

PUBLICATION

# Gender/Women's bureaux in Women's Economic Empowerment Gap Analysis.



An initiative of the United Nations funded by the European Union



Spotlight Initiative



## Gender and Women's Bureaux in Women's Economic Empowerment Gap Analysis

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## List of Acronyms

<b>BPfA</b>	Beijing Platform For Action
<b>CDB</b>	Caribbean Development Bank
<b>CARICOM</b>	Caribbean Community
<b>CPA</b>	Country Poverty Assessments
<b>ECLAC</b>	Economic Commission for Latin America and the Caribbean
<b>GA</b>	Gender Analysis
<b>GBV</b>	Gender-Based Violence
<b>HIV and AIDS</b>	Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome
<b>ILO</b>	International Labour Organization
<b>IMAGE</b>	Intervention with Micro-Financing for AIDS and Gender Equality
<b>IGDS-RCO</b>	The Institute for Gender and Development Studies, Regional Coordinating Office
<b>IPV</b>	Intimate Partner Violence
<b>M&amp;E</b>	Monitoring and Evaluation
<b>NPGE</b>	National Policy for Gender Equality
<b>NGO</b>	Non-Governmental Organization
<b>NWM</b>	National Women's Mechanisms
<b>PNI</b>	Participatory Needs Identification
<b>PLA</b>	Policy Landscape Assessment
<b>SA</b>	Stakeholder Analysis
<b>TNA</b>	Training Needs Assessment
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>WEE</b>	Women's Economic Empowerment
<b>VAW</b>	Violence against women
<b>VAWG</b>	Violence against women and girls

## Chapter 1:

# Women's Economic Empowerment (WEE)





Women's economic empowerment (WEE) is rooted in the overarching concept of women's empowerment, which is concerned with the promotion of women's rights and agency. It affirms women's fundamental right to make their own choices and fosters the promotion of women's sense of self and self-worth. Specifically, WEE focuses on women gaining more control of their incomes and key economic resources, including their labour.

Strengthening and increasing women's economic control has been found to have a number of positive effects on gender equality, including intergenerational impacts. Research has shown that women's agency and decision-making power increase as their economic power grows. At the household level, this can be seen in women's increased role in household decision-making and deployment of resources within the family. Economically empowered women are more likely to spend their own money disproportionately on the nutrition, health and education of all their children, sons and daughters alike. They also have more say in their own fertility, and have fewer children. Their educated daughters also have fewer children. These outcomes of WEE promote national economic growth and contribute to shifting the social landscape in favour of gender equality. Indeed, WEE has been referred to as being close to 'the magic potion' of development and as a prime factor in reducing gender inequality (Blumberg, 2005).

Given the centrality of WEE to furthering gender equality and advancing the rights of women, a large number of programmes and projects aimed at promoting it have been put in place. WEE initiatives around the world have taken many forms, their focus and approach adapted to the unique context in which they are being implemented and their main objectives. These programmes have been designed to address issues ranging from unemployment and low labour force participation to increasing women's presence at the highest levels of their organizations.

Regardless of the specific focus of WEE programmes, they are generally grounded in the belief that economic independence forms the bedrock of women's ability to take control over their own lives as well as add value to their communities and societies. In the Caribbean, in countries where gender equality policies exist, women's economic empowerment is often one of the policy pillars and is seen as indispensable to the achievement of gender equality across the region.

Successful WEE programmes are comprehensive and embedded in a clear understanding of all the factors that affect women's ability and opportunities to participate in economic life. Many of the barriers to women's full economic participation and empowerment are rooted in norms and beliefs about women's rights, roles, and ambitions.

A review of rigorous evaluations of WEE interventions (Buvinić and Furst-Nichols, 2016) shows that the outcomes of these interventions differ significantly depending on the target group. The review shows, for example, that access to capital alone, in the form of a small cash loan or grant, is not sufficient to grow women-owned, subsistence-level enterprises. However, such approaches can be successful if delivered in-kind to more successful women micro-entrepreneurs, and should boost the performance of larger-sized SMEs owned by women. It found that very impoverished women need a more intensive package of services to break out of subsistence production and grow their businesses than do less impoverished women.

The data also show that interventions that are effective for young women may not be as functional for older women, and that some activities, such as skills training, job search assistance, internships and wage subsidies, increase the employment levels of adult women but do not raise wages. However, if social restrictions are not binding, similar interventions increase young women's employability and earnings.

Social constraints may also play a role in explaining short-lasting or delayed outcome gains for women. An understanding of these social factors and how they constrain WEE can influence programme design so as to lessen the impact of such constraints. These include providing capital in-kind or transacted through the privacy of a cellular phone and providing secure savings accounts to nudge women to keep the money in their business rather than diverting it to non-business uses (Mondesire, 2015).

Although WEE must be built around a vision of long-term change in gender relations and women's place and role in society, short-term interventions that succeed in increasing women's earnings are also valuable. They directly benefit women and can have a transformative impact on society by fostering greater investments in child well-being, reduced household poverty and enhanced aspirations for the next generation of girls and women (World Bank, 2012).

## 1.1 WEE in The Caribbean

The patterns of women's economic participation and empowerment that are seen around the world are also reflected across the Caribbean. Issues such as lower rates of participation in the labour force, higher levels of unemployment and higher dependency on employment in the informal sector continue to hamper women's economic progress in the region.

An analysis of gender in the Jamaican labour market in 2018, for example, concludes that there is little evidence of any substantial long-term narrowing of the gap between male and female unemployment in Jamaica. The study found that in 2000, the rate of female unemployment was 2.26 times the male rate and projected that the difference would narrow slightly, to 2.08 times the male rate, by the year 2021 (ILO, 2018). In its review of labour force data for the CARICOM countries of Dominica, Jamaica and Guyana, the ILO found that the employment-to-population ratios were greater than the proportional differences by gender in the labour force participation rates. The ILO concludes that this *"may be interpreted as showing that – for people who choose to seek work by entering the labour force in these countries – it is more difficult for women than men to obtain work"* (ibid, p.16).

Occupational stereotypes continue to restrict the range of jobs that women have access to, and occupational gender segregation remains a prominent feature of labour markets in the Caribbean. There is also an enduring disparity between educational attainment and employment, as evidenced by higher unemployment levels for women despite their educational achievements (Mondesire, 2015).

Across the region, the informal economy is a major contributor to employment. In some countries in Latin America and the Caribbean, informal sector activities are believed to account for as much as 51% of non-agricultural employment (Mondesire, 2015). Many women are sole proprietors of informal businesses, but with limited access to capital, the size and reach of their operations tend to be below that of male-owned businesses. A number of country reports<sup>1</sup> underline the fact that female-owned small businesses are often under-capitalized, mainly due to the challenges women face in accessing credit. Access to capital may be limited because in the current financial environment, female business owners

do not always have the asset base needed to qualify for loans.

Data from Country Poverty Assessments<sup>2</sup> show that female-headed households are more susceptible to poverty, although patterns vary from country to country (Mondesire, 2015). Reported trends indicate that female-headed households face additional burdens as well, as they are often larger, have more children present and therefore have higher dependency ratios. To survive, women use a range of coping strategies that may include taking on multiple low paying jobs and entering into multiple albeit tenuous relationships as a way to secure livelihood support. Failure to secure such support inevitably leaves women in precarious circumstances, in which they must meet the needs of the offspring of these relationships while being exposed to abuse and retaliation from the men involved (Mondesire, 2015).

One of the causes of women's economic vulnerability in the region can be attributed to the failure to mainstream gender in all sectors and activities. This failure has led to policies and practices which in fact lock women out of opportunities and limit their ability to fully participate in economic life (Caribbean Development Bank, 2000). The Grenada Country Gender Assessment points to the example of the male-dominated agricultural sector, and notes that there is little evidence that government and other agricultural agencies are aware of gendered dimensions to agriculture. This, it suggests, reflects the failure to mainstream gender in all the policies, plans and programmes developed for the sector.

The failure to integrate gender considerations in all sectoral planning contributes to continued occupational gender segregation in labour markets across the region. The tourism sector, for instance, exhibits gendered occupational segregation for jobs and positions. Men are likely to be bosses or owners whereas women occupy service-related activities such as housekeeping and waitressing. Women are also more likely to be employed in lower income-earning occupations within the sector in comparison to men. Concerns about personal safety, coupled with unreliable transportation systems, also affect women in gender-unique ways.

1 Reports on the implementation of the Beijing Platform for Action.

2 Country Poverty Assessments, which are based on the Living Standards Monitoring Survey (LSMS) model, have been conducted by the Caribbean Development Bank (CDB) in several countries in the last two decades.

# Chapter 2: Women's Economic Empowerment (WEE) and Gender-Based Violence (GBV)



Violence against women (VAW) is connected to economic empowerment in two ways: the first is the link between economic dependency and vulnerability to GBV, particularly intimate partner violence (IPV) while the second is the impact of this abuse, which may severely hamper the survivor's ability to function optimally and productively.

Research carried out in the Caribbean has established these links, although the data also show that in the region, economic independence is not a protective factor against IPV. In her study on VAW in Trinidad and Tobago, Hosein (2018) explores several economic areas, including the relationship between GBV and economic insecurity, unemployment and economic dependence. Her findings suggests that to address violence in the family, the interface between gender roles and family economic precarity should be examined closely, especially in times of economic downturn.

Hosein also found, however, that due to the rigid gender norms which prevail in some households, in many cases, even when women were earning more money in the household, they were not a part of the household financial decision-making or control processes. In some instances, when women were earning more money and/or had achieved higher levels of education, these very gains challenged beliefs about male dominance and resulted in conflict over money and roles. Moreover, while some women's entire paycheques might go to the household, many women did not have access to or knowledge of how much the men in the family earned.

Economic insecurity in childhood was also identified as a risk factor for difficulties in leaving violent intimate relationships. In addition, women said that they would stay in violent situations for the sake of the children and family.

Many women indicated a fear of seeking help because of the financial implications of disclosure and leaving. When women are employed, if they are stalked by violent partners, it may be difficult for them to go to work in some cases and their jobs may be at risk.

Economic considerations also influence the kind of help women seek. Often, attempts to obtain assistance are made through courts in the form of seeking child maintenance. The process of gaining these rights can be expensive and the study notes that violations of protection orders may lead to court processes that are interminable, beset by delays, require a

lawyer, and incur psychological and economic costs.

The link between WEE and VAW is complex, and, Hosein concludes,

**“Ending intimate partner violence requires directly confronting gender ideologies, not just opportunities for women's economic participation in the labour force. Women are both vulnerable if less well-educated than their partners as that may be used to insult or degrade them, but also vulnerable if they are better educated and earning more**

(Hosein, 2020, p. 45).

In summary, being either a breadwinner or economically dependent results in different but similarly challenging barriers to achieving safety and freedom from violence.

Although no unchallengeable causal connection has yet been demonstrated, there are international studies that suggest that focusing on improving WEE is a key strategy in combating VAWG (Desilets and Fernet, 2019). These studies point out, however, that while it is important to enhance WEE, agencies and organizations implementing these initiatives must be aware of the potential risks that participating in these programmes may pose to women, especially to those who are already in violent relationships (Desilets and Fernet, 2019). Consequently, programmes must be designed to mitigate any risk of victimization related to participation, with an awareness of the socio-demographic factors and other characteristics that may increase women's vulnerability to VAWG. Effective intervention strategies should be designed and put in place both to prevent and to respond to VAWG during project implementation.

In South Africa, for example, the IMAGE (Intervention with Micro-financing for AIDS and Gender Equality) programme was designed to provide access to micro-financing for women who were experiencing the intersecting vulnerabilities of both HIV and GBV. The programme provided not only funding but also counselling on financial literacy through a two-phase, participatory learning and action curriculum for loan recipients. Evaluations indicate that after two years, there were improvements in all nine of the indicators of empowerment used by the project, and a 55% reduction in intimate partner violence experienced by participants (Knight, 2019). Participation in IMAGE was associated with greater self-confidence, financial knowledge, increased assets, expenditures and membership in informal savings groups. The success of the programme has led to its replication in other countries in Africa and to changes in the South African government's Strategic Plan for HIV/AIDS, to which a provision for micro-financing for eligible women was subsequently added.

A similar approach has been proposed in Trinidad and Tobago under the Spotlight Initiative Country Programme. The programme includes projects created to empower young girls in state care to become entrepreneurs. The girls were offered financial literacy, entrepreneurial skills and tools to build self-value. A catalogue of services was created, including services aimed at economic empowerment. The catalogue offers information on organizations that provide financial services, including financial planning and management, grants, business development, entrepreneurship and life skills. It also provides information concerning organizations that offer education and training in areas such as skills, professional development and networking as well as opportunities to connect with community groups and business owners. In addition to economic forms of support, the programme provides social support resources for counselling, mentoring and coaching, and for services such as day care and aftercare for children, food hamper distribution, services for refugees and asylum seekers as well as government services such as food cars and social service grants.

## Chapter 3:

# National Gender Mechanisms and WEE



National Women's Mechanisms (NWM) or, as they have come to be known in the Caribbean, National Gender Bureaux, are often the vehicle through which WEE initiatives are conceptualized or implemented, or both.

Although the global impetus for NWMs emerged from the Fourth World Conference on Women held in Beijing in 1995, many countries in the Caribbean have NWMs that date back to the 1970s and 1980s. Within the larger framework of the Beijing Platform for Action (BPfA)<sup>3</sup>, NWMs were seen as critical to ensuring the mainstreaming of gender equality and women's empowerment across the institutions of government and in the policies, plans and programmes pursued as part of the development agenda of government<sup>4</sup>. (United Nations DAW and ECLAC, 1998).

The Beijing Declaration and Platform for Action defines

“

**National machinery for the advancement of women or national mechanisms for the promotion of gender equality and women's empowerment” as “central policy-coordinating structures inside government machinery, whose main task is to support government-wide mainstreaming of a gender equality perspective in all policy areas.**

Khafagy, 2012.

Essentially, NWMs were considered as a catalyst for the achievement of gender equality at the national level. They were expected to be able to exert the in-

<sup>3</sup> The PFA notes that “A national machinery for the advancement of women is the central policy coordinating unit inside the government. Its main task is to support government-wide mainstreaming of a gender-equality perspective in all policy areas.” (Paragraph 201).

<sup>4</sup> See the report of the Expert Group Meeting on National Gender Mechanisms for Gender Equality, Santiago, Chile, 31 August – 4 September 1998. <https://www.un.org/womenwatch/daw/news/natlmach.htm>

fluence necessary to shape the allocation of government resources and the design of development initiatives towards achieving gender equality.

Given their role as catalysts, NWMs should play a lead role in coordinating, facilitating and monitoring policy formulation and implementation to ensure that gender equality and women's empowerment perspectives are integrated in all national policy formulation, reviews, and programme development. Consequently, national mechanisms should be inclusive, working with all the institutions that are key players in influencing policy changes, and driving the processes to transform those social norms that impede the achievement of gender equality and women's empowerment.

Some countries have expanded the definition of their NWM to include as part of their national mechanisms executive, legislative and independent bodies set up by statute as well as non-governmental organizations and civil society institutions. In this construct, the mechanism is led by a dedicated organization with the specific task of ensuring that its constituent members mainstream gender in their operations. This lead agency is most often referred to as the NWM, or, as is the case in the Caribbean region, the national gender bureau, agency, unit or department.

Whatever the nomenclature used, the BPfA sets out certain conditions for effective NWM functioning (Khafagy, 2012). These include:

- Positioning at the highest level of government under the direct responsibility of a Cabinet Minister;
- Adequate human and financial resources;
- Responsibility for planning, implementing and monitoring relevant policies, programmes and plans, including those involving NGO and community organizations.

Both globally and in the Caribbean region, NWMs have not been given the status and position advocated by the BPfA. The vast majority of mechanisms consist of departments, units or committees within ministries, mostly those responsible for women, social protection, social development and equality issues, family, youth, health, justice or culture.

In some countries, including in the Caribbean, NWMs can also take the form of councils or commissions. In some instances too, the NWM is outside the government, with the responsibility being embedded in an

NGO, as is the case in Belize (Khafagy, 2012).

NWMs often initiate partnerships with civil society organizations, women's NGOs and other community organizations to advocate for policy and programmatic changes that further gender equality and women's empowerment, and to implement such initiatives. In a number of equality structures across the globe, the place of NGOs has been recognized and mechanisms for institutionalized cooperation have been created in consultative councils or commissions (Khafagy, 2012).

To operate effectively, NWMs need clear mandates. They should be able to function as a catalyst for gender mainstreaming and build the capacity of partners in the government and NGOs to design and implement programmes that help to achieve gender equality. Although not primarily conceived as a vehicle for project implementation, some NWMs have chosen to design and lead the implementation of what they consider to be flagship projects, such as setting up shelters for survivors of IPV.

Besides involvement in service delivery or programme implementation, experts stress that NWM's mandates should include:

01. Developing policies in collaboration with the appropriate ministries;
02. Advocating for policy design and implementation;
03. Coordinating policy;
04. Reviewing legislative and policy proposals from all ministries to ensure the inclusion of a gender perspective;
05. Initiating reforms to create more gender-sensitive legal and socioeconomic systems;
06. Coordinating and conducting gender audits of the implementation of policies;
07. Coordinating capacity strengthening for partners, particularly in the area of gender mainstreaming and gender analysis;
08. Developing methods and tools for gender mainstreaming such as gender impact assessment;

09. Developing guidelines and curricula where necessary for gender training, and for gender audits across all government activities;

10. Collecting and disseminating best practice models of gender mainstreaming.

Although the experts suggested these broad areas of remit, they also recognized that national machineries must be embedded in the national culture and be sensitive to local conditions and political systems. Nonetheless, NWMs can draw on the experiences of other countries, adapting them to their own cultural and political contexts.

Despite their significant remits, many NWMs suffer from:

- Lack of a clear mandate
- Limited organizational and political autonomy
- Underfunding
- Inadequate human resources: small number of staff and very few high-level technical staff members
- Insufficient and sometimes contentious relationships with NGOs
- Organizational ambivalence and instability
- Lack of national consensus on women's rights and changing gendered social norms
- Lack of political commitment at the level of the Executive to further the rights of women

As a result, uncertain of their mandates and with only minimal resources, many NWMs end up implementing small scale projects rather than systematically pursuing the type of transformation in gender relations that would address the strategic interests of women.

### 3.1 NWM and Gender Bureaux in The Caribbean

As was noted above, many of the gender equality mechanisms in the Caribbean were put in place in the 1970s and 1980s, the NWM in Jamaica being the first in the region. Despite their longevity, these mechanisms have been plagued with capacity issues and questions regarding their effectiveness in leading the social transformations necessary to achieve gender equality. A general observation that can be made is that despite their mandates, gender mains-



streaming is still not routinely carried out across all sectors, and despite their obvious limitations, so-called gender-neutral approaches to policymaking remain. (Stuart, undated). Moreover, the creation of National Gender Policies across the region has not led to a substantive transformation in attitudes and approaches to women's empowerment and ability to exercise their rights, including their economic rights.<sup>5</sup>

These 'failures' must be understood in the context of the overall policy landscape in which these NWMs are called upon to work. As McFee notes,

“

**Taking on the development and management of a national gender policy to promote gender equality and equity, the Caribbean state clearly places itself in opposition to its masculinist operational and structural nature. This tension is a key issue for understanding, promoting and creating knowledge about the regional work of integrating gender into the development process.**

(McFee, 2014, p. 10).

Any assessment of capacity<sup>6</sup> and effort to increase the resource capabilities of these bureaux must acknowledge the policy context in which they operate, and not expect that strengthening internal capacities alone will be sufficient to effect significant change in

their results. Nonetheless, consistent work to strengthen organizational capacities can lead to important incremental changes over time.

NWMs in the Caribbean have enjoyed a number of successes, particularly as concerns legislative changes to address gender inequality in the region. Specifically, they have been able to advocate for and achieve changes in laws related to property and inheritance; maternity leave; rights of children born out of wedlock; domestic violence and sexual offences. These changes have been adopted in the majority of countries. In some countries, legislation has been introduced on sexual harassment, minimum wages, paternity leave and rape as an offence within marriage (Mondesire, 2015).

According to the BPfA, the mandate of NWMs includes, *inter alia*, designing, promoting project and policy implementation, executing, monitoring, evaluating, advocating and mobilizing support for policies that promote the advancement of women. If they are able to work to their fullest potential, their mandate should NVMs to perform catalytic work.

However, a review of the remit, status and authority of the Women's or Gender Bureaux, commissioned by UN Women and the CARICOM Secretariat in April 2014,<sup>7</sup> found that given the positioning of these organizations within the government infrastructure, they have evolved in tandem with priorities and resources of the governments they serve. This positioning has hampered their independence and ability to vigorously pursue an agenda for women's empowerment, particularly if that agenda conflicts with the policy positions of a masculinist state. The review also found that many NWMs lack a clear mandate, have too few staff members, a cross section of whom are not adequately trained, are underfunded, lack the support of senior officials on whom their success depends, and lack access to effective networks and the relevant data needed to inform policies and programmes.

In light of their limited resources, NWMs work with civil society organizations (where their 'politics' are seen as compatible) across the region to implement an agenda for the advancement of gender equality. However, as CSOs face their own resource crunch, the task of addressing gender inequality and women's empowerment in the Caribbean has fallen

5 For a full discussion on the issues limiting the effectiveness of NWMs in the region, see McFee, D. (2014). "National Gender Policies in the English Speaking Caribbean" in *Politics, Power and Gender Justice in the Anglophone Caribbean: Women's Understandings of Politics, Experiences of Political Contestation and the Possibilities for Gender Transformation*. IDRC Research Report 106430-001. International Development Research Centre, Ottawa, ON, Canada.

6 Capacity is linked to the availability of data, technical resources and financial support for the operations of NWMs.

7 The survey covered Antigua and Barbuda, St. Kitts and Nevis, St. Vincent and the Grenadines, Trinidad and Tobago, Turks and Caicos Islands, Saint Lucia, Jamaica, Suriname and Belize.

largely on NWMs, which are stretched thin and on their own cannot be realistically expected to lead the level and type of transformation needed for women's advancement. Inter-agency collaboration and structures to facilitate multi-sectoral planning for gender equality are considered as major challenges.

The capacity gaps identified by UN Women-CARICOM in its review in 2014 still persist today, as has been confirmed at the inception meetings with the heads of bureaux from four of the six countries<sup>8</sup> involved in the present project. Insufficient staff, including staff with appropriate qualifications, underfunding, dependence on project funding - mainly from international donor partners - to implement key activities, and a lack of status and influence in the bureaucracy were identified as roadblocks to their effectiveness.

### 3.2 Core competencies for the implementation of wee initiatives

Research on what works in the design and implementation of WEE initiatives indicates that the approach to WEE interventions must be comprehensive and address a number of dimensions of women's economic vulnerability, including those linked to the wider sociocultural environments in which women pursue their economic rights. A wide range of policies and programmes — from strengthening economic rights for women under the law to providing women with greater access to quality childcare and financial literacy — can potentially spur women's economic advancement and reduce gender gaps in economic performance (Buvini, 2016). The most popular interventions provide women with access to capital in the form of loans and grants and with savings accounts, business management training, on-the-job and skills training and job vouchers (ibid). These are primarily intended to increase the productivity and earnings in developing countries of self-employed women, women farmers and women wage workers.

WEE programmes must be sensitive to the social factors that affect women's economic decision-making and behaviours. Issues such as social pressure to divert capital from their businesses to meet the needs of their families was found to influence women's business decision-making more than men's. In Kenya, for example, women with low household bargaining power did not use unsecured, low tran-

saction cost ATM cards for individual bank accounts out of a fear that their husbands would try to coerce them into handing over some of those savings and that they would be unable to resist the pressure (Buvinić, 2016). As a result, programmes that helped to protect the privacy of earnings, such as delivering earnings or cash transfers via mobile money, were more effective than those that did not use those payment methods. Programmes that offered capital plus training were also found to be effective in promoting WEE, with differing approaches based on the age and education of participants.

Essentially, successful WEE programme design begins with a rigorous gender analysis of the issue to be addressed and the implications the proposed ameliorating activities will have. This means that programme designers must have an in-depth understanding of the economic, social and political contexts of different groups of women and how they affect the women's uptake and response to various initiatives. Programme designers should also consider the policy environment in which these initiatives are being carried out and the roles and positions of key stakeholders essential for their success.

Gender bureaux, as organizations dedicated to women's empowerment and gender equality, should take a feminist approach when developing interventions. This means that the design and implementation of WEE programmes must be participatory, grounded in the needs of women and respectful of their perceptions and lived experiences, rather than imposed from above by the bureaux or programme funders.

To effectively design and implement WEE initiatives, gender bureaux staff need the following key competencies and skills.

Here the above skills and competencies are applied specifically to WEE initiatives, but they will also support other bureau work and strengthen the overall capacity of gender bureaux to carry out their mandates as envisaged in the BPfA.

The 2014 assessment of the capacity of NWMs in the Caribbean and more recent data from our inception meetings found that a number of bureaux continue to have capacity gaps in some of these key areas. Understaffed, and with even fewer technical personnel available to them, they struggle to devote the resources needed to ensure structured, systematic and strategic approaches to a number of the issues that fall within their remits.

<sup>8</sup> Belize, Trinidad and Tobago, Jamaica and Guyana.

**Table 1: Key Competencies and Skills Needed by NWMs to Design and Implement WEE Initiatives to address GBV**

<b>Key Competence/Skill</b>	<b>Purpose</b>
<b>Gender Analysis</b>	To accurately frame the issue and determine the gender responsiveness of a programme design.
<b>Participatory Needs identification</b>	To collaborate with women to identify their needs and integrate their suggestions for solutions to the issues they face.
<b>Monitoring and Evaluation</b>	To establish appropriate frameworks to assess the effectiveness of the project – indicator development, methods of data collection and data analysis, including establishing baselines.
<b>Stakeholder Analysis</b>	To identify key partners in project design and implementation, their level of support and the role they will play in the execution of the programme or project.
<b>Policy Landscape Assessment</b>	To assess the policy environment to determine how the proposed intervention aligns with existing policies, programmes and projects, and what if any barriers may be faced during implementation.
<b>Understanding Causes and Consequences of Violence against Women</b>	To understand the underlying factors that drive gender-based violence and its consequences. Causes and consequences of VAW and how women experience and cope with it.
<b>Community engagement</b>	To work collaboratively with relevant groups affected either directly or tangentially by the initiatives. These include groups defined by geography or by common special interests.
<b>Project Management</b>	To ensure the smooth implementation of the project, including monitoring the flow of activities and implementing timely strategies to facilitate achievement of project objectives within the budget and time frame.

Source: IGDS-RCO, 2022.

Our project conducted a Training Needs Assessment (TNA) to assess the extent of the gap between what is necessary and what currently exists in the region's gender bureaux.

## Chapter 4:

# Assessing Capacity and Training Needs



A Training Needs Assessment (TNA) is the process of collecting information about an expressed or implied organizational need that could be met by conducting training. The TNA process helps the trainer and the group receiving the training identify specific training needs or performance deficiencies. These assessments can be formal, using survey and interview techniques, or informal, asking questions of those involved (Barbazette, 2006).

TNAs can be done at the organizational, team or individual levels. Given the small size of the organizations taking part in this project, the present TNA was carried out at the individual level.

An individual-level TNA identifies an individual's current level of competency, skill or knowledge in one or more areas and compares that competency level to the required standard established for their positions or for other positions within the organization. The difference between the current and the required competencies can help determine training needs for employees, specific job categories or groups and teams. In light of this project's focus on WEEI and GBV, the present gap analysis assesses skills and knowledge in relation to what is needed in these areas, rather than the skills needed in general for fulfilling respondents' positions or roles.

# Chapter 5: Training Needs Assessment (TNA) of Gender Bureaux



In order to assess the WEEI and GBV training needs of the gender bureaux or divisions in the project countries, an online survey was carried out between 16 March and 1 April, 2022<sup>9</sup>.

The survey collected information from the gender bureaux as well as from gender focal points and other key partners of the gender bureaux in Belize, Grenada, Guyana, Jamaica, and Trinidad and Tobago. Each bureau or division was asked to identify a list of staff and partners to be included in the survey, and the link to the questionnaire was sent out accordingly.

The questionnaire asked respondents about their roles in their organizations, education level, and education or training in gender and development studies, as well as to rate their own skills or knowledge in key competency areas associated with WEE implementation and GBV prevention and response.

## 5.1 General Profile of Respondents

Responses were received from 75 respondents across five countries, distributed as shown in Table 2.

**Table 2: Respondents by Country**

Country	Number of respondents	Percent of Total Respondents
Jamaica	21	28.00
Trinidad and Tobago	11	14.67
Belize	9	12.00
Guyana	14	18.67
Grenada	20	26.67
<b>TOTAL</b>	<b>75</b>	<b>100</b>

Source: IGDS-RCO, 2022.

The majority of respondents had been with their organizations for at least 7 years. 60% had been in their organization for over 7 years, of which 43.25% had been working there for 10 or more years.

More than half (51.8%) worked in leadership or mid-level positions in their organizations: 15 (18.5%) were Heads of Department or Directors, 3 held the position of Deputy Directors, and 29.63% were Technical or Project Officers. Only 3 were Clerical Officers.

Other roles or positions of respondents included:

- Community Reintegration Officer
- Legal Officer
- Planning or Marketing Officer
- Manager or Senior Industrial Nurse
- Social Worker
- Statistician
- Police officers: Constable, Detective
- Family Support or Social Mobilization Officer
- Gender Programme Development Officer

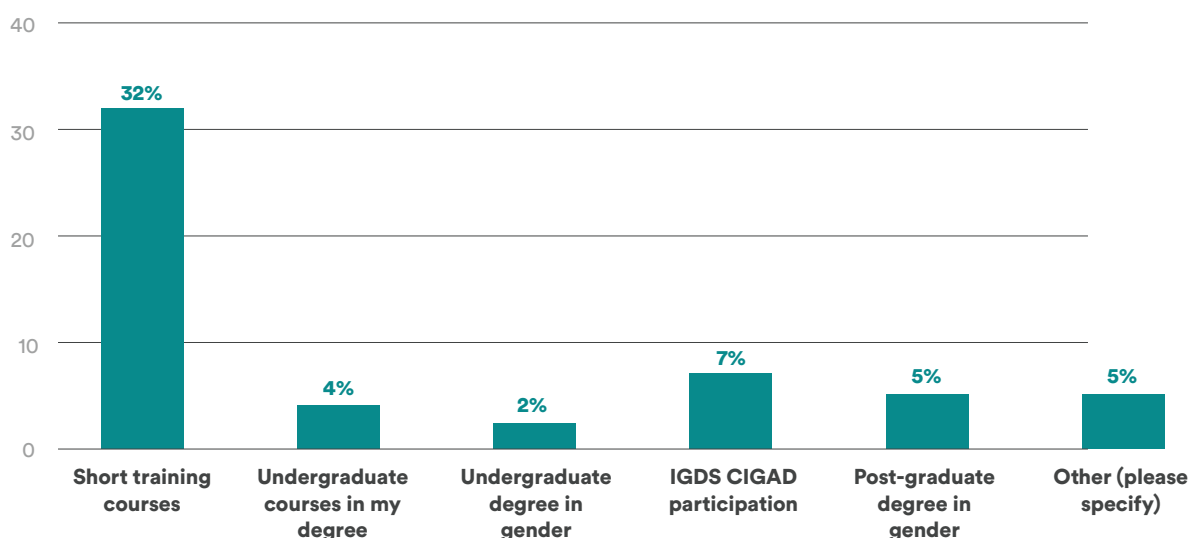
The respondents' level of education was high: 80% had tertiary level education. Although the majority had had some training in gender and development, 43.21% had had no formal training in this area. Of those who had received formal training, the majority (71.1%) had attended short training courses. 2 respondents had an undergraduate degree in Gender Studies, 5 had postgraduate degrees in Gender Studies and 7 had participated in the IGDS CIGAD programme (Figure 1).

## 5.2 Organizations

Respondents worked in a variety of organizations, some directly related to the gender portfolio and others working in partner organizations.

- **Belize:** Women and Family Support Department, Ministry of Human Development: Women's Department; Ministry of Human Development, Families and Indigenous Peoples' Affairs.
- **Grenada:** TA Marryshow Community College, Housing Authority, Ministry of Infrastructure Development, Juvenile Justice Unit, Ministry of Labour, National training Agency, Ministry of Social Development, Ministry of Trade, Minis-

<sup>9</sup> The questionnaire is given in Annex 1.

**Figure 1: Type of Gender Training**

Source: IGDS-RCO, 2022.

try of Health, Basic Needs Trust Fund and Ministry of Legal Affairs.

- **Guyana:** Ministry of Human Services and Social Security, Office of the Prime Minister, Ministry of Natural Resources, Ministry of Local Government and Regional Development, Ministry of Housing and Water, and Ministry of Legal Affairs.
- **Jamaica:** Ministry of Local Government, Ministry of Agriculture and Fisheries, Ministry of Health and Wellness, National Family Planning Board, Office of the Prime Minister, Ministry of Economic Growth and Job Creation, National Environmental Planning Agency, Urban Development Cooperation and Statistical Institute of Jamaica (STATIN).
- **Trinidad and Tobago:** Gender Affairs Division, Ministry of Rural Development and Local Government, Gender and Child Affairs, Trinidad and Tobago Police Service, Gender-Based Violence Unit.

### 5.3 Self-ratings by areas of competency

Respondents were asked to rate their skills in a number of areas identified as key to designing and implementing WEEI:

- a. Gender Analysis and Gender Mainstreaming
- b. Participatory Needs Identification
- c. Project Management
- d. Monitoring and Evaluation
- e. Stakeholder Analysis
- f. Policy Landscape Assessment
- g. Violence against Women and Girls: Causes and Consequences
- h. Community Engagement
- i. Women's Economic Empowerment

The rating scale was as follows:

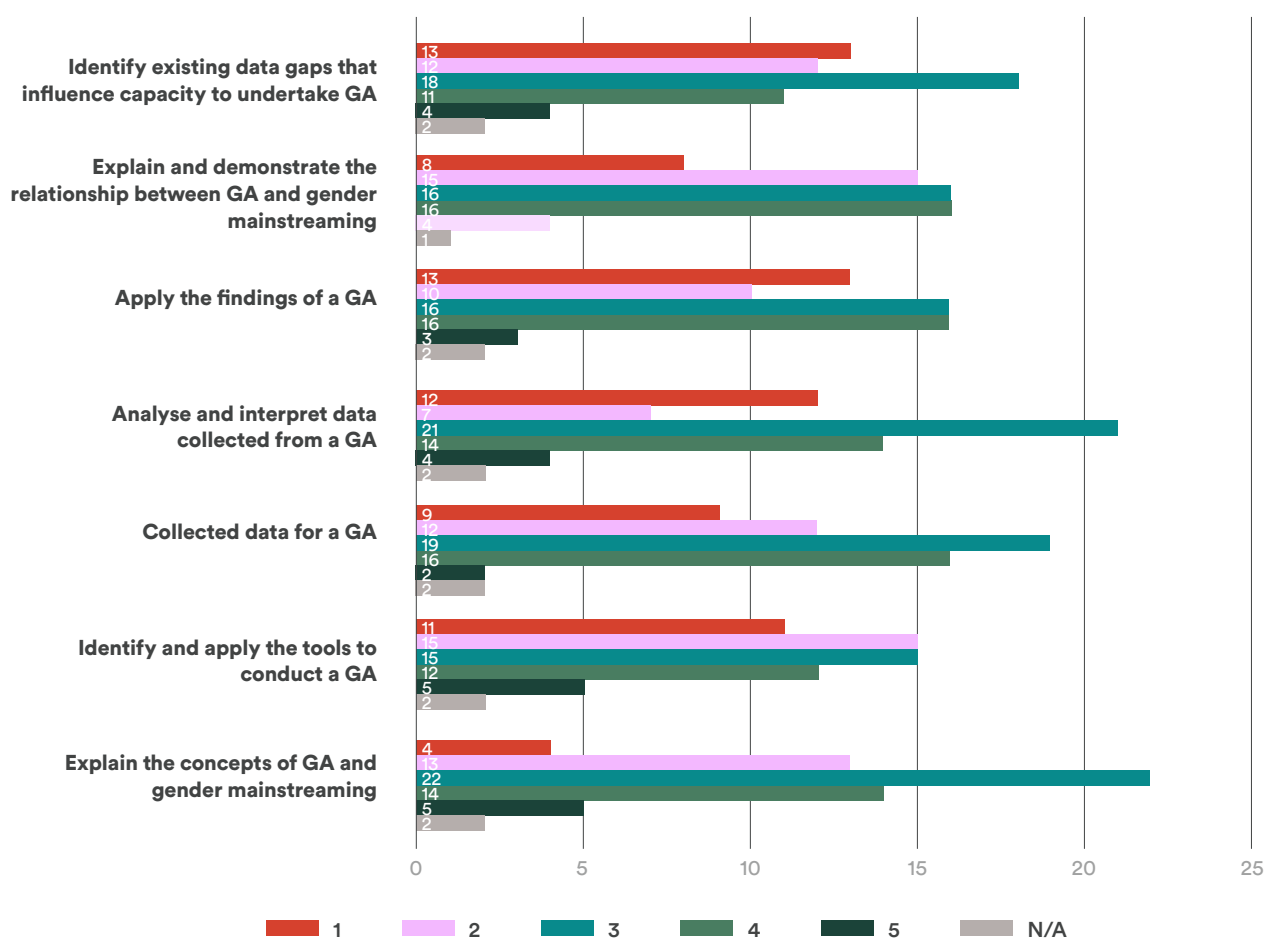
- 1 = No knowledge or skill
- 2 = A little knowledge or skill but considerable development required
- 3 = Some knowledge or skill but development required
- 4 = Good level of knowledge or skill displayed, with a little development required
- 5 = Fully knowledgeable or skilled – no or very little development required
- N/A = This competency is not applicable to my job

The findings are set out in the following tables and graphs.

**Table 3: Gender Analysis and Gender Mainstreaming (N=60)**

Gender Analysis (GA) and Gender Mainstreaming	1	2	3	4	5	NA
Explain the concepts of GA and gender mainstreaming.	4	13	22	14	5	2
Identify and apply tools to conduct a GA.	11	15	15	12	5	2
Collect data for a GA.	9	12	19	16	2	2
Analyse and interpret data collected from a GA.	12	7	21	14	4	2
Apply the findings of a GA.	13	10	16	16	3	2
Explain and demonstrate the relationship between GA and gender mainstreaming.	8	15	16	16	4	1
Identify existing data gaps that influence capacity to undertake GA.	13	12	18	11	4	2

Source: IGDS-RCO, 2022.

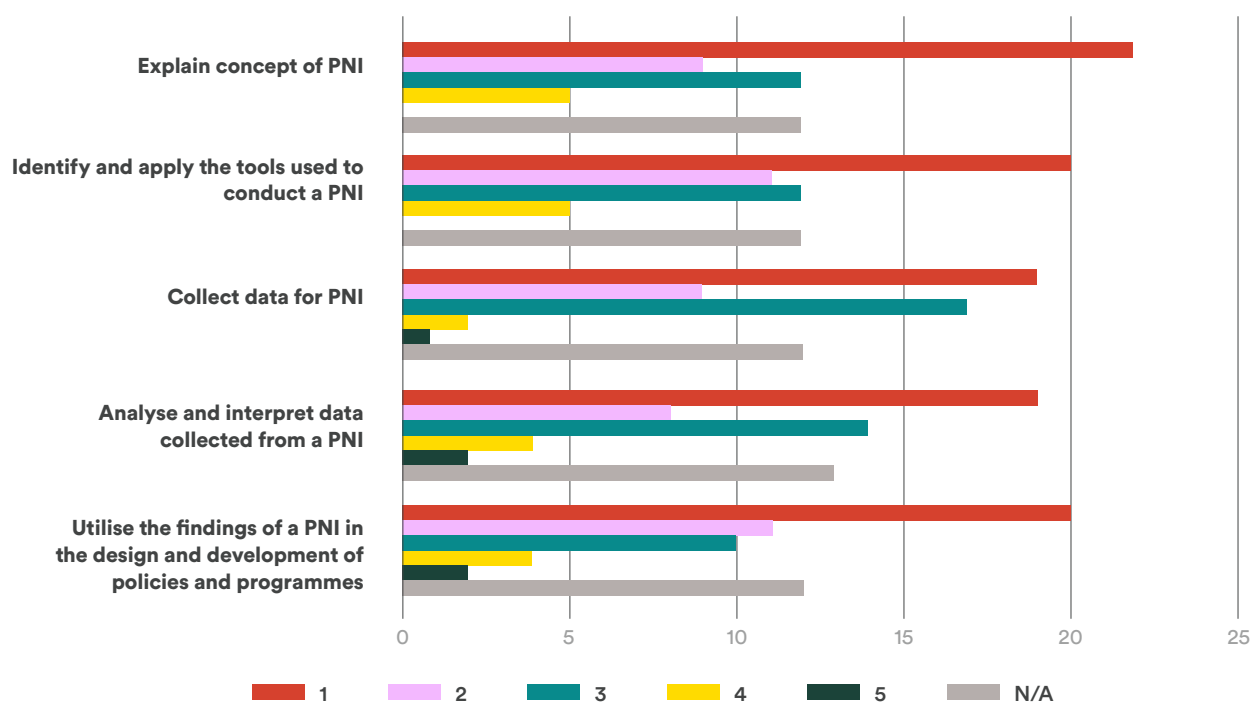
**Figure 2: Gender Analysis and Gender Mainstreaming**

Source: IGDS-RCO, 2022.



- 39 out of 60 respondents indicated that they had either no knowledge, little knowledge or only some competency in explaining the concept of GA and GM and needed further strengthening or development.
- A minority (less than one-third) felt they could identify and apply tools to conduct a GA, collect data for a GA, interpret and analyse data for a GA, and apply the findings from that analysis.
- From the responses given, it would appear that respondents almost universally saw this skills area as being relevant to their roles, as very few noted that it was not applicable to them.

**Figure 3: Participatory Needs Identification (N=60)**



Source: IGDS-RCO, 2022.

- Respondents reported little competence in this area. Overall, only approximately 10% reported having any knowledge of the requirements for conducting a PNI or using the findings to design policies and programmes.
- Notably, about 20% did not believe that this competency area was applicable to their work.

**Table 4: Project Management**

Project Management	1	2	3	4	5	NA
1. Plan and scope an intervention, project or programme.	9	12	10	13	7	9
2. Utilize data from GA and PNI to design a project, intervention or programme.	16	12	11	11	2	8
3. Mainstream gender into intervention, project or programme design.	15	10	10	14	3	8
4. Organize and coordinate a project.	6	12	12	14	9	7
5. Develop and manage project budgets.	6	13	12	12	6	10
6. Monitor progress of projects.	6	11	11	15	9	8

Source: IGDS-RCO, 2022.

- Respondents were more familiar with project management, with more respondents reporting high-level skills or knowledge in this area, particularly as concerns monitoring project progress and organizing and coordinating projects.
- Respondents reported lower knowledge and skills in using the data from GA and PNI to design projects and programmes, and in mainstreaming gender in project or programme design.
- More than 10% felt that project management skills were not important to their current roles.

**Table 5: Monitoring and Evaluation**

Monitoring and Evaluation (M&E)	1	2	3	4	5	NA
1. Relate the purpose of monitoring and evaluation in project design and implementation.	5	11	11	12	15	5
2. Develop an M&E framework.	17	6	17	7	6	7
3. Collect data for M&E.	10	8	15	10	7	7
4. Analyse and interpret M&E data.	8	12	7	16	10	8
5. Utilize the findings of M&E to guide project implementation.	11	9	15	12	6	7

Source: IGDS-RCO, 2022.

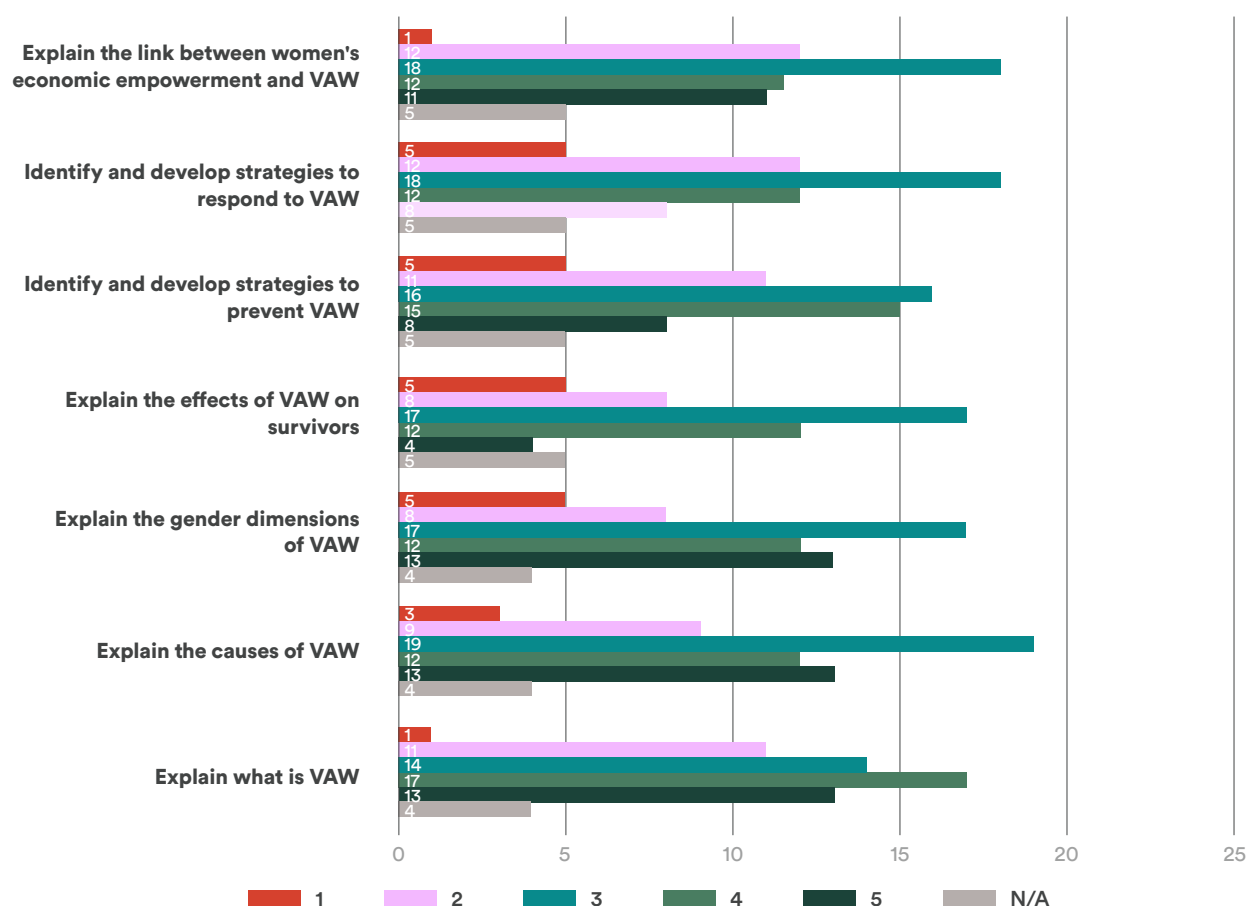
- Most respondents reported some understanding of the importance of M&E in project design and implementation, as well as how to develop an M&E framework.
- Of note, almost 40% (23 respondents) reported no or little knowledge regarding how to develop an M&E framework. Approximately one-third reported little knowledge or skill in collecting, analysing and interpreting data for monitoring and evaluation.
- A minority of respondents (8-13%), indicated that this competency area was not applicable to their roles.

**Table 6: Stakeholder Analysis**

Stakeholder Analysis (SA)	1	2	3	4	5	NA
Explain the purpose of SA.	13	7	11	12	7	10
Design an SA.	14	10	13	11	2	10
Facilitate stakeholder dialogue.	12	9	14	10	7	8
Collect data for an SA.	11	11	14	9	5	10
Analyse and interpret data collected from an SA.	11	8	20	6	4	10
Utilize findings from SA in the design and development of interventions, projects and programmes.	12	10	14	10	4	10

Source: IGDS-RCO, 2022.

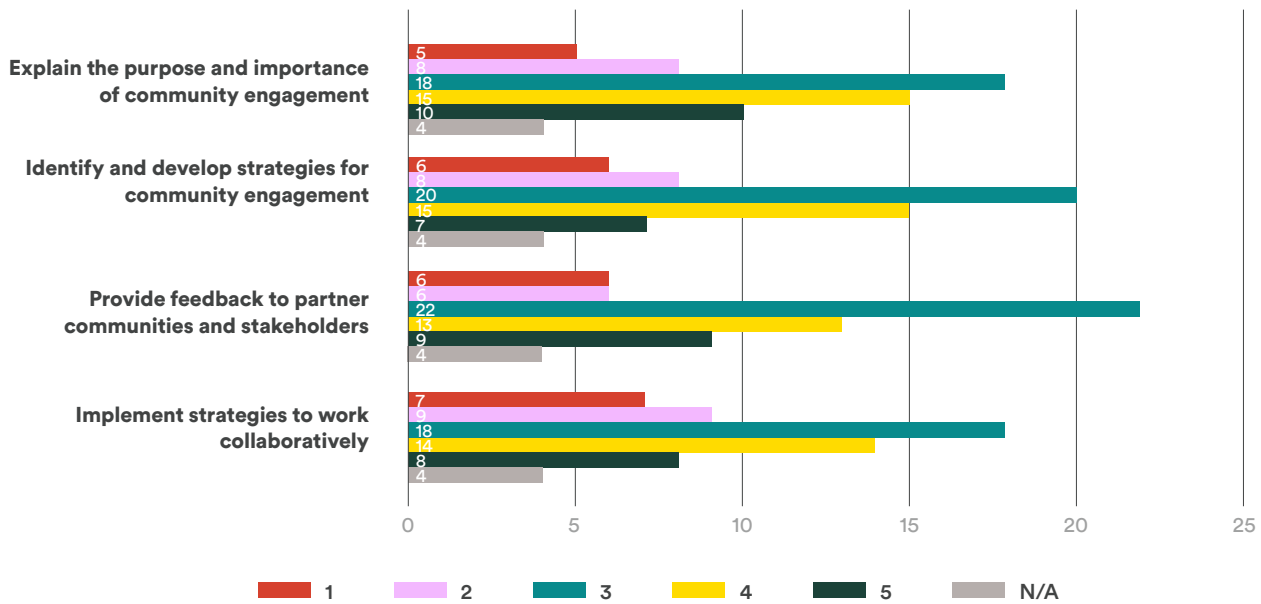
- One-third of respondents reported having little or no knowledge or skills in this area of competence area, and 16% felt that this was not an area applicable to their work.
- According to reports, competency seems strongest in the areas of designing and facilitating SA, although only a minority of respondents indicated strong skills in these areas.
- The collection, analysis and use of data were areas where the data showed a strong need for capacity strengthening.

**Figure 4: Violence against Women and Girls: Causes and Consequences**

Source: IGDS-RCO, 2022.

- a. Respondents reported either some knowledge or skill or high levels of knowledge and skill in most elements of this area, although the data indicate that about 50% believe that there is a need for further capacity development across all elements of this area of competence.
- b. Specifically, 41 of the 60 respondents reported that they had some or strong knowledge and skills in the area of linkage between WEE and VAW.
- c. Few respondents felt that this area of competence did not apply to their roles or positions.

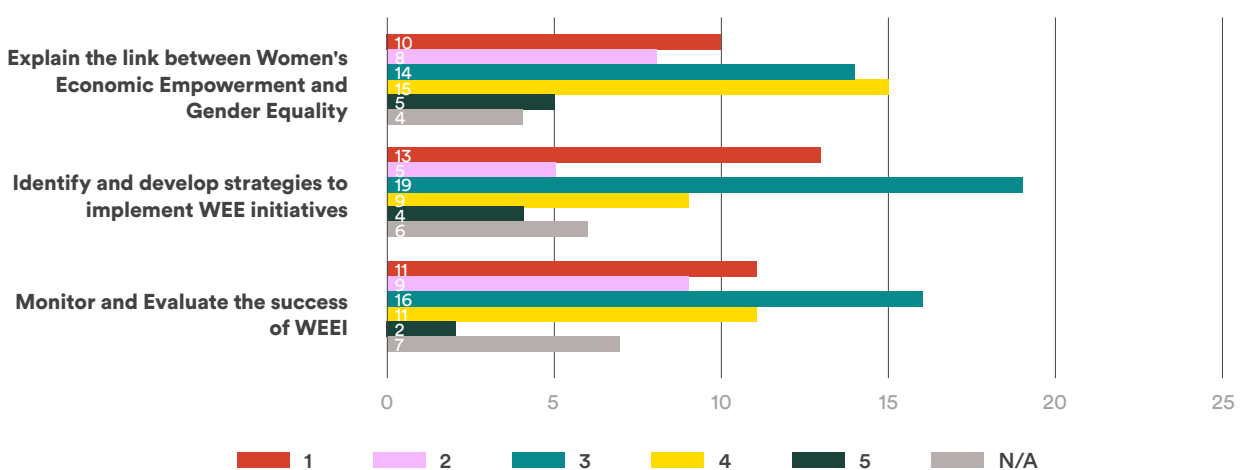
**Figure 5: Community Engagement**



Source: IGDS-RCO, 2022.

- a. The majority of respondents reported either some or strong knowledge and skills in all dimensions of this area, including identifying and developing strategies for community engagement and providing feedback to stakeholders, including those in the communities in which they work.
- b. Roughly one-third of respondents indicated, however, that while they have some knowledge in this area, they believe that they could benefit from further capacity development in all dimensions.
- c. Few respondents felt this was not applicable to their roles.

**Figure 6: Women's Economic Empowerment**



Source: IGDS-RCO, 2022.

- a. While the majority report being able to explain the link between gender equality and WEE, only 13 respondents report strong knowledge or skill in identifying and developing strategies to implement WEEI
- b. Of note, only approximately 10% of respondents report that this competency area is not applicable to their roles.

#### 5.4 Gaps in key competency areas: regional

The data show that staff in the gender bureaux and their partners have a high level of education but limited exposure to areas of competence such as:

- Gender analysis and gender mainstreaming;
- Data collection and analysis across domains such as gender and stakeholder analysis and needs identification;
- Using data to design interventions;
- Participatory needs identification.

Respondents also indicated the need for capacity strengthening in a number of areas related to VAWG, its causes and consequences. These include explaining the causes of VAWG, as well as identifying and developing strategies to prevent and respond to VAWG. Gaps in key areas of gender analysis and project management would suggest that in some cases, the bureaux and their partners may be designing and implementing projects without sufficient awareness of the fundamentals of gender analysis. This points to a key area in which training would be useful in order to support capacity development.

Limited knowledge and application of PNI techniques is a significant gap in the capacities of the bureaux and their partners. Outcomes from PNIs provide important on-the-ground perspectives regarding the needs and practices of communities of interest as well as key inputs to guide the design and implementation of effective interventions.

It is important to note the weaknesses consistently identified in collecting, analysing and using data. This cross-cutting gap was identified in such key skills areas as gender analysis, monitoring and evaluation, PNI and stakeholder analysis. This specific gap may undermine the empirical basis on which interventions to address WEE and VAWG are designed. Indeed, this gap is liable to affect the work of the bureaux across the many areas that they are mandated to address.

# Chapter 6: Country Needs and Gaps



## BELIZE

Although located in Central America, Belize is considered as a part of the Anglophone Caribbean due to its shared historical experiences with the region. Belize ranks 110th<sup>10</sup> on the global Human Development Index (HDI)<sup>11</sup>, which places it in the high human development group.<sup>12</sup> The least populated country in Central America, it has an estimated 421,464 inhabitants and its population is also one of the youngest in the region, with a median age of 25.5 (Belize September Labour Force Survey, 2020). According to the *Country Poverty Assessment 2010*, women headed 30% of households in Belize.

The socio-economic condition of women in Belize is grounded in structural inequalities such as those related to education, poverty and the unequal participation of women in the social and economic environment. The labour market in Belize reflects global trends of gender aggregation, with females facing

higher rates of unemployment than males. Women make up only 38.2% of the employed labour force.<sup>13</sup> As of September 2020, the national unemployment rate stood at 13.7% (women, 17%; men, 11.6%). Overall, the male domination of the labour market indicates that women are not fully integrated in the formal economy and are economically marginalized.

### NEEDS AND GAPS

There were 9 respondents from Belize, four of whom had had formal training in gender and development although no one had undergraduate or graduate degrees in this area. Their formal training came from short courses, and in one instance, from participation in the IGDS CIGAD programme. Not all respondents gave answers to questions assessing their level of skills or knowledge in the core competency areas.

**Table 7: Needs in Competency Areas: Belize**

Competency Areas	Needs and Gaps
<b>Gender Analysis and Gender Mainstreaming</b>	6 of the 9 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. All agreed that this is an area which is important to their work.
<b>Participatory Needs Identification</b>	5 of the 9 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area.  2 people did not see this as applicable to their work/role.
<b>Project Management</b>	6 of the 9 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 1 person indicated that project management skills was not applicable to their work.
<b>Monitoring and Evaluation</b>	While most people were able to relate the purpose of M&E, only 1 reported having skills in actually developing an M&E framework, collecting and analysing data, and utilizing the findings in M&E activities.
<b>Stakeholder Analysis</b>	Only 1 person reported any competence in this dimension, although only 2 people felt this area was not applicable to their work.

10 Ranking in 2021 out of 189 countries.

11 HDI is based on the average measures of achievements in life expectancy, education and living standards.

12 Countries ranked in the 0.7-0.79 scale are considered to be high human development.

13 According to the Labour Force Survey September 2020, the labour force is estimated at 168,630 or 55.1% of the population of working age (72.6% of the total population). This marks a decline over previous years.

<b>Violence against Women and Girls: Causes and Consequences</b>	The responses for this dimension indicate strong knowledge or skills in all elements covered in this area.
<b>Community Engagement</b>	The responses for this dimension indicate good knowledge or skills in all elements covered in this area. 4 of the 9 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. All respondents considered this area as applicable to their work.
<b>Women's Economic Empowerment</b>	Respondents indicated that they understood and could explain the link between WEEI and VAWG. However only 1 person reported having the skills or knowledge to identify and develop strategies to implement WEEI, monitor and evaluate its progress and success.

Source: IGDS-RCO, 2022.

## GRENADA

Grenada is the second smallest independent country in the Western Hemisphere. The island has a young population, with a median age of 29. The latest census, carried out in 2011, places its population at 106,669 – 53,898 males and 52,771 females. Women have a life expectancy that is almost five years longer than men's, and in 2011, 41% of Grenadian households were headed by women.<sup>14</sup> Grenada is ranked 74th<sup>15</sup> on the global Human Development Index (HDI)<sup>16</sup>, above average for countries in the high human development group and within the average range for the Eastern Caribbean, of which it is a part.

For the five years prior to the onset of the COVID-19 pandemic in 2020, economic growth in Grenada was considered “robust”, with real Gross Domestic Product growing at a “historically high” five-year average of 5.2%.<sup>17</sup> Alongside this growth, the country also experienced low inflation, a decline in unemployment, and a fall in the islands' debt-to-GDP ratio for 2015-2019 (CDB, 2019). The labour market in Grenada reflects the global situation: unemployment is higher for women than men, and females participate in the labour force at lower rates than do men.

<sup>14</sup> Using the 2011 Census, is the last year for which this data is available.

<sup>15</sup> This is the 2020 ranking out of 188 countries.

<sup>16</sup> HDI is based on average measures of achievements on life expectancy, education and living standards.

<sup>17</sup> The Grenadian economy was severely affected by the Covid-19 pandemic, which particularly affected its tourism sector which was hit with mass cancellations and an extended lockdown.

The *Gender Equality Policy and Action Plan* notes that women in Grenada predominate the informal labour sector, and are generally engaged in work prescribed by traditional gender roles and existing sociocultural norms. Women's participation is largely in the informal sector, where they undertake gender-specific jobs that tend to be at low wages or unpaid work (Ministry of Social Development and Housing, 2014).

In 2017, the female unemployment rate for Grenada stood at 31.8%, compared to 17.8% for men (UNDP, 2019) and approximately 53% of working-age women were in the labour force. Available data (CDB, 2014) show that the majority of business-related loans were given to men, and where women accessed such loans, they often did so in collaboration with men rather than on their own. Together, these indicators suggest that women are not fully integrated in the formal economy in Grenada. Labour-force data confirm that occupational gender segregation remains entrenched in the Grenadian labour market (UN Women, 2019).

## NEEDS AND GAPS

There were 20 survey respondents from Grenada, 70% of whom had been working with their organizations for 10 years or more. Respondents also had achieved a high level of tertiary education (70%), and 9 had some formal training in gender and development. As in other countries, formal training came principally from participation in short training courses. Not all respondents gave answers to questions assessing their level of skills or knowledge in the core competency areas.



**Table 8: Needs in Competency Areas: Grenada**

Competency Areas	Needs and Gaps
<b>Gender Analysis and Gender Mainstreaming</b>	9 of the 13 respondents to this question reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 2 respondents did not consider this area important to their work.
<b>Participatory Needs Identification</b>	There were no responses to questions in this dimension.
<b>Project Management</b>	6 of the 14 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 5 people indicated that most elements of project management were not applicable to their work.
<b>Monitoring and Evaluation</b>	While most people were able to relate the purpose of M&E, only 1 reported having skills in the actual development of an M&E framework, collecting and analysing data, and utilizing the findings in M&E activities.
<b>Stakeholder Analysis</b>	Only 1 person reported any competence in this dimension. Only 2 people felt this area was not applicable to their work.
<b>Understanding Causes and Consequences of Violence against Women and Girls</b>	The responses for this dimension indicate strong knowledge and skills in all elements covered in this area.
<b>Community Engagement</b>	The responses for this dimension indicate limited knowledge or skills in all elements covered in this area. Two-thirds of the respondents reported having no knowledge or skills in all areas of this dimension, or having some knowledge but needing further training in this area. All but 1 respondent considered this area as applicable to their work.
<b>Women's Economic Empowerment</b>	More than half of the respondents (8 out of 14) reported very limited skills or knowledge in this area. They did not believe they could explain the link between WEE and GBV, or identify and develop strategies to implement WEEIs.

Source: IGDS-RCO, 2022.

## GUYANA

Guyana is a Commonwealth country located on the northern Atlantic coast of South America, making it the only English-speaking country on the continent. It is a part of the Caribbean sphere due to its shared cultural, historical and political experiences. Based on the 2012 census, Guyana has a population of 746,955 comprised of approximately 50.2% females and 49.7% males. In the first quarter of 2021, the total population of working age stood at 581,594 (Guyana Bureau of Statistics, 2021). The total labour force,

however, numbered 294,420 (39.7% women and 60.3% men). The rate of participation in the labour force was recorded at 51.1%, with men participating more (64.9%) than women (38.7%).

According to the *Ministry of Finance of the Cooperative Republic of Guyana* (2021), Guyana recorded a real GDP growth of 14.5% at mid-year 2021 despite the challenges faced during the pandemic and the extensive flooding the country experienced (Government of Guyana, 2021). Non-oil GDP grew by 4.8%.

The 2021 full year forecast for real GDP growth was predicted to be 19.5% and 3.7% for the non-oil economy. In the first half of 2021, inflation in consumer prices grew by 5.6%, mainly due to shortages caused by the flooding and was projected to reach 3.8% for the full year (Ministry of Finance of the Cooperative Republic of Guyana, 2021).

### NEEDS AND GAPS

There were 14 respondents from Guyana. All respondents had tertiary education, with 8 reporting some formal training in gender and development, predominantly through short courses. In Guyana, unlike in other countries, 50% of respondents had been working with their organizations for 1-3 years, and 36% for more than 7 years. Not all respondents gave answers to questions assessing their level of skills or knowledge in the core competency areas.

**Table 9: Needs in Competency Areas: Guyana**

Competency Areas	Needs and Gaps
<b>Gender Analysis and Gender Mainstreaming</b>	The majority of respondents to this question reported having good knowledge or skills concerning their ability to explain these concepts. However, in other more practical areas, such as being able to identify and apply tools to conduct a GA, or collect, analyse and interpret data from a GA, most respondents reported either having no skills or knowledge, or having some knowledge but needing further training in this area. All respondents considered this area important to their work.
<b>Participatory Needs Identification</b>	Of the 9 respondents in this area, 4 reported having no knowledge or skills, while 2 felt they had some knowledge or skills but needed further development in all elements in this area. Only one person felt that this dimension was not applicable for their jobs.
<b>Project Management</b>	6 of the 9 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. One person indicated that most elements of project management were not applicable to their work.
<b>Monitoring and Evaluation</b>	5 of the 9 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 3 respondents reported good high-level skills in the development and application of M&E frameworks and in the collection and analysis of data for M&E activities.
<b>Stakeholder Analysis</b>	Only 2 respondents reported having good skills or knowledge in this dimension. The majority reported having some skills or knowledge but felt those needed further development. This was particularly true in the areas of collecting, analysing and interpreting data for an SA. 2 respondents felt this area was not applicable to their work.
<b>Violence against Women and Girls: Causes and Consequences</b>	The responses for this dimension indicate strong knowledge or skills in all elements covered in this area.

<b>Community Engagement</b>	The responses for this dimension indicate strong knowledge or skills in all elements covered in this area.
<b>Women's Economic Empowerment</b>	The responses for this dimension indicate strong knowledge or skills in all elements covered in this area.

Source: IGDS-RCO, 2022.

## JAMAICA

The Statistical Institute of Jamaica (2019) notes that the island has an ageing population with a rapidly increasing 65+ age cohort. Women have a life expectancy that is nearly 3.2 years higher than that of men. Approximately 46.4% of Jamaican households are headed by women. Jamaica is ranked 101st<sup>18</sup> on the global Human Development Index (HDI),<sup>19</sup> which places Jamaica in the high human development group.

The country's score in the Global Gender Gap Report has increased from 0.701 in 2006 to 0.741 in 2021 (WEF, 2021) and Jamaica has a Gender Development Index value of 0.994, which is above the global average of 0.943 (UNDP, GDI Report 2019) and places the country in Group 1 for countries with high GDI values<sup>20</sup>. Female political representation has increased in both Houses of Parliament since the 2020 elections. In the House of Representatives, 28.6% of the 63 elected officials are female, while 38% of the country's senators are female.<sup>21</sup>

Nonetheless, there remain important areas where gaps persist between the opportunities available to men and those available to women. Although women in Jamaica have higher levels of education and training, the labour market continues to show high levels of gender segregation, with lower levels of participation in the labour force and higher rates of unemployment for women (Statistical Institute of Jamaica, 2019).<sup>22</sup> In the labour market, men continue to dominate in technical sectors (such as plant technicians and machine operators), agriculture, skilled crafts and trades (mostly in the construction industry, as masons, carpenters, etc.), while women are largely found in the professional and senior civil, clerical and service worker sectors of the market. Moreover, even

though the gender wage gap has shrunk, Jamaican women still earn on average 62% of the salary of their male counterparts (World Economic Forum, 2020). They also have less access to credit. The Bureau of Gender Affairs (2011) estimates that “*rural women in Jamaica receive only one percent of all agricultural credit, and only five percent of all agricultural extension resources are directed to women.*”

The female labour market is less diversified than the male labour market. Women participate in a narrow range of occupational categories, with approximately 61% of employed women working as professionals or senior officials and service workers. Men participate in a wider range of occupations across the labour market while also having significant representation in professional and service occupations (Statistical Institute of Jamaica, 2021).<sup>23</sup>

In its 2018 *Voluntary National Report on the Sustainable Development Goals*, the Government of Jamaica notes that women in Jamaica still face a number of non-legal hurdles in order to gain “*equal rights to access, ownership and control of land and economic opportunities*”, and that “*steps need to be taken to challenge and remove*” these barriers to women's access to land and other productive resources.

## NEEDS AND GAPS

There were 21 respondents from Jamaica, of whom 81% had tertiary level qualifications. Two-thirds had some formal training in gender and development, mainly through participation in short courses. 2 respondents had participated in the IGDS CIGAD programme. 5 had postgraduate degrees in gender and development. Jamaica was the only country in which respondents had postgraduate degrees in this area. Almost two-thirds of respondents had been working with their organizations for seven years or more. Not all respondents gave answers to questions to assess their level of skills or knowledge in the core competency areas.

18 Ranking in 2020, out of 188 countries.

19 HDI is based on average measures of achievements in life expectancy, education and living standards.

20 A GDI score of 0.960 or more is considered high.

21 See <https://jis.gov.jm/record-number-of-women-in-senate/>

22 In October 2019, the unemployment rate was 6.0% for men and 8.6% for women.

23 See data at <https://statinja.gov.jm/LabourForce/NewLFS.aspx>

**Table 10: Needs in Competency Areas: Jamaica**

Competency Areas	Needs and Gaps
<b>Gender Analysis and Gender Mainstreaming</b>	The majority of respondents to this question reported having either some or a good knowledge or skills concerning being able to explain the concepts. However, in other more practical areas, such as being able to identify and apply the tools to conduct a GA, or collect, analyse and interpret data from a GA, most respondents reported having no skills or knowledge, or having some knowledge but needing further training in this area. All respondents considered this area as important to their work.
<b>Participatory Needs Identification</b>	10 of the 13 respondents to this question reported having either no knowledge or skills or some knowledge or skills but needed further development in all elements in this area. The other 3 respondents felt that this dimension was not applicable to their work.
<b>Project Management</b>	6 of the 13 respondents reported having either no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 5 respondents reported strong knowledge and skills, particularly in designing and scoping projects and monitoring their progress. 2 respondents indicated that project management was not applicable to their work.
<b>Monitoring and Evaluation</b>	9 of the 14 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 4 respondents reported good high-level skills in M&E framework development and in the collection and analysis of data for M&E activities. 1 respondent indicated that this area was not relevant to their work.
<b>Stakeholder Analysis</b>	5 people reported having good skills or knowledge in this dimension. The majority reported having some skill or knowledge but felt those areas needed further development. This was particularly true in the areas of collecting, analysing and interpreting data for an SA. 1 respondent felt that this area was not applicable to their work.
<b>Understanding Causes and Consequences of Violence against Women and Girls</b>	8 of the 13 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area.
<b>Community Engagement</b>	8 of the 13 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 2 respondents felt that this area was not relevant to their work.
<b>Women's Economic Empowerment</b>	7 of the 13 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 3 people felt that this area was not relevant to their work.

Source: IGDS-RCO, 2022.

## TRINIDAD AND TOBAGO

Trinidad and Tobago is a twin-island nation located at the southern end of the Caribbean Archipelago, northeast of Venezuela (Encyclopaedia Britannica, 2022). According to *Provisional Mid-Year Estimates of Population by Age Group and Sex (2005-2021)*, in 2021 the population was estimated at 1,367,558, with males comprising 50.2% of the population and females, 49.8% (Central Statistical Office, 2021).<sup>24</sup>

The country's economy is dominated by the petroleum industry. The COVID-19 pandemic, however, dampened economic growth, influencing reduced output in both energy and non-energy sectors (Central Bank of Trinidad and Tobago, 2022). Inflation peaked from June to November 2021. There is expected to be economic growth in 2022 as natural gas production and demand are projected to increase (ibid).

In 2019, the World Bank (2021) noted that the rate of female participation in the labour force stood at

58.15%, compared to 80% for men.<sup>25</sup> As in all countries in CARICOM, the employment rate is lower for women than for men, the gap being especially large in Trinidad and Tobago (UN Women, 2019).<sup>26</sup> Men are also more likely than women to be employed if there are young children (under 5 years old) in the household, with a 76% rate of employment for men compared to 49% for women. This means that men are more likely to spend their most productive working years in the labour force than are women, who shoulder disproportionate responsibilities for caregiving in the family (UN Women, 2019).

## NEEDS AND GAPS

There were 11 respondents from Trinidad and Tobago, almost half of whom had been in their positions or roles for three years or less. As in other countries, the vast majority -- 9 out of 11 -- had tertiary level education, of which 6 had some formal training in gender and development. One person had an undergraduate degree in gender and another had participated in the IGDS CIGAD programme. Not all respondents answered questions assessing their level of skill or knowledge in the core competency areas.

**Table 11: Needs in Competency Areas: Trinidad and Tobago**

Competency Areas	Needs and Gaps
Gender Analysis and Gender Mainstreaming	The majority of respondents to this question reported some or a good knowledge or skills as regards being able to explain the concepts. However, in other more practical areas, such as being able to identify and apply tools to conduct a GA, or collect, analyse and interpret data from a GA, most respondents either reported having no skills or knowledge, or having some knowledge but needing further training in that area. All respondents considered this area as important to their work.
Participatory Needs Identification	8 of the 9 respondents to this question reported having either no knowledge or skills or only some knowledge or skills but needed further development in all elements in this area. The remaining respondent felt that this dimension was not applicable to their role.
Project Management	6 of the 10 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. The area where most people reported no knowledge or skill was in mainstreaming gender in project and programme design. One person indicated that project management was not applicable to their work.

<sup>24</sup> See <https://cso.gov.tt/wp-content/uploads/2021/10/Mid-Year-Population-Estimate-by-Age-and-Sex-2005-2021.xlsx>

<sup>25</sup> See <https://data.worldbank.org/indicator/SL.TLF.ACTI.FE.ZS?locations=TT>

<sup>26</sup> Only Guyana had a larger gap.

Monitoring and Evaluation	8 of the 11 respondents reported having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. 2 people reported good high-level skills in M&E framework development and in the collection and analysis of data for M&E activities. No one indicated that M&E was not relevant to their work.
Stakeholder Analysis	7 of the 9 respondents either reported having no skills or knowledge in this dimension or having some knowledge but needing further development. Weaknesses were reported in the areas of collecting, analysing, and interpreting data for a SA. 1 person felt this area was not applicable to their work.
Violence against Women and Girls: Causes and Consequences	The responses given for this dimension indicate strong knowledge or skills in all elements covered in this area.
Community Engagement	8 of the 10 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area.
Women's Economic Empowerment	7 of the 10 respondents reported either having no knowledge or skills in most areas of this dimension, or having some knowledge but needing further training in this area. There were pronounced gaps in the areas of identifying and developing strategies to implement WEEI and monitoring WEEI progress.

Source: IGDS-RCO, 2022.

## CONCLUSION AND RECOMMENDATIONS

As emerges from the research framework mentioned above, it is clear that enhancing women's economic capacity and gender equality positively impacts and mitigates gender-based violence.

The present analysis of the situation in the Caribbean region points to broad commonalities in terms of the gaps identified in the capacity of the region's gender bureaux to develop and implement WEEI to address VAWG. Very little critical variation was seen across the countries covered in this TNA. While in some countries, skills were stronger in gender analysis, gender mainstreaming or in project management, across all five countries, there were gaps identified in:

- Gender analysis and gender mainstreaming;
- Data collection and analysis across domains such as gender and stakeholder analysis and needs identification;
- The use of data to design interventions;
- Participatory needs identification and stakeholder analysis.

Our research pointed to the need for programme specificity based on nationality, ethnicity, religious affiliation, age, wage-earning potential and other factors so as to tailor the design of effective interventions to the target population.

There was common agreement across the board concerning the importance of gender analysis and gender mainstreaming to women's economic empowerment and the tasks of the gender bureaux. Survey respondents reported understanding that the significance of these major obstacles to women's full economic participation is rooted in the work of the bureaux. In terms of gender mainstreaming and gender analysis, the expectation is that training interventions will need to pay particular attention to the underlying factors that mitigate the capacity to arrive at full participation, economic empowerment and participation.

Even as the region continues to see a measure of breakthrough in relation to women's economic empowerment, there remains a pressing need for increased awareness, sensitivity and training concerning

the subtle and nuanced ways in which socialization patterns, gender prescriptions, norms and goals continue to constitute obstacles to women's full economic participation in the labour market. Ethnicity and religious affiliation, for example, are pivotal factors in determining norms and prescriptions in relation to women's unpaid caregiving duties, whether to their children, husbands or ageing relatives. In terms of participatory needs identification, gender norms held by some participants dictate that all resources that come to hand should be expended first and foremost to ensure the well-being of needy families and children. A major challenge posed by programmes of this nature is being able to ensure that the financial contributions distributed to training participants to facilitate WEE are not liable to be confiscated by partners and are not pressed into the service of day-to-day imperatives such as the provision of food, shelter and children's educational needs.

It is essential to bear in mind that obstacles to economic empowerment become internalized in the psyches of the women themselves. Training must address a broad-based agenda, adjusting gender aspirations, norms and goals alongside training in specific skills such as financial and time management, small business planning etc. An ongoing training focus must be the connections between norms, prescriptions and aspirations and the daily decision-making and economic pathways taken by women at risk of GBV.

The aspirational dimension of this dynamic is pivotal because of its impact on the cyclic, intergenerational transfer of poverty, hopelessness and violence, and by extension, on the capacity of women's economic empowerment to bring about strengthened aspirations in new generations of women and girls.

Training should particularly take into account any nitty-gritty cultural specificities that impact at-risk women and girls and how they interface with economic empowerment. This has implications for the training environment. Trainers, when using any generic or Caribbean-based material and examples, should create opportunities for feedback in relation to each target group's respective national, economic, ethnic, cultural, educational and political environments. Ideally, the training environment should be structured as a platform for knowledge exchange, in which the participants bring to the table insight gleaned from their work in the field. This approach should empower the trainee to be an active participant in the knowledge-generating process and provide the trainers with valuable insights that can shape ongoing research and training agendas.

# ANNEX I:

# DRAFT TRAINING NEEDS QUESTIONNAIRE

Hello,

The Institute for Gender and Development Studies, Regional Coordinating Office (IGDS-RCO) is conducting an assessment on ways to strengthen the Women's Bureaux in six countries in the Caribbean region to enable them to design and implement effective programmes to increase women's economic empowerment in the region. This assessment is part of the Spotlight Initiative to Eliminate Violence against Women and Girls (VAWG).

The Spotlight Initiative (SI), a multi-year programme aimed at addressing all forms of violence against women and girls (VAWG) and harmful practices globally, was launched by the European Union and the United Nations and is deploying targeted, large-scale investments to eliminate all forms of VAWG in Africa, Asia, the Caribbean, Latin America and the Pacific. There are six programme pillars: 1) legislation and policy; 2) strengthening institutions; 3) prevention and social norms; 4) delivery of high-quality essential services; 5) data availability and capacities, and 6) supporting the women's movement, with special emphasis on prevention and essential services.

We know that your organization and its partners have worked hard to assist women who experience violence, and we believe that these initiatives, which increase women's economic independence and agency, are important to reducing VAW in both the short and medium terms.

We hope that you will take the time to guide us as we try to develop capacity-building activities and partner with Women's Bureaux throughout the region to strengthen our collective abilities to respond to women who seek our services.

The main purpose of this survey is to help you identify priority areas for training. The scores are in keeping with this purpose. It makes no difference if you rate yourself as mostly three with some 4's or mostly 4's with some 5's - as long as it helps you to identify the areas you most want training or development. The results of this Training Needs Analysis are confidential and will only be used to help us understand your capacity needs and tailor a training programme for you and your organization.

Thank you for taking the time to guide us in this activity.

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Tell us a little about yourself:

## 1. How long have you worked with your current organization?

- Less than one year
- 1-3 years
- 4-6 years
- 7-9 years
- 10 years or more



**2. What is your role or position in the organization?**

- Director / Head of Department
- Deputy Director / Deputy Head
- Technical / Project Officer
- Clerical Officer
- Other \_\_\_\_\_

**3. How long have you occupied that role or position?**

- Less than one year
- 1-3 years
- 4-6 years
- 7-9 years
- 10 years or more

**4. What is your highest level of qualification?**

- Secondary
- Post-secondary
- Tertiary
- Other

**5. Have you received any formal training in gender and development?**

- Yes
- No

**6. If yes, what type of gender and development training did you receive?**

- Short training courses
- Undergraduate courses in my degree
- Undergraduate degree in gender studies
- IGDS CIGAD participation
- Postgraduate degree in gender studies
- Other

**7. Please rate your degree of knowledge/skill in each of the competencies below on a scale from 1 to 5 or N/A. Feel free to provide any comments you think may be useful to us in the space provided.**

**1** = No knowledge/skill

**2** = A little knowledge/skill but considerable development required

**3** = Some knowledge/skill but development required

**4** = Good level of knowledge/skill displayed, with a little development required

**5** = Fully knowledgeable/skilled – no or very little development required

**N/A** = This competency is not applicable to my job

Competency Area	N/A	1	2	3	4	5
<b>Gender Analysis (GA) and Gender Mainstreaming</b>						
1. Explain the concepts of GA and gender mainstreaming						
2. Identify and apply the tools to conduct a GA						
3. Collect data for a GA						
4. Analyse and interpret data collected from a GA						
5. Apply the findings of a GA						
6. Explain and demonstrate the relationship between GA and gender mainstreaming						
7. Identify existing data gaps that influence capacity to undertake GA						
<b>Participatory Needs Identification (PNI)</b>						
8. Explain the concept of PNI						
9. Identify and apply the tools used to conduct a PNI						
10. Collect data for PNI						
11. Analyse and interpret data collected from a PNI						
12. Utilize the findings of a PNI in the design and development of policies and programmes						
<b>Project Management</b>						
13. Plan and scope an intervention, project or programme						
14. Utilize data from GA and PNI to design a project, intervention or programme						
15. Mainstream gender into intervention, project or programme design						
16. Organize and coordinate a project						
17. Develop and manage project budgets						
18. Monitor progress of projects						
<b>Monitoring and Evaluation (M&amp;E)</b>						
19. Relate the purpose of monitoring and evaluation in project design and implementation						
20. Develop an M&E framework						
21. Collect data for M&E						
22. Analyse and interpret M&E data						
23. Utilize the findings of M&E to guide project implementation						
<b>Stakeholder Analysis (SA)</b>						
24. Explain the purpose of SA						
25. Design an SA						

Competency Area	N/A	1	2	3	4	5
26. Facilitate stakeholder dialogue						
27. Collect data for an SA						
28. Analyse and interpret data collected from an SA						
29. Utilize findings from SA in the design and development of interventions, projects or programmes						
<b>Policy Landscape Assessment (PLA)</b>						
30. Explain the purpose of a Policy Landscape Assessment (PLA)						
31. Design a PLA						
32. Collect data for a PLA						
33. Analyse and interpret data collected from a PLA						
34. Utilize the findings of a PLA in the design of interventions, projects or programmes						
<b>Violence Against Women: Causes and Consequences</b>						
35. Explain what VAW is						
36. Explain the causes of VAW						
37. Explain the gender dimensions of VAW						
38. Explain the effects of VAW on survivors						
39. Identify and develop strategies to prevent VAW						
40. Identify and develop strategies to respond to VAW						
41. Explain the link between women's economic empowerment and VAW						
<b>Community Engagement</b>						
42. Explain the purpose and importance of community engagement						
43. Identify and develop strategies for community engagement						
44. Provide feedback to partner communities and stakeholders						
45. Implement strategies to work collaboratively						
<b>Women's Economic Empowerment</b>						
46. Explain the link between women's economic empowerment and gender equality						
47. Identify and develop strategies to implement WEE initiatives						
48. Monitor and evaluate the success of WEEI						

49. Additional comments (optional)

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50. Tell us about any area in which you want to develop your skills

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The Spotlight Initiative is a global, multi-year partnership between European Union and United Nations to eliminate all forms of violence against women and girls. Launched with a seed funding commitment of €500 million from the European Union, the Spotlight Initiative represents an unprecedented global effort to invest in gender equality as a precondition and driver for the achievement of the Sustainable Development Goals. As a demonstration that a significant, concerted and comprehensive investment in gender equality and ending violence can make a transformative difference in the lives of women and girls.



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Spotlight Initiative

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**Spotlight  
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