regional levels (in numbers and quality of participation).
- Identify gendered impacts, coping strategies, and adaptation priorities of women and men to help inform climate change responses at the household and community levels.
- Identify the gendered impacts, coping strategies, and adaptation priorities of women and men in urban contexts, because of the concentration of towns (and over-crowding) along low-lying coastal zones in the Caribbean..
- Identify how gender affects labor, consumption and lifestyles, to inform awareness-raising campaigns and ways of involving men and women in new technologies to improve adaptation at the community level
- Encourage national disaster management agencies to integrate national gender bureaus or divisions into disaster coordinating and planning mechanisms to better support gender mainstreaming.

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<sup>59</sup> Under the vulnerability assessment component, the needs of women, aged, young, and chronic ailment sufferers and persons with physical or mental challenges are, however, highlighted for special attention.

- Design disaster risk management programs and projects to specifically address: (1) concerns of VAW, which increase in natural disaster transitions; (2) implications for the provision and distribution of humanitarian assistance to female-headed households in the Caribbean; and (3) gender-aware modalities for increasing social capital and economic resilience before disaster strikes.

### **Examples of Gender-Sensitive Indicators:**

- Numbers of women and female-headed households receiving training and assistance related to disasters.
- Number of men and women involved in new technologies to improve adaptation at the community level.
- Increased support for research on women’s knowledge about drought and flood-related strategies.
- Participation of women in climate change planning institutions, processes, and research (including disaster preparedness and management), at professional and lay-community levels.

### **4.3 HIV/AIDS Prevention, Treatment, and Care**

The new PEPFAR Caribbean Regional HIV/AIDS Partnership Framework (RPF) is designed to mitigate the impact of HIV/AIDS through comprehensive and integrated prevention, care, and treatment programs. The Partnership Framework provides a 5-year strategic vision for cooperation with support for service delivery, policy reform, and coordinated financial commitments. This strategic alliance includes 12 Caribbean governments, two regional entities (PANCAP and OECS), and six USG agencies (Department of State, USAID; Center for Disease Control; Peace Corps; Department of Defense; Health and Human Services; and Health Resources and Services Administration).

PEPFAR has a comprehensive mandate to integrate gender in all technical areas of prevention, treatment, and care through gender strategies tailored to meet the unique gender-specific needs and challenges of different beneficiary groups (see Box 2).

Social and behavioral norms, and the gender inequalities these sustain, fuel the AIDS epidemic in the Caribbean. Because of the high rate of heterosexual transmission, transactional sex is a major factor in the persistence of HIV infection. Transaction sex is “entrenched in society,” ignored if not sanctioned by mothers, families, and communities because it supplements family incomes and brings material benefits.<sup>60</sup>

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<sup>60</sup> Pers. comm., Darrel Montrope, Head, Social Development Unit, OECS Secretariat, St. Lucia, July 6, 2010.

It is estimated that the annual incidence of HIV is three to six times higher in women aged 15 to 24, than men of that age group. This has led observers to believe that there is a “feminization of the HIV/AIDS epidemic,” resulting from unprotected transactional sex between girls/young women and older males. However, women are testing at twice the rate of men so this statistic may be a matter of incomplete data.<sup>61</sup>

Individuals are reluctant to test for HIV because of concerns of stigmatization and problems of confidentiality in health service system. Most people do not trust that their medical condition will be kept confidential. This has caused many to avoid testing, travel to other islands for services, or pay for services in the private sector. It has resulted in the “undergrounding” of the epidemic.

“Out of sight, out of mind” is also beginning to impact national HIV/AIDS strategic approaches. In Grenada the National Aids Council, which used to be housed in the Prime Minister’s Office, is now based in the Ministry of Health. While this may be a more-appropriate placement, it does signal a decline in political priority-setting.

Furthermore, the National Infectious Disease Control Unit in Grenada, which focuses on HIV/AIDS cases, is the former morgue and very publicly exposed. People are reluctant to go there, for fear that even walking into the building signals that they are HIV-positive. Key informants from GrenCHAP (Caribbean HIV/AIDS Partnership) recommend moving away from the “silo” approach to HIV/AIDS testing and treatment. They suggest that care should instead be provided more generally, based on communicable and non-communicable diseases.<sup>62</sup>

#### **Box 2: PEPFAR Gender Integration Strategy Recommendations**

Increase gender equity in HIV/AIDS activities by promoting proactive and innovative strategies that ensure men and women, girls and boys, have equitable access to prevention, care, and treatment services; to address barriers selectively faced by women and men in accessing and benefitting from programs; and to encourage men’s uptake of services.

Reduce violence and coercion by supporting efforts to change social norms that perpetuate violence against women; by developing screening, couples counseling and partner notification strategies; by working with health providers, other institutions and communities to provide a range of support services and referrals for survivors, including the provision of post-exposure prophylaxis (PEP); and by strengthening policy and legal frameworks that outlaw gender-based violence.

Address men’s norms and behaviors by constructively engaging men in advancing gender equity, preventing violence, and promoting sexual and reproductive health for themselves and their partners, including couples testing and counseling; involving men in prevention of mother-to-child transmission; behavior change programs addressing alcohol and substance abuse, cross-generational sex, and multiple concurrent partnerships; and working with communities on responsible male behavior.

Increase women’s legal rights and protection by eliminating discriminatory policies, laws, and legal practices that deny women enforceable legal rights and protections, by promoting equal rights to inheritance, land, property, and other productive assets; and by increasing awareness among judicial, legal, and health sectors, community leaders, and traditional authorities on legal rights related to HIV/AIDS.

Increase women’s access to income and productive resources by strengthening their access to vocational training, education, microfinance, and credit so as to improve their ability to assess services, support themselves and their children, and avoid coercive and high risk activities that increase vulnerability to HIV.

Adapted from USAID (August 2009).

<sup>61</sup> Pers.comm., Louise Tillotson, Program Officer, Caribbean HIV/AIDS Alliance, Antigua, July 12, 2010.

<sup>62</sup> Pers. comm.. Nigel Mathlin, President, and Kerlin Charles, Program Coordinator, GrenCHAP, July 2, 2010.

Gender equity and health objectives are mutually reinforcing. If there is greater equity, then there is better health. UNIFEM argues that gender inequality is the basis of the persistence of HIV/AIDS in the Caribbean.<sup>63</sup> It believes that tackling HIV/AIDS in the region will require a shift from the emphasis on individual responsibility toward addressing the underlying social drivers of the epidemic and how those create vulnerabilities, especially among young people.

While it may not be the only factor, gender inequality is certainly a major obstacle to preventing and treating HIV/AIDS. The feminization of the HIV pandemic is largely attributable to unequal power relations, which impede women's capacity to negotiate safe sex practices. It is also the result of traditional norms of masculinity which encourage men to engage in sexually risky behaviors with negative health consequences for themselves and their sexual partners. This also includes the prevalence of older men who engage in transactional sex with teenage girls and young women, and the parents who actively promote or turn a blind eye to these exchanges.

The HIV epidemic in the Caribbean is fueled by the historical and cultural legacies of gender inequality, power imbalances, and stigmatization. The effect of these practices is engrained within daily realities that enable heterosexual men to believe that they are superior to all other gendered groups. Patriarchy underscores their perceptions, and dictates how gender is constructed, practiced, and imposed. Caribbean masculinity among St. Lucian youth is described as, "the freedom to have multiple partners, to hustle and pimp, smoke and more or less do as one chooses" (Alexander and Gibbons 2007:2). In contrast, women are expected to accept their partner's high-risk activities, and not negotiate safe sex practices. Though Caribbean women seem to have gained considerable autonomy (in terms of leading households and raising their own children), they are still constrained by rigid gender norms and expectations.

The movement and migration within the region amplifies the potential for HIV/AIDS spread. As men and women relocate in search of jobs, they establish new sexual relations. Some of these women and men become CSWs to earn income and in response to demands of the tourist economy. This was evident in Antigua, where there are a considerable number of women from the Dominican Republic and Guyana as undocumented commercial sex workers. According to the USAID-supported Caribbean Alliance Network, some of these women are unaware of their vulnerable status and the risks of their profession, and many are unable to negotiate safe sex practices with their clients.<sup>64</sup> Much of this occurs against the backdrop of the region's tourism-based economy, which attracts more than over 20 million visitors each year. Some tourist-based activities fuel high-risk sexual activities, and they should be considered as well in the new HIV/AIDS initiatives.

Another highly at-risk group is homosexuals. Given prevailing norms of homophobia, they too are forced to suppress their gender identities and are fearful of accessing HIV/AIDS information or services. Some homosexual men maintain dual lifestyles as married men with children but engage in sexual relationships with other men. According to the Grenada's GrenChap, their identity poses a unique challenge for intervention models because they are not visible and their identities are complex. Programs will need to consider that some of these men will not identify as gay, bi-sexual

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<sup>63</sup> Pers. Comm., Leah Odle-Benson, HIV/AIDS Program Officer, Focal Point on Youth, UNIFEM, Barbados, July 1, 2010.

<sup>64</sup> Pers. comm., Caribbean HIV/AIDS Alliance, Louise Tillotson, Antigua, July 12, 2010, and Jane Armstrong, July 15, 2010.

or even as MSMs. Irrespective of their identities, their actions are dangerous, because of the likelihood of infecting their wives and children with HIV/AIDS.

Over the years, there have been a plethora of HIV/AIDS awareness and prevention campaigns. However, most campaigns have been ineffective in changing risky behavior. Young people have become immune to the messages. Hyper-sexualized pop-culture messages valorize high-risk behaviors and denounce the use of protection.<sup>65</sup> An assessment of young people in St. Lucia and Dominica notes that young people are generally knowledgeable about sexual risks but ignored them because of peer pressure, the media messages, and the gendered expectations. Young people imagine themselves invincible.

Awareness campaigns have emphasized prevention and protection, with no media ever focusing on people living with HIV/AIDS (PLWH). The realities of PLWHs are not exposed or discussed. Key players on the ground believe that this amplifies the problem because people cannot put a public face to HIV/AIDS. There is the lackluster among government officials and other reputable figures in the Caribbean to embrace and speak out on behalf of HIV/AIDS and in support of the HIV-positive population. This silence fuels stigma and discrimination and hinders testing. Another issue is the lack of health-seeking behavior of men.<sup>66</sup>

Jammon Roberts, Youth Ambassador for HIV/AIDS from Barbados to CARICOM, offers that “young people respond to other young people.”<sup>67</sup> He recommends using peer-to-peer behavior change communication methods. This is being done by the St. Lucia Red Cross, through the “Together We Can” program, and by the Grenada National Organization of Women (GNOW), with some successes. However, there are still concerns that the messages have grown “stale.”

## **Recommendations.<sup>68</sup>**

- Explore how social and sports clubs can be used to engage adolescent boys in creating more equitable gender relations with their partners to reduce GBV, unwanted pregnancies, and HIV transmission.
- Reduce violence and coercion by supporting efforts to change social norms that perpetuate GBV against women, marginalized groups, and LGBT populations .
- Establish better protocols around confidentiality and respectful treatment and care for HIV/AIDS patients of all genders and sexual orientations.
- Support efforts to strengthen policy and legal frameworks that outlaw VAW and GBV.
- Address men’s norms and behaviors by constructively engaging men in advancing gender equity, preventing violence, and promoting sexual and reproductive health for themselves and their partners.
- Involve men in prevention of mother-to-child transmission, behavior change programs addressing alcohol and substance abuse, cross-generational sex, and multiple concurrent partnerships.

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<sup>65</sup> Pers. comm., Roberta Clarke, Director, UNIFEM Caribbean Office, Barbados, July 15, 2010.

<sup>66</sup> Pers.comm., Louise Tillotson, Program Officer, Caribbean HIV/AIDS Alliance, Antigua, July 12, 2010.

<sup>67</sup> Pers. comm., Barbados, July 1, 2010.

<sup>68</sup> Note that many of these recommendations draw on those identified in the PEPFAR gender integration mandate, See USAID (August 2009).

- Analyze how projects can reduce the gender-based economic constraints that increase the vulnerability of adolescent girls to HIV transmission.
- Address barriers selectively faced by women and men, MSMs and CSWs, and adolescent boys and girls, in accessing and benefitting from health service systems (including issues of confidentiality and protocols for care).
- Develop more-appropriate and confidential screening, couples counseling and partner notification strategies.
- Increase access to income and productive resources for men and women (through vocational training, education, microfinance, and credit) to improve their ability to access services, support themselves and their children, and avoid coercive and high risk activities that increase vulnerability to HIV.

### **Examples of Gender-Sensitive Indicators:**

- Number of trainings on establishing protocols around confidential and respectful treatment for HIV/AIDS patients of all genders and sexual orientations.
- Number of men and women who have been exposed to health messages from peer educators.
- Number of men and women who regard the health information they receive as reliable.
- Number of men and women who believe that women are reliable sources of information introduced into the household.
- Percentage of men and women who believe that it is never right to hit a woman.
- Percentage of men and women who believe that women have the right to decide to be tested for HIV.
- Percentage of men and women who believe that it is okay to use protection with intimate partners (even those in long-term relationships or marriage partners).
- Percentage of men and women who feel they can discuss their HIV status with their partner without fear of violence.
- Changes in barriers faced by men and women, MSMs and CSWs, and adolescent boys and girls in accessing and benefitting from health service systems (including issues of confidentiality and protocols for care).

## **5. Cross-Sector Recommendations**

**Include gender analysis and gender competency in all sector assessments:** At least one team member with gender competency should be included in all sector assessments to collect data on gender relations, roles, and identities in correlation with the needs or problems to be addressed. This information will help to identify gender-based constraints and opportunities early into the planning process, and improve development outcomes.

**Conduct trainings for staff and partner organizations on the *meaning* of gender and sector-specific GIOs:** All managers and staff involved in program and project implementation should be trained on gender and sector or project-specific GIOs. In addition, there should be a gender point person, responsible for guiding and supporting the progress of gender-related activities. This person should have sufficient resources and authority to make programmatic changes to improve gender-related outcomes.

**Monitor and evaluate activities through gender lens:** All work plans should have activities or strategies for addressing gender disparities. Baseline, midline, and endline surveys should include gender indicators and/or ways to track changes in gender relations.

**Track changes in gender relations through indicators that better measure gender-related inputs, outputs, and outcomes:** Disaggregated data and analysis are essential for tracking gender-related outcomes. Without this information it is difficult to gauge changes in gender relations. Use a mix of different types of indicators to better monitor results. In addition to quantitative indicators, use qualitative, process-oriented, and proxy indicators to better capture changes in gender relations and how these are affecting development outcomes. If targets are not being achieved, the project should revisit its initial gender analysis and/or seek gender expertise to identify opportunities and constraints.

**Maximize opportunities for behavior change outreach among men:** Focus on men and youth, especially sharing the experiences of “positive deviants” and benefits of gender equality. Use progressive leaders and role models to promote gender equality and improve gender relations.

**Create opportunities for sharing information about gender in ongoing projects and among partners:** Establish a forum to facilitate networking among gender specialists and gender focal points, to better share information about gender integration in ongoing projects.

**Increase youth-focused activities at the nexus of gender and identity:** Youth are the future. Research indicates that young men and women are more flexible in their perceptions of gender roles and identities. It is good to reinforce and encourage gender equality shifts in behaviors and norms.

**Gender should not be viewed as an “add-on:”** Gender objective(s) should be identified from the very beginning. There is a tendency to think of gender as somehow outside the purview or scope of a program, project, or activity. Attention to gender makes development assistance more equitable, effective, and sustainable.

**Concentrate on ways to increase dialogue between men and women:** Social capital and shared understanding builds when groups (men and women) are brought into a dialogue or otherwise work on activities which benefit everyone.

**Support local and regional government initiatives to be more gender-responsive and accountable:** Use different tools and methods to increase awareness, accountability and responsiveness toward gender. Examples include: gender budgets, gender audits, gender scorecards, and gender-sensitive disaggregated data in national surveys, census, and client satisfaction surveys.

## **PART TWO: GENDER ACTION PLAN**

### Mainstreaming Gender in USAID/B-EC Portfolio<sup>69</sup>

#### **6.1 Assessments and Gender Analysis**

All assessments, regardless of sector, should include at least one team member with gender competency. Assessments should collect data on gender relations, roles, and identities in correlation with the needs or problems to be addressed through the program. This information should be analyzed to identify gender-based constraints and opportunities that may affect the achievement of program objectives.

Key questions include:

- What does information in previous or new research reveal about gender relations and the relative status of women and men?
- Are there differences between men and women that are significant for program outcomes and how will gender-based constraints and opportunities affect achievement of program results?

Gender analysis provides the information that is necessary for making informed decisions about programs, and should be integrated into the broad range of technical analyses conducted in preparation for the strategic plan. This involves collecting and interpreting data to examine gender differences, and the impact of these differences on the lives of all youth and adults, whatever their sexual orientation.

Gender analysis takes into account different roles, responsibilities, rights, decision-making, and access to resources and political influence. It is a methodology for examining the causes and consequences of inequality. This generally becomes clear when you explore the following:

- Who does what;
- Who has what;
- Who decides, and how and why;
- Who gains, who loses; and
- Which men and women, which boys and girls.

#### **6.2 Strategic Planning**

Examine program objectives for their attention to gender constraints and opportunities. If needed, restate those objectives so that they strengthen synergy between gender equity and program goals. This may require identifying intermediate results (or sub-objectives) that address gender differences in order to enhance program effectiveness and contribute to a more equitable distribution of benefits.

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<sup>69</sup> Portions of this section are adapted from: USAID (August 2009), Britt (2007, 2010), and DevTech (2005).

Key questions include:

- Do differences in the sex, age, and/or socioeconomic status of participants and stakeholders affect their ability to voice their opinions, make decisions, or access information and services?
- What are the different roles and responsibilities women and men have that will affect program outcomes and the allocation of its benefits? Do women and men control different types and levels of resources? Do they have diverse needs, interests, and abilities to make and express decisions and opinions?
- What are the social, legal, or cultural constraints that might prevent women or men from participating in activities?
- Are program objectives feasible given available financial, human, and technical resources?

### **6.3 Design**

Identify key program strategies to address gender-based constraints and opportunities. These should be articulated in all Activity Approval Documents (AADs) and RFA/RFPs. Gender-aware programs and projects mainstream gender concerns and identify gender objectives from the very beginning. Gender should not be an “add-on” component or after-thought.

Key questions include:

- What activities and services will the program implement to ensure that gender constraints will be mitigated or eliminated, and GIOs maximized?
- How will activities and services achieve equitable participation by women and men?
- In what ways will program activities benefit women and men, girls and boys?
- How will the program ensure that women and men have equitable access to and control over information, resources, and services?
- What strategies will the program employ to address discriminatory laws, policies, regulations, and institutions?
- What strategies will the program develop to address social and cultural preferences?
- Are there mechanisms within the project to help address disparities in resources attainment (including education and confidence-levels), opportunity costs, and communication, advocacy, or reporting skills?

### **6.4 RFA/RFPs**

The ADS requires that gender-related findings from any analytical work undertaken during the development of the project or activity design (e.g., assessments, statement of work/program description) be included in the RFA/RFP. This minimizes the possibility of gender issues being overlooked, sidelined, or marginalized. When gender issues are fully integrated into a contract Statement of Work or Program Description for a grant/cooperative agreement, they become an integral part of the evaluation/selection process.

RFA/RFPs should make clear the importance of gender integration in all stages of design, implementation, monitoring, and evaluation. They should also spell-out the gender criteria that will be used in evaluating proposals, as outlined below.

## 6.5 Evaluation of Proposals

Evaluation criteria should weigh the activities planned as well as the knowledge, ability, and experience of the staff proposed. There should be demonstrated institutional capacity to undertake proposed activities in a gender-aware manner. The following sections identify what to look for in activities, partner organizations, and technical evaluation committees, as well as gender criteria in a sample evaluation form for RFAs/RFPs (see Annex H).

### 6.5.1 What to look for in activities:

- Quality of gender-relevant research, background analysis or assessments, and Consultations;
- Gender-analysis as part of activity design and training as part of procurement;
- Actions (e.g., subcontracts, task orders, SOWs for consultants.);
- Attention to gender objectives and GIOs in different aspects activities;
- Disaggregated data for indicators and targets;
- Mix of indicators to increase rigor and understanding of impacts on gender relations; and
- Gender-related criteria in evaluation of project progress and impact.
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### 6.5.2 What to look for in Partner Organizations:

- **Workforce diversity:** They have a workforce diversity policy, and are tracking staff compositions to monitor changes over time.
- **Values:** Their values, policies, and practices indicate a clear commitment to gender equity.
- **Working style and approach:** They have previously worked with disadvantaged groups (usually women), in ways which empower these groups and build their capacity to act independently and as part of a broader coalition.
- **Staff qualifications:**
  - Key personnel who have demonstrated sectoral and gender-analysis skills.
  - Position descriptions (including leadership) that explicitly require knowledge of GIOs and constraints in the general context of the Caribbean and the specific context of the selected districts.
- **Institutional capacity:**
  - Demonstrated institutional commitment to gender concerns in previous contracts, cooperative agreements, or grants.
  - Gender-equitable and workforce diversity policies in USAID/B-EC statements, including equal opportunity employment practices.
  - Publications on gender, and/or with quality explanations of gender concerns in relation to specific activities.
  - Experience in participatory methodologies, working with diverse constituencies, and ensuring stakeholder participation.
  - Ability to offer *meaningful* gender trainings (i.e., relevant to project and activities, with a focus on how to maximize GIOs) for staff and collaborating partners.

### **6.5.3 What to look for in terms of review panels/technical evaluation committee members:**

- The RFA/RFP review panel should have at least one member with knowledge gender opportunities and constraints in the context of the Caribbean to rate proposals for their technical quality on gender integration. That person should ideally be a voting member, though the chair of the panel could invite someone with gender expertise to serve as a nonvoting member.
- Another option would be to constitute an expert advisory group (EAG) as part of the evaluation team. EAG members would have to recuse themselves from bidding on any relevant RFA/RFP in order to mitigate conflicts of interest.

## **6.6 Monitoring and Evaluation**

Monitoring and evaluation procedures should be able to track outcomes, including the metrics of social change. Work plans and reporting from partner organizations should demonstrate attention to gender concerns and strategies for collecting and analyzing relevant data. Differences between baseline and endline should be analyzed to assess the effectiveness of activities designed to address gender issues. Based on monitoring and evaluation results, there should be sufficient flexibility to expand on successful gender-equity outcomes.

Key questions include:

- Are indicators disaggregated by sex, age, socioeconomic status, and ethnic group (if applicable)?
- Are baseline data collected on women and men of different ages, socioeconomic status, and ethnicity (if applicable)?
- Are there indicators to measure changes in gender relations, access to services and resources, and power dynamics?
- Is information collected and systematically analyzed on a regular basis?
- Does the project have policies about what to do when monitoring and evaluation data reveal gender inequities?
- How do gender-specific objectives link to programmatic impacts?

### **6.6.1 Disaggregation: Sex vs. Gender**

Disaggregated data combined with people-level indicators often provide a better measure of impacts, and whether gender objectives are being met. Disaggregating by sex is necessary, but generally is not sufficient for understanding changes in gender relations. For example, tracking the number of men or women involved in a training program, the number of enterprises owned by men or women, and the increase in income for men and women does not necessarily reveal changes in gender roles or norms. This information needs to be supplemented with information about whether there has been any change in women's status and/or changes in the household division of labor to better monitor the impact on gender relations.

## 6.6.2 People-level Indicators<sup>70</sup>

To capture changes in gender relations over time, people-level indicators will often provide the best information. Household results should be disaggregated by couple or female-headed households, and in relation to key gender equity concerns (e.g., changes in women's access to land or other assets, engaged participation in discussions and/or training programs, degree of shared decision-making in the household) and gender-related impediments (socio-cultural constraints, e.g. mobility). To monitor these kinds of changes, projects should use a mix of different types of indicators. In particular, process or proxy indicators tend to offer a clearer picture of on-the-ground changes in gender relations, and how these are affecting development outcomes.

- **Quantitative Indicators:** numerical measurements of changes in the behaviors, attitudes, and practices of targeted individuals, disaggregated by sex and/or other social variables, such as age, education, and socio-economic class.
- **Qualitative Indicators:** more subjective measures that address perceptions, such as behavior changes and relationships between men and women. Scales, ranking, and indices can be used to quantify qualitative changes.
- **Process-Oriented Indicators:** quantitative and qualitative indicators that measure, e.g., the achievement of activity deliverables and/or the quality of participation.
- **Proxy Indicators:** quantitative or qualitative indirect measures that reveal the impact of a program or activity.

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<sup>70</sup> Partly adapted from CIDA (1997) *The Why and How of Gender-Sensitive Indicators: A Project Level Handbook*.

## Annex A: Scope of Work

### I. Introduction

USAID/Barbados Eastern Caribbean will conduct a Gender Assessment to provide a framework for effective integration of gender concerns in its programs, to respond to USAID gender requirements and to comply with ADS 201.3.8.4 that requires that Strategic Plans must reflect attention to gender concerns. The USAID/Barbados Eastern Caribbean Strategic Plan covers three Foreign Assistance Objectives for a five-year period (FY 2011-2015).

1. Governing Justly and Democratically
2. Investing in People
3. Economic Growth

The Gender Assessment of USAID/B-EC's programs will help guide the design and formulation of future projects and ensure gender integration into their development and implementation. The assessment is intended to facilitate the statement of appropriate gender equity goals for USAID/B-EC, identify any needs for gender training, clarify additional topics for further gender analysis and serve as a basis to draft a gender action plan.

This Scope of Work describes four interrelated tasks:

1. Reviewing of key gender issues and gender-based constraints in Barbados, Eastern Caribbean and wider CARICOM??
2. Assessing attention to gender in proposed programs;
3. Assessing the institutional context supporting gender mainstreaming, both in the USAID/B-EC and in the OECS; and
4. Drafting a gender action plan that outlines how USAID/Barbados and Eastern Caribbean can better support gender mainstreaming in its programs and achieve development outcomes that improve the situation of women relative to men in Barbados and Eastern Caribbean.

### II. Purpose

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the USAID/Barbados and Eastern Caribbean program and to make recommendations on how USAID/Barbados and Eastern Caribbean can achieve greater gender integration in its programs. This scope of work does not call for a full and detailed program design. It is expected that additional gender analyses may be needed for key sectors as the activities progress.

ADS 201.3.9.3 on Gender Considerations states that it's mandatory for "USAID planning to take into account gender considerations. Gender analysis can help to guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and

reported on in isolation. Where appropriate, gender analysis should be applied to the range of technical issues that are considered in the development of AOs and activities.”

The ADS comments that in planning AOs and IRs, Missions must consider the following questions:

- a. How will gender relations affect the achievement of sustainable results?
- b. How will proposed results affect the relative status of men and women?

“Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Conclusions of gender considerations and any other gender analysis performed should be documented at the AO, project or activity approval stage (ADS 201.3.11.4).”

### III. Background

As the islands of the Eastern Caribbean gained their independence from Britain it became evident that there was need for a more formal arrangement to assist with their development efforts. On June 18, 1981, countries therefore signed a treaty agreeing to cooperate with each other and promote unity and solidarity among their Members and the Organization of Eastern Caribbean States (OECS) was established. The OECS is presently comprised of 6 independent countries and 3 British Overseas Territories. USAID/Barbados & Eastern Caribbean’s FY2011-FY2015 Strategic Plan and this Gender Assessment, has as its geographical focus the 6 independent countries in the grouping; Antigua and Barbuda; Dominica; Grenada; St. Kitts and Nevis; St. Lucia; and St. Vincent and the Grenadines and select countries of the broader Caribbean region (Trinidad and Tobago & Suriname).

The countries of the OECS are characterized by political stability and boast open democracies with strong participation in elections. Constitutional rights do not discriminate based on gender, and laws provide for equal opportunities for men and women. Nevertheless, the political participation of women lags behind that of men. The percentage of parliamentary seats occupied by women and the number of female ministers appointed varies from not a single female minister in St. Kitts, to 25 per cent in the Cabinet in Dominica.

On the economic front, though these countries are considered middle income, reliable data sources indicate that poverty ranges from 18 to 38 percent of the population with a high percentage of poor, unemployed female-headed households. In education, gender disparities are not evidenced in primary school enrolment or completion for boys and girls but at the secondary level, the school drop-out rate is higher for boys than for girls. Evidence suggests that the OECS like the rest of the Latin America and the Caribbean (LAC) region is observing a growing number of “jobless” youth, that is, young people who are neither working nor in school.<sup>71</sup> This trend of and violence are also largely concentrated amongst the poorest in society and amongst young males (14-24 years) who often tend to be the victims as well as the perpetrators of violent crime.

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<sup>71</sup> Data is not available for the OECS per se but in the Latin America and the Caribbean region as a whole, one in four young people are jobless and this affects young women and men differently. World Bank (2008). *Youth at Risk in Latin America and the Caribbean. Understanding the Causes, Realizing the Potential*. Washington D.C.: The World Bank.

In the area of reproductive health, the OECS countries are doing extremely well with 99 to 100 per cent of the births attended by skilled health staff. However, according to World Bank statistics, countries that present data on adolescent fertility rates (15-19 years), identify very high rates: Grenada 42.4; St. Lucia 60.0 and St. Vincent and the Grenadines 63.9.72 High risk heterosexual and homosexual behaviors, combined with substantial mobility and migration, render the Caribbean a high-risk environment for increased HIV transmission, both within the region and within key external destination points. Caribbean gender roles also contribute to the spread of HIV. Young women, in particular, face considerably higher odds of becoming infected than do young men as the social model for women and girls in the region conditions them to be submissive to men in sexual decision making. In Trinidad and Tobago, for example, HIV infection levels are estimated to be six times higher among 15–19 year-old females than among males of the same age.

Though all Caribbean countries have ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women, and legislation for equal rights and access to law exists in the region, relevant enforcement mechanisms are lacking.

#### Brief Overview of USAID/Barbados & Eastern Caribbean Programs

USAID/B-EC's new five-year development strategy is designed to build an enduring capacity for our partner countries of the Eastern Caribbean to solve their challenging crime, health, and development issues in ways that address both their individual national circumstances and their shared regional responsibilities. Our program of activities demonstrates adjustments that are already in train, and delineate new avenues to be followed as part of the Caribbean Basin Security Initiative (CBSI) programming and U.S - Caribbean Regional HIV/AIDS Partnership Framework.

In the coming five years USAID's program will comprise four pillars – combating HIV/AIDS, pursuing economic growth with an emphasis on creating opportunities for youth, addressing related deficiencies in handling young offenders including early intervention with at-risk youth, youth rehabilitative academies and other forms of alternative sentencing and protecting natural resources through mitigating the impact of climate change.

#### Governing Justly and Democratically

As a component of the CBSI initiative, USAID Barbados/Eastern Caribbean will support social justice programs aimed at confronting the challenges faced by at-risk youth. Specifically, the program will advance juvenile justice programs for young offenders and vulnerable youth and where possible, complement other USAID programs in remedial education and vocational training. The assimilation of gender considerations in juvenile justice programs is necessary as we need to assess the particular needs of girls in the design of such programs and facilities. Gender-specific programming should include two important aspects: 1) content (treatment that addresses the joblessness among the youth is a particularly alarming trend, due to their propensity to become involved in crime. Crime

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<sup>72</sup> World Bank GenderStats (2007).

issues impacting females' delinquency), and 2) context (an environment that is safe, connected and congruent with girls' needs) (Bloom & Covington, 2001)<sup>73</sup>.

### Investing in People

Poorly educated, unemployed, at-risk youth in the Caribbean region face several challenges that inhibit their economic and social development. The Eastern Caribbean Program of USAID, through the CBSI, will support remedial education programs, supplemented where possible by other youth-focused programs associated with economic growth and social justice.

HIV/AIDS continues to be one of the leading causes of death among persons aged 25 to 44 years old. The small Eastern Caribbean nations lack the financial and human resources to adequately combat the disease on their own. This capacity constraint, coupled with the recent withdrawal of support by other bilateral donors, reaffirms that continued and strengthened support by the U.S. is even more critical in helping the region to mitigate the impact of HIV/AIDS. Therefore, the U.S. will provide support through a large, comprehensive package to aid Caribbean governments and regional entities. The U.S. – Caribbean Regional Partnership Framework, a 5-year joint strategic framework for cooperation between the U.S., Caribbean regional HIV/AIDS entities and select host country governments, will support national and regional efforts to address these issues. Through critical interventions with key regional and national institutions and authorities, this initiative will seek to offset the high vulnerabilities with focused technical assistance, mentoring, and capacity building of persons and health systems.

All Regional Operational Plan (ROP) programming for HIV/AIDS will seek to mainstream and integrate gender into all program activities to ensure equitable access to programs and services. Programs will be closely monitored to prevent or ameliorate outcomes that may unintentionally and differentially harm women and men.

### Economic Growth

USAID will continue to support the growth of the eastern Caribbean countries with a focus on empowering youth and moving them into the workforce through engagement and preparation. This will enable youth to successfully enter the job market or create their own sustainable businesses, thereby contributing to economic growth and regional security. USAID/Barbados and Eastern Caribbean will support workforce development and selected youth entrepreneurship programs, linking vocational training programs to long-term employment and economic growth through private investment.

USAID will also continue to support the protection of fragile ecosystems in the region with a significant additional focus on adaptation measures to reduce vulnerability to the impacts of climate change and related risks. Funding would allow investments in land-based, coastal and marine conservation and will support where appropriate mitigation measures supporting reducing risk to disasters as well as the protection of the region's ecosystem. In addition, the program will support seamless linkages between country systems and the SERVIR system which is expected to be expanded regionally supported by other USG programs.

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<sup>73</sup> Bloom, B. E., & Covington, S. S. (1998, November). *Gender-specific programming for female offenders: What is it and why is it important?* Presented at the 50th Annual Meeting of the American Society of Criminology, Washington, D.C.

#### IV. Tasks

The primary tasks of the contractor/consultant are to:

A. Carry out an assessment of USAID/B-EC's efforts to integrate gender into its proposed programs. This effort will:

- Review the Mission's proposed strategic framework, results frameworks, and the program portfolio for treatment of gender and to identify key gender-based constraints, and assess potential gender and related issues for the planned future strategic framework.
- Produce an assessment of possible entry-points for incorporation of gender and other considerations in potential new programs.
- Provide statements of the key gender based-constraints relevant to each Objective/Program Area.
- Identify resources and sources of sex-disaggregated data (and possibly other variables as appropriate e.g., age, income, and ethnicity) and for developing gender-appropriate indicators. The assessment team might offer suggestions for how to analyze the potential impacts of Barbados and Eastern Caribbean proposed strategic approaches regarding the relative status of men and women in the country/region.
- Identify local expertise on gender (e.g., NGOs, academics, research institutions, government ministries) that can be called on to provide in-depth technical assistance.

B. Based on this assessment, the consultants will work with USAID's Gender Specialist in consultation with other Mission technical personnel to develop a draft gender action plan, which lays out the steps for mainstreaming gender in Mission policies and activities.

The draft gender action plan is a deliverable from the consultants. This draft gender action plan will be developed by the consultants in coordination with other Mission technical personnel based upon the consultants' gender assessment and recommendations. The final, approved detailed USAID/Barbados and Eastern Caribbean gender action plan shall address fully the requirements of Agency directives.

#### Assessment Methodology

##### 1. Comprehensive review and analysis of pertinent literature and documents.

Review and analysis of pertinent literature and documents will commence prior to traveling to the region and continue while the contractor is on the ground. Prior to traveling to region the contractor should compile a bibliography of publicly available relevant documents, augmenting documents already in hand by conducting a web search. The list should be shared with the USAID/Barbados & Eastern Caribbean point of contact, who may suggest priorities among the list for review prior to arrival.

USAID/Barbados/Eastern Caribbean will also send relevant internal documents to the contractor to augment the bibliography including but not limited to:

- USAID/Barbados Eastern Caribbean draft Strategic Plan, Operational Plans, Partnership Framework Regional Operational Plan, Performance Report, and/or sectoral gender reports, results frameworks, etc.
- Technical analyses for strategy development;
- Implementing instruments (Cooperative Agreements, contracts, grants);
- Studies and assessments concerning gender conducted by donors, NGOs, national governments, regional organizations, and the academic community;
- National statistics on women from the national statistics institute and the UNDP Human Development Index Reports; and
- Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., Global competitiveness, health, education, workforce development and HIV/AIDS impact mitigation).

2. Meetings and discussions with USAID/Barbados Eastern Caribbean staff involved in developing the Mission program. These shall include where possible:

- Entry briefings with the Team members, the Program Office and Mission Director;
- Preliminary briefing session for USAID/Barbados Eastern Caribbean staff on the ADS requirements for addressing gender in USAID programming;
- Meetings with AO teams and implementing partners on specific sectors and areas of interest, to identify possible links to gender issues in each AO and determine whether these issues are adequately considered in the draft Strategic Plan; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities taking into consideration the cultural context of Barbados and the Eastern Caribbean, and to recommend how gender considerations can be adequately treated in the Mission draft Strategic Plan;
- Presentation of the draft gender analysis to obtain feedback from USAID/Barbados Eastern Caribbean; and
- Exit briefings with the Team members, the Program Office and Mission Director.

3. Interview selected key stakeholders and implementing partners involved in proposed programs, including local gender expert resource groups about problems, successes, and potentialities for improving attention to gender in USAID activities.

#### Estimated Level of Effort

To perform the work we need a team leader for 25 working days.

Performance Period: Approximate Length of time 20 days in country to start o/a: 5 Visits may be made to four other island apart from Barbados, these will be St. Lucia, St. Kitts/Nevis, Antigua and Grenada.

#### Team Qualifications

The personnel should have a degree in social science and previous experience working on gender-related issues and knowledge of USAID regulations. They should have Level IV in English.

## Deliverables

The consultant will submit three deliverables as follows: (Discussion needed for deliverables)

1. Upon completion of the field work, one electronic copy and three printed copies of:
  - A preliminary table of contents of the gender assessment and table of contents of the draft action plan
  - A list of findings and recommendations
2. A draft gender assessment and a draft action plan according to a schedule negotiated with the office. USAID/B-EC shall provide written comments electronically within 5 working days of receipt of the draft.
3. Final Gender Assessment and Action Plan to be submitted after 7 days of receiving USAID comments on the draft assessment and action plan.

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## **Annex C: ADS Gender Requirements**

**ADS 201.3.9.3** (Gender Analysis) now requires that appropriate gender analysis be applied to a range of technical issues in the development of a strategic plan, AOs, and activities. Conclusions of any gender analysis performed must be documented at the approval stage for country strategic plans, AOs, and projects/activities.

**ADS 201.3.11.6** (Project/Activity Planning Step 2: Conduct Project-Level Analyses as Needed) indicates that projects and activities must address gender issues in a manner consistent with the findings of any analytical work performed during development of the USAID/B-EC's strategic plan (see 201.3.9.3) or for project/activity design. The conclusion of any gender analyses must be documented in the Activity Approval Document. If the AO Team determines that gender is not a significant issue, this now must be stated in the Activity Approval Document. Gender-related findings must be integrated into the Statement of Work or the Program Description when the project or activity is to be implemented through an acquisition or assistance award. AO Teams must ensure that potential implementers are capable of addressing the gender concerns identified in solicitations.

**ADS Chapter 203:** Illustrative examples of gender-sensitive indicators have been added to ADS 203.3.4.3 (Reflecting Gender Issues in Performance Indicators) for greater clarity. ADS 203.3.6.1 (When Is an Evaluation Appropriate?) and ADS 203.3.6.2 (Planning Evaluations) contain minor changes in language to ensure consistency with changes throughout ADS 201.

**ADS Chapters 302 and 303:** ADS 302.3.5.15 (Incorporating Gender Issues into Solicitations) and ADS 303.3.6.3 (Evaluation Criteria) now require that the Contracting or Agreement Officer ensures that the requiring office has either integrated gender issues throughout the procurement request or has provided the rationale, as approved in the Activity Approval Document, for why gender is not an issue for that activity.

## **Annex D: People Consulted**

### **Antigua**

- Paul Bacchus, Executive Director, National Development Foundation
- Alvera Innis, Program Officer, Gender Affairs
- Suzie LeBlanc, Program Director, COTS
- Louise Tillotson, Program Officer, Caribbean HIV/AIDS Alliance
- Alex Wong, Women Against Rape (WAR)

#### Gilbert Agricultural and Rural Development Center

- Roberta Williams, Executive Director
- Joycelyn Humphreys, Project Coordinator
- Latoya Friday, Job Placement and Business Mentoring Coordinator

### **Barbados**

- Jane Armstrong, Caribbean HIV/AIDS Alliance
- Richard Carter, Social Policy Analyst, DFID
- Jammon Roberts, CARICOM Youth Ambassador for HIV/AIDS
- Phyllis Roett, Senior Development Officer, Social Sector, Gender Focal Point, CIDA
- Patricia Shako, Inter-American Development Bank

#### UNIFEM, Caribbean Regional Office

- Roberta Clarke, Director
- Sandra Edwards, Program Assistant
- Leah Odle-Benson, HIV/AIDS Program Officer, Focal Point on Youth

#### USAID/Barbados and Eastern Caribbean

- Mr. James Goggin, Representative
- Mansfield Blackwood, Senior Technical Officer, Economic Growth
- Sophia Cave, Program Assistant
- William Conn, PEPFAR Coordinator, Caribbean Regional Framework
- Angela Davis, HIV/AIDS Specialist
- Judith Gittens, Program Management Specialist
- Michael Taylor, Trade Specialist, Economic Growth

### **Grenada**

- Tyrone Buckmire, Executive Officer, Grenada Fund for Conservation
- David Flemming, Dean, School of Continuing Education, T. A. Marryshow Community College
- Tonia Frame, PhD Candidate, Nuffield International Center for Health and Development, Leeds University, UK
- Nigel Mathlin, President, GrenCHAP (Caribbean HIV/AIDS Partnership)

- Grenada National Women's Organization (GNOW)
- Bernadette Bartholomew, President
- Kelsi Cox, PAHO-Faces, Voices, Places of the MDGs
- Mackenzie Garst, Peace Corps Volunteer
- Angela Julien, Admin Officer
- Jacqueline Lonce Pascal, Project Coordinator
- Stephanie Morano, Peace Corps Volunteer

#### Ministry of Education

- Dave Alexander, Drug Control Officer, Drug Control Secretariat
- Elizabeth Japal, Assistant Drug Control Officer, Drug Control Secretariat
- Arthur Pierre, HIV/AIDS Response Coordinator

#### **St. Lucia**

- Jaqueline Bird, Co-Director, RISE
- L. Lord, Taxi Driver, Taxi Cooperative St. Lucia
- Brian Louisy, President, Chamber of Commerce, Industry and Agriculture
- Dr. Karlene Mason, Executive Director, C.A.R.E.
- Priscilla St. Paul, Director, Upton Guardians Girls Center
- Herbert Pierre, Disaster Coordinator, Red Cross
- Selma St. Prix, General Manager, National Skills Development Center

#### Boys Training Center

- Leonard Terence, Manager
- Jean Louis, Counselor
- Priscilla Nelson, Counselor
- Vincent Samuels, Welding and Auto Mechanics Teacher
- Lucia Yerde, Assistant Manager

#### Government of St. Lucia

- Elizabeth Lewis, Director, Division of Human Services and Family Affairs, Ministry of Health, Human Services, Family Affairs, and Gender Relations
- Donovan Williams, Permanent Secretary of Social Transformation, Youth and Sports

#### OECS Secretariat (OECSSEC)

- Joan John-Norville, Program Officer, Environment and Sustainable Development Unit
- Keith Nichols, Head, Environment and Sustainable Development Unit
- Darrel Montrope, Head, Social Policy Unit
- Cletus Bertin, Program Officer, Institutional Strengthening Program

#### Peace Corps

- Elizabeth Neason, Program and Training Officer
- Sharmon Jules, Associate Program Country Director for St. Lucia
- Haley Shellhorn, Youth Development Volunteer

## Annex E: Gender Resources, References, and Websites<sup>74</sup>

### Gender and Development Websites

- Beijing Plus Ten: <http://www.unrisd.org/> (Search for “Policy Report on Gender and Development 10 Years after Beijing”)
- BRIDGE, a searchable database of gender and development materials and online resources, [www.bridge.ids.ac.uk/](http://www.bridge.ids.ac.uk/)
- Canadian International Development Agency (CIDA), [www.acdi-cida.gc.ca](http://www.acdi-cida.gc.ca)
- Gender Equality Group, OECD, Development Assistance Committee (DAC): DAC Guiding Principles for Aid Effectiveness, Gender Equality and Women’s Empowerment, 2008, [www.oecd.org/dac/gender](http://www.oecd.org/dac/gender)
- United Nations Development Program (UN DP), [www.undp.org/gender](http://www.undp.org/gender)
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- Warren, Hannah. “Using Gender-analysis Frameworks: Theoretical and Practical Reflections,” in *Gender and Development* 15, no. 2 (July 2007). [www.genderanddevelopment.org](http://www.genderanddevelopment.org)

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## Gender Integration and Mainstreaming Manuals

- Economic and Social Commission for Asia and the Pacific. *Putting Gender Mainstreaming into Practice*. New York: United Nations, 2003. [www.unescap.org](http://www.unescap.org)
- European Commission (EC), Employment, Social Affairs and Equal Opportunities Director General. *Manual for Gender Mainstreaming, Social Inclusion, and Social Protection Policies*. Brussels: EC, 2008.
- European Commission Employment, Social Affairs and Equal Opportunities Director General. *Manual for Gender Mainstreaming of Employment Policies*. Brussels: EC, July 2007.
- Government of Sweden, Gender Mainstreaming Support Committee. *Gender Mainstreaming Manual*. Stockholm, 2007.
- Ministry of Community, Aboriginal and Women's Services. *Guide to Best Practices in Gender Analysis*. British Columbia, Canada: Ministry of Community, Aboriginal and Women's Services, 2003.
- Pact Tanzania. *Gender Mentoring: A Guide for Strengthening Equality in Communities*. Dar es Salaam: Pact, nd.
- United Nations Development Programme, Gender Mainstreaming Programme and Project Entry Points: Learning and Information Pack. New York: United Nations, January 2001.
- Wassenaar, Nicolien. *Incorporating Gender into your NGO*. Amsterdam: Networklearning.org, May 2006.

## Other Gender Planning Manuals (multisectoral)

- Development Assistance Committee, OECD. *Gender Equality in Sector Wide Approaches: A Reference Guide*. Brussels: OECD, June 2002.
- Grown, C., G.R. Gupta, and A. Kes. *Taking Action: Achieving Gender Equality and Empowering Women*. London and Sterling, VA: Earthscan and the Millennium Project, 2005.
- UK Gender and Development Network. *Women's Rights and Gender Equality, in the New Aid Environment and Civil Society Organizations: A Research Project of the UK Gender and Development Network*. London: UK Gender and Development Network, January 2008.
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- Alsop, Ruth and Nina Heinsohn. *Measuring Empowerment in Practice: Structuring Analysis and Framing Indicators*. World Bank Policy Research Working Paper. Washington, DC: The World Bank, February 2005.
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- Brown, E., B.N. Collison, and N.L. Rogers-Currie. *Youth and the Global HIV/AIDS Crisis: A Toolkit for Action*. United Nations Association in Canada, May 2002.
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- World Health Organization. *Addressing Violence Against Women in HIV Testing and Counseling: A Meeting Report*. Geneva: World Health Organization, January 2006.

### Climate Change and Disaster Risk Reduction

- BRIDGE. *Gender and Climate Change: Mapping the Linkages*. Prepared for DFID. BRIDGE, IDS, University of Sussex: Brighton, U.K, June 2008.
- CIDA. *Gender Equality and Climate Change: Why Consider Gender Equality When Taking Action on Climate Change?* See [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Climate%20change3/\\$file/Gender-2.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Climate%20change3/$file/Gender-2.pdf)

- GGCA (Global Gender and Climate Alliance). Training Manual on Gender and Climate Change. IUCN and UNDP in partnership with Gender and Water Alliance, ENERGIA, UNESCO, FAO, and WEDO, March 2009.
- UNDP. Resource Guide on Gender and Climate Change. UNDP and GGCA: New York, 2009.
- UNDP and ISDR (International Strategy for Disaster Reduction). Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation, Good Practices and Lessons Learned. UN/ISDR Secretariat, 2008.

#### Advocacy, Policy, and Accountability

- Derbyshire, Helen. Gender Manual: A Practical Guide for Development Policy Makers and Practitioners. London: DFID, April 2002
- Goetz, Anne-Marie. *Gender and Accountability: Challenges for Reform in Developing States*. Boston: Boston Consortium on Gender, Security, and Human Rights, Tufts University; April, 2006.
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- The World Bank. Engendering Development — Through Gender Equality in Rights, Resources, and Voice. Washington, DC: World Bank, 2001.

## **Annex F: Description of Gender and Development-Related Working Groups**

### **Regional Advisory Group on Gender and Development**

The Regional Advisory Group on Gender and Development meets annually, usually in October, and UNIFEM and CARICOM co-convene the group, which includes UN agencies, development partners (DFID and CIDA), representation from national women's/gender machineries from the three sub regions (north, eastern, and south Caribbean), regional women's organizations, the Institute of Gender and Development Studies, and one CARICOM Woman Triennial Awardee.

### **Poverty and Social Sector Development Donor Working Group**

The Poverty and Social Sector Development Donor Working Group meets once per quarter to facilitate information sharing and help coordinate activities of donors in Barbados and the OECS related to poverty reduction, gender, HIV/AIDS, education, health, and the rights of the child and indigenous groups.

### **Working Group on Masculinities, Gender Equality and Social Policy**

Established in 2008, the Working Group on Masculinities, Gender Equality and Social Policy is comprised on key individuals and/or organizations actively engaged in policy, research and/or intervention programming in the fields of masculinities. Its mandate is to provide a framework for critical analysis, technical advice, and evidence-based policy support on issues of masculinities, social justice, and gender equity in the Caribbean. It undertakes policy-oriented work on masculinities, evidence-based social policy advocacy, networking to share policy and research thinking as well as best practices, and monitoring and evaluation of response initiatives related to masculinities programming.

## Annex G: Important Definitions

**Constructive men’s engagement:** An approach to gender equity that includes men (as clients, supportive partners, and agents of change) in the struggle for equality.

**Gender:** The socially constructed roles, behaviors, activities, and attributes that a society considers appropriate for men and women. These change over time, and vary by culture.

**Gender identity:** One’s sense of oneself as a man, a women, or transgender. According to the APA, transgender describes “people whose gender identity or gender expression differs from that usually associated with their birth sex.”

**Gender Equality, Gender Equity:** Gender equality emphasizes equal opportunities for women and men. This may require changes in the lives of both men and women, and a comprehensive understanding of what measures should be taken to assure equality of opportunity and/or gender balance. Gender equity recognizes that in order to achieve equality a “leveling of the playing field” must first be done in order to compensate for gender gaps and the legacy of discrimination.

**Gender mainstreaming, Gender integration:** Gender mainstreaming and gender integration tend to be used interchangeably, and generally designate methods and institutional arrangements necessary for achieving gender equality. This involves taking account of gender implications in all programs, policies, and resource allocations, as well as addressing inequalities in organizational procedures and administrative and financial operations.

**Gender Aware, Gender Blind:** Gender awareness results from analyses or assessments that identify local gender differences, norms, and relations in order to address gender concerns. Gender blindness relates to a person, policy, or institution that does not recognize how gender stereotyping impacts life-choices as *the* essential determinant for the types of opportunities made available to men and women.

**Gender-based Violence (GBV):** Distinguishes violence that targets individuals or groups of individuals on the basis of their gender and includes any act which results in (or is likely to result in) physical, sexual, or psychological harm. Examples of GBV include, rape, torture, mutilation, sexual slavery, force impregnation, and murder, as well as the threat of doing any of these acts.

**Sex:** The biological and physiological characteristics that define men and women.

**Sexual identity, Sexual preference, and Sexual orientation:** An enduring pattern of emotional, romantic, and/or sexual attractions to men, women, or both sexes, and a person’s sense of identity based on those attractions, related behaviors, and membership in a community of others who share those attractions.

**Violence against Women (VAW):** Any act of GBV that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty in either public or private life. Examples of VAW encompass (but are not limited to): physical, sexual, and psychological violence in the family, such

as battering, sexual abuse of female children, dowry-related violence, marital rape, female genital mutilation; and physical, sexual, and psychological violence within the community, including rape, sexual abuse, sexual harassment, and intimidation at work, in educational institutions and elsewhere, and trafficking in women and forced prostitution.

**Women's Empowerment:** A social process which enhances women's capacity to act independently (self-determination), control assets, and make choices and decisions about all aspects of her life. At the government level this includes the extension of all fundamental social, economic, and political rights to women. At the individual level, this includes processes by which women gain confidence to express and defend their rights, and greater self-esteem and control over their own lives. Male participation and acceptance of changes in rights and roles are essential for women's empowerment.

## Annex H: Additional Tools

### Sample Evaluation Form for RFAs/RFPs: Gender Evaluation Criteria for Proposals\*

The following are illustrative evaluation criteria help to assess the degree to which gender considerations have been integrated into a proposal. Depending on the context and sector, some suggestions may be more appropriate than others. Review panels and design teams should select or modify accordingly, and use with other criteria that are specific to the RFA/RFP.

Maximum Possible Points: 100

#### A. Technical Approach

Technical and creative merit of proposed plan for:

- (1) Achieving intermediate results, including creative integration of gender-sensitive strategies (e.g, gender research, analyses or assessments, consultations with women's advocacy groups, and gender-equitable consultation and participation in all phases of activities). \_\_ ( )
  - (2) Monitoring and evaluation, including sex-disaggregated indicators, targets, and appropriate use of gender-sensitive methods and gender criteria for assessment of activity progress and impacts. \_\_ ( )
  - (3) Gender considerations in activity design, training, and procurement actions. \_\_ ( )
- Overall Technical Approach Points \_\_ ( )

#### B. Personnel

Successful experience among key staff in:

- (1) Analyzing gender issues and data for the specified sectors and designing activities that respond to the opportunities and constraints they create for achieving project intermediate results. \_\_ ( )
  - (2) Applying participatory methodologies and ensuring stakeholder involvement from diverse constituencies throughout (project inception to evaluation). \_\_ ( )
  - (3) Position descriptions that require gender expertise, especially for leadership positions, and allow flexibility to accommodate female staff concerns (e.g., if safety is a concern for women traveling alone, consider ways of pairing women field staff to work together; if formal qualifications are a barrier, consider additional training or changing the criteria to reflect other abilities and attract more qualified women candidates). \_\_ ( )
- Overall Personnel Points \_\_ ( )

#### C. Institutional Capacity

- (1) Demonstrated institutional commitment to gender equity, and expertise through continuous staff training \_\_ ( )
  - (2) Existence of gender-equitable organizational policies and procedures \_\_ ( )
  - (3) Demonstrated history of providing equitable opportunities for women at all levels of organizational management. \_\_ ( )
- Overall Institutional Capability Points \_\_ ( )

#### D. Past Performance

- (1) Level of technical expertise in the implementation and use of state-of-the-art approaches, including gender-sensitive strategies \_\_ ( )
  - (2) History of publications on gender issues in specified sectoral programs \_\_ ( )
  - (3) Successful history working collaboratively with public and private institutions with gender expertise, including international and local organizations. \_\_ ( )
- Overall Past Performance Points \_\_ ( )

OVERALL TECHNICAL RATING \_\_\_\_\_ (100)

\*Adapted from RFA Subgroup, Program Implementation Subcommittee of the Interagency Gender Working Group. *Guide for Incorporating Gender Considerations in USAID's Family Planning and Reproductive Health RFAs and RFPs*. Washington, D.C.. 2000.

**Gender Integration Tool**  
(Adapted from DevTech/Britt, April 2010)

Project Activity	Some Key Questions	Observations
<b>Analysis</b>	<ul style="list-style-type: none"> <li>• Who benefits from the activity and how?</li> <li>• What are the implications for gender relations?</li> <li>• What opportunities exist for improving gender equity?</li> <li>• What are the specific criteria for understanding the impact on gender relations/social change?</li> </ul>	<ul style="list-style-type: none"> <li>• Think about context: especially, power relations within the private sphere (household) relate to those in the public sphere (e.g., project, market, community, state).</li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>• Who participates?</li> <li>• What are the differences in the rate and quality of participation?</li> <li>• What will be the effect on men and women in the short and longer term?</li> <li>• What is being done to address inequalities?</li> <li>• Does the project adversely affect gender relations?</li> <li>• How might the project be adjusted to increase gender positive or transformative effects, and reduce or eliminate negative outcomes?</li> <li>• Are GIOs being maximized?</li> </ul>	<ul style="list-style-type: none"> <li>• Are project personnel aware of and sympathetic towards women's needs?</li> <li>• Do staff understand the meaning of gender, and are they sensitive to gender concerns and the importance of gender equity?</li> <li>• Are there opportunities for women to participate at the management level?</li> <li>• Do female staff deliver goods or services to women beneficiaries?</li> <li>• Are there mechanisms to ensure that resources or benefits are not usurped by males?</li> </ul>
<b>Monitoring and Evaluation</b>	<ul style="list-style-type: none"> <li>• How is progress being measured?</li> <li>• What indicators best reflect: (1) desired results, (2) differences (changes in baseline), and (3) the overall impact on gender relations?</li> <li>• Are proxy or process indicators being used to measure the impact of activities on gender relations, and the extent to which women's or men's equity needs are being met?</li> </ul>	<ul style="list-style-type: none"> <li>• What is being monitored and/or measured? <i>Practical needs</i> (e.g., basic needs for food, water, and shelter, healthcare, paid work) <i>and/or strategic needs</i> (e.g., changes to the division of labor, higher education, leadership skills, opportunities for collective action, increased decision-making, removal of discriminatory laws, health choices that give women greater control over their bodies, measures to counter VAW and GBV).</li> </ul>

**Integrating Gender Analysis into the Program Cycle Tool:  
Objectives, Activities, Indicators  
(Adapted from USAID, August 2009)**

<b>Critical Constraint</b>	<b>Important Opportunities</b>	<b>Gender-related Objectives</b>	<b>Proposed Activities</b>	<b>Gender indicators</b>
Identify and list critical constraints faced by men and women in relation to the program	Identify and list important opportunities for raising awareness or improving outcomes	What gender-integrated objectives can be included in the strategic plan to address gender based opportunities or constraints?	What proposed activities can be designed to address gender-based opportunities or constraints?	What indicators for monitoring and evaluation will show whether the gender-based opportunity has been maximized, or the gender-based constrain removed?

**Integrating Gender Analysis at the Mission Level:  
Summary of Key Actions  
(Adapted from DevTech/Britt, April 2010)**

**Design and Planning:**

- Gender analysis in the scope of work for all assessment and design teams
- Competence in gender analysis as a team composition requirement
- A program-specific gender analysis in all activity approval documents
- Identification of gender objective(s)

**RFA/RFP:**

- Identify preferred gender-related outcomes
- Key questions include:
  - What are the gender-related objectives for this project?
  - How can gender integration opportunities be realized through different activities?
  - Have similar projects in the past eroded or enhanced gender relations?

**PMP:**

- Define expected results through gender-sensitive indicators on critical gender issues
- Link indicators to the gender analysis in the AAD
- Track changes in gender relations through use of indicators that better measure gender related inputs, outputs, and outcomes (e.g., qualitative, process, and/or proxy indicators)

**Procurement:**

- Statements of key gender issues in all RFPs and RFAs
- Require the bidder to explain how gender issues will be addressed in implementation (e.g., staff expertise, activities, indicators)

**Proposal valuations:**

- Include weighted gender evaluation criteria (example included in 2010 Gender Action Plan)
- Technical evaluation committee should include at least one gender focal point or gender specialist
- Establish a process for reporting progress on gender within the Mission to:
- Build-in accountability so that gender integration does not end with the Gender Action Plan
- Highlight accomplishments
- Strengthen gender as a cross-cutting theme

For more information, contact:

US Agency for International Development  
EGAT/WID RRB 3.8-005  
1300 Pennsylvania Ave., NW  
Washington, D.C. 20523

[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/](http://www.usaid.gov/our_work/cross-cutting_programs/wid/)

DevTech Systems, Incorporated  
1700 North Moore St.  
Suite 1720  
Arlington, Virginia 22209

[www.devtechsys.com/services/gender.cfm](http://www.devtechsys.com/services/gender.cfm)