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Report of the assessment of the implementation of gender equality frameworks and practices in Saint Lucia

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Contents

Executive summary	5
Introduction	7
I. Saint Lucia’s key international and regional gender equality related commitments	9
II. National actions and practices	11
A. Historical context for the 1991 National Policy Statement on Women	12
B. Key elements of the National Policy Statement on Women	13
C. Main actions to promote women’s rights, empowerment and autonomy	15
1. Quality education, training and lifelong learning	16
2. Access to health care, including sexual and reproductive health and rights.....	16
3. Right to work and rights at work.....	17
4. Women’s entrepreneurship and enterprise	18
5. Eliminating violence against women	19
III. Assessment: key findings	21
A. Review of stakeholder meetings.....	21
1. Stakeholders’ workshop	21
2. Meeting with the Department of Gender Relations	25
3. Focus group discussion with various public officials	26
4. Meeting with the Ministry of Education	26
5. Focus group discussion with youth officers	27
6. Meeting with the Department of Equity	28
7. Meeting with the National Emergency Management Organization (NEMO)	28
8. Meeting with the Agriculture Services	29
9. Meeting with the Small Business Development Centre (SBDC) of the Ministry of Commerce, Business Development, Investment and Consumer Affairs	29

10.	Meeting with the Sustainable Development and Environment Division, Ministry of Education, Innovation, Gender Relations and Sustainable Development	29
11.	Meeting with the Ministry of Finance.....	30
12.	Meeting with the National Women’s Voluntary Organization	30
B.	Review of existing frameworks for identifying synergies and for the development of the new gender equality policy statement and strategy	30
IV.	Recommendations	35
1.	Moving to a results-based framework.....	35
2.	Provide adequate, qualified staff to the Department of Gender Relations and strengthen its organizational structure	36
3.	Conduct gender sensitization	36
4.	Appoint gender focal points across government.....	37
5.	Establish a Parliamentary Gender Caucus and a National Council of Women’s Voluntary Organization	38
6.	Design and implement a public education programme on gender equality.....	38
7.	Strengthen the collection, production and use of sex-disaggregated data.....	38
8.	Implement gender-responsive budgeting across government	39
9.	Create a national gender equality policy statement	39
10.	Create a national gender equality strategy	40
	Bibliography.....	43
	Annexes.....	45
	Annex 1	46
	Annex 2	53
	Annex 3	54
	Tables	
Table 1	Objectives, duration and progress updates of task forces	24
Table 2	Entry points for gender equality in the MTDS 2019-2022.....	31
Table 3	Entry points for gender equality in the NAP	33
	Figure	
Figure 1	Structural network: Women and Development approach in Saint Lucia	14

Executive summary

This report, produced by the Economic Commission for Latin America and the Caribbean (ECLAC) subregional headquarters for the Caribbean in the framework of technical cooperation with the Government of Saint Lucia, provides a comprehensive assessment of the implementation of gender equality frameworks and practices in Saint Lucia and contains recommendations for strengthening the Department of Gender Relations with the aim of guiding the development of a national gender equality policy statement and strategy in the country.

The report documents consultations with key stakeholders from the public and private sectors, as well as from civil society organizations on gender equality policies, programmes, practices and frameworks in Saint Lucia. Specifically, it gives an overview of the country's national, regional and international commitments to gender equality, including the 1991 National Policy Statement on Women, the Regional Gender Agenda, the Beijing Platform for Action, and the Convention on the Elimination of All Forms of Violence against Women (CEDAW). The report sets out the 1991 Policy Statement's key elements and policy approaches and actions taken towards its implementation, as well as progress made in the last 5 years towards achieving gender equality.

The key finding of the assessment was that the Department of Gender Relations has inadequate resources with which to pursue the goal of promoting gender equality in the country and to support other government departments to mainstream a gender perspective in their policies, processes and operations.

The assessment offered dynamic entry points for supporting the Department of Gender Relations and other government entities and for mainstreaming a gender perspective across government. In particular, the National Adaptation Plan (NAP), the disaster management approach taken by the National Emergency Management Organization (NEMO) and the Medium-Term Development Strategy (MTDS) 2019-2022 provide rich opportunities for gender mainstreaming. Specific entry points for promoting gender equality in the NAP and MTDS are set out in this report with concrete examples of how gender equality results can be built into sectoral policies and priorities.

Strengthened coordination and partnership is required on the part of the Department of Gender Relations to operationalize the entry points and to make the collection and production of sex-disaggregated data a priority across government departments.

The report recommends that additional human and financial resources be provided to the Department of Gender Relations in order to ensure the efficient functioning of the department and in furthering the development of a national gender equality policy statement and strategy. It also recommends that the Department of Gender Relations shifts from a project-based approach to a results-based framework to ensure that gender equality results are prioritized in Saint Lucia's pursuit of sustainable development with equality. The Government of Saint Lucia is encouraged to integrate the Department into the national policy setting system as a core actor with the mandate to coordinate, monitor and evaluate the implementation of a national gender equality policy statement and strategy.

Other recommendations made to the Government of Saint Lucia include the need to elevate the status of the Department of Gender Relations in the government hierarchy and structure, strengthen the position of its Director and provide adequate staffing dedicated to the Department. The report calls for the formal appointment of gender focal points throughout the public sector and underscores their importance as a structure to support the gender equality policy implementation architecture. It also encourages the establishment of two additional structures – a Parliamentary Gender Caucus and a National Council of Women's Voluntary Organization – to support an enabling environment for gender mainstreaming based on political will and active involvement of civil society, private sector, academic institutions, among other stakeholders.

An extensive programme of public education is also needed to sensitize the public to the concepts of gender, gender equality and gender mainstreaming and to create awareness of the new gender equality policy statement and strategy's priority goals. As part of this programme, the Department of Gender Relations should be rebranded to change the current perception of only addressing gender-based violence concerns, and public awareness raising about its purpose and comprehensive mission should be conducted.

Introduction

The achievement of gender equality is a key developmental goal for Saint Lucia. In order to monitor and evaluate progress made towards this goal and address the obstacles that remain in achieving it, Saint Lucia has prioritized improving the capacity of the Department of Gender Relations and the development of policies and sustainable tools. One such tool is a National Gender Equality Policy.

In advancing gender equality in Saint Lucia, the Government of Saint Lucia and ECLAC subregional headquarters for the Caribbean entered into technical cooperation to support the Government in the process of developing the national gender policy statement and strategy, as well as in strengthening the production and management of gender data and statistics. As part of the support provided under this technical cooperation, an assessment of the implementation of gender equality frameworks and practices in Saint Lucia was commissioned to guide the development of a national gender equality policy statement and strategy, as a first step towards developing a National Gender Equality Policy. This technical assistance aims to improve the capacity of the Department of Gender Relations and specifically contribute to assisting the Government of Saint Lucia in mainstreaming a gender perspective in national planning, policies and official statistics, and by so doing, help the country to meet its commitments to the international and regional gender agendas and related frameworks and improve the well-being and the enjoyment of human rights by all persons in the country.

To this end, ECLAC administered a questionnaire to key stakeholders for a preliminary rapid assessment of Saint Lucia's institutional capacities and priority areas for the development of a national gender equality policy statement and strategy (see annex A). However, the response rate for the questionnaire was very low and the information provided by the respondents could not be generalized. To address this, the questionnaire was used to elicit responses from participants at a stakeholders' workshop for representatives of government agencies and civil society organizations.¹ The questionnaire focused on assessing five key technical and functional capacities necessary for developing a national gender equality policy statement and strategy, namely: (1) information on gender equality

¹ See annex B for a list of the agencies and organizations represented.

and women's autonomy, (2) vision and sustainability, (3) implementation, (4) coordination and partnering, and (5) monitoring and evaluation. These five capacities were assessed across three different and interdependent capacity dimensions: the individual, organizational and enabling environment.²

The preliminary rapid assessment questionnaire was used as a guide at the workshop to identify the strengths and gaps of existing gender equality initiatives in Saint Lucia. As such, it served as a starting point in determining levels of gender responsiveness and opportunities for gender mainstreaming across government ministries and entities.

Separate meetings were held with representatives of the Department of Gender Relations, Ministry of Education, Department of Equity, National Emergency Management Organization (NEMO), Department of Agriculture, Small Business Development Centre, the Department of Sustainable Development, the National Council of Women's Voluntary Organization, and the Director of Finance Administration in the Ministry of Finance. Furthermore, two focus group discussions – the first with staff of the Department of Gender Relations, a family planning officer and two primary and secondary level teachers; and the second, with six youth officers serving Castries and surrounding areas – were held.

This report contains findings of the assessment of the implementation of gender equality frameworks and practices in Saint Lucia and provides targeted recommendations that will assist the Government of Saint Lucia in drafting the national gender equality policy statement and strategy. Chapter 1 contextualizes the assessment based on international and regional commitments made by Saint Lucia for the promotion of gender equality, women's empowerment and autonomy and sustainable development. Chapter 2 presents the National Policy Statement on Women, approved by Cabinet in 1991, and outlines the substantive implementation actions taken following the approval of the Policy Statement, emphasizing progress in the past ten years. Chapter 3 summarizes the findings of the assessment, including an overview of stakeholder meetings, and reviews existing frameworks for identifying synergies and for the development of the new gender equality policy statement and strategy. Chapter 4 provides a summary of recommendations, including setting out the groundwork and rationale for a results-based framework for the Department of Gender Relations, elements for inclusion in the national gender equality policy statement and strategy, and other recommendations to enhance and strengthen the capacity of the national machinery for the advancement of women in Saint Lucia.

² The capacities at the individual level (skills, qualification, knowledge, and attitude) influence capacity development at the organizational level (operating procedures, systems, and staff capacity), which in turn determines the extent to which capacities at the enabling environment level (information, communication, policies, and plans) are promoting gender equality. Likewise, the capacities cascade developmentally from the enabling environment level to the organizational and individual levels.

I. Saint Lucia's key international and regional gender equality related commitments

Saint Lucia demonstrates a strong commitment to international and regional instruments on gender equality and the fulfilment of the rights and autonomy of all women and girls. The country acceded to the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1982. In 2005, Saint Lucia strengthened its commitment to CEDAW by submitting its first national report to the CEDAW Committee. In 2006, the Government developed priority action areas, in response to the Committee's Concluding Observations on the National Report.

In 1994, Saint Lucia acceded to the Inter-American Convention on the Protection, Prevention, Punishment and Eradication of Violence Against Women (Belém do Pará Convention). The Belém do Pará Convention established for the first time a mechanism – the Follow-Up Mechanism to the Convention of Belém do Pará (MESECVI) – which is a systematic and permanent multilateral evaluation methodology based on exchange and technical cooperation between parties to the Convention and a Committee of Experts. MESECVI is used for analyzing progress in the implementation of parties to the Convention, as well as persistent challenges to an effective State response to violence against women. In 2012, Saint Lucia submitted its first country report on the implementation of the Convention.³

Throughout Saint Lucia's 40 years as an independent State, it has remained committed to the Regional Gender Agenda by participating in the different sessions of the Regional Conference on Women in Latin America and the Caribbean organized by the Economic Commission for Latin America and the Caribbean (ECLAC) as the Secretariat of the Regional Conference, with the support of the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women). The Regional Gender Agenda includes the agreements approved by the Latin American and Caribbean

³ Follow-Up Mechanism to the Convention of Belém do Pará, 14th Meeting of the Committee of Experts, Saint Lucia Country Report 3rd Round, November 2017.

Governments on women's rights, autonomy and gender equality during these meetings over the last 43 years.⁴

More specifically, Saint Lucia also contributed to the outcome of the Sixth Session of the Regional Conference on Women in 1994, at which the Regional Programme of Action, Mar del Plata 1995-2001, was adopted in preparation for the Fourth World Conference on Women in Beijing in 1995. The Fourth World Conference on Women, in which Saint Lucia also participated, resulted in the Beijing Declaration and Platform for Action. This Platform for Action defines the national machinery for the advancement of women as 'the central policy coordinating unit inside government' and its main task is 'to support government-wide mainstreaming of a gender equality perspective in all policy areas'.⁵ It considered their location at the highest possible level in government as a necessary condition for effective functioning.⁶ Institutional mechanisms for the advancement of women were identified as one of the twelve critical areas of concern in the Platform for Action.⁷

Furthermore, the Revised Treaty of Basseterre, which established the OECS Economic Union, was signed by Saint Lucia in June 2010. Member States agreed to strive to achieve and surpass the international goals of eradicating extreme hunger and poverty, achieving universal education, promoting gender equality and empowering women, reducing child mortality, improving maternal health, combatting disease, ensuring environmental sustainability and developing a global partnership for development.⁸

In the same year, in July 2010, the Brasilia Consensus was adopted at the Eleventh Session of the Regional Conference on Women in Latin America and the Caribbean. The Conference, at which Saint Lucia presented its National Report, emphasized the importance of State institutions in support of gender equality and the urgent need to provide specific funding. Six years later at the Thirteenth Session of the Regional Conference on Women in Latin America and the Caribbean, governments adopted the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030 in which Saint Lucia participated actively. The principles of gender equality and non-discrimination are the foundations of the ten implementation pillars and measures of the Montevideo Strategy.⁹

The 2030 Agenda for Sustainable Development, with its 17 Sustainable Development Goals (SDGs) adopted in 2015, operates in synergy with and is complementary to the Regional Gender Agenda. As a result, States are recommended to link actions taken to achieve commitments arising from both Agendas. Saint Lucia presented its first Voluntary National Reviews on progress made and challenges faced in the implementation of the 2030 Agenda in 2019 at the High-level Political Forum on Sustainable Development¹⁰, after having already shared its experiences with other countries of Latin America and the Caribbean at the Third meeting of the Forum of the Countries of Latin America and the Caribbean on Sustainable Development, which took place at ECLAC headquarters in Santiago, Chile the same year.¹¹

⁴ ECLAC 40 years of the Regional Gender Agenda. Available at: <https://repositorio.cepal.org/handle/11362/40334>.

⁵ Beijing Declaration and Platform for Action, Fourth World Conference on Women, 15 September 1995, A/CONF.177/20 (1995) and A/CONF.177/20/Add.1 (1995), para. 203.

⁶ Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

⁷ Ibid.

⁸ Revised Treaty of Basseterre, establishing the Organisation of Eastern Caribbean States Economic Union, 18 June 2010 (entered into force 21 January 2011).

⁹ Available at: <https://repositorio.cepal.org/handle/11362/41013>.

¹⁰ <https://sustainabledevelopment.un.org/index.php?page=view&type=30022&nr=1564&menu=3170>.

¹¹ <https://foroalc2030.cepal.org/2019/en>.

II. National actions and practices

The International Women's Year in 1975 marked the outset of the journey to a national gender policy in Saint Lucia and heralded the formation of the National Council of Women's Voluntary Organization a year later. This organization advocated for the establishment of a Women's Desk and in 1981, a task force was formed for the proposed Women's Desk. The task force expanded to a Planning Committee in 1982, the same year in which the country acceded to CEDAW. In 1986, the Ministry of Community Development, Youth, Sports and Social Affairs established the Women's Desk and, the following year, an Advisory Committee on Women's Affairs was formed as a key support structure for a national machinery for the advancement of women in order to promote and ensure full equality of women and to advance the development of women.¹²

From 1987 to 1989, government representatives, local community groups, civil society, the private sector and national and regional partners engaged in a series of consultations to develop a National Policy Statement on Women. Women's groups were mobilized around this National Policy Statement, which culminated in the development of a Five-Year Plan of Action.¹³ On 7 March 1991, Cabinet approved the National Policy Statement on Women, representing a key milestone in the quest towards achieving gender equality in Saint Lucia.

In 1994, Women's Desk was moved to the Ministry of Legal Affairs and Women's Affairs and, in 1997, it was moved again to the Ministry of Health, Human Services, Family Affairs and Women, where it was upgraded to a Division. In 1998, the Division of Women's Affairs was renamed the Division of Gender Affairs and, in 2016, it was again renamed the Department of Gender Relations and placed within the Ministry of Education, Innovation, Gender Relations and Sustainable Development where it remains as of March 2020. As informed by the Government in its CEDAW report, these changes of

¹² Committee on the Elimination of Discrimination against Women (CEDAW Committee), Combined initial, second, third, fourth, fifth and sixth periodic reports of States parties, CEDAW/C/LCA/1-6, 2005, para 2.3.

¹³ Unfortunately, the Department of Gender Relations was not able to provide a copy of the Five-Year Plan of Action, resulting in a significant gap in the institutional memory of the national machinery for the advancement of women.

"nomenclature, orientation and parent ministry on several occasions [...] has undoubtedly affected its stability and effectiveness."¹⁴

A. Historical context for the 1991 National Policy Statement on Women

The 1970s and 1980s in the Caribbean region were marked by the process of the decolonization movement, which sought to redress the inequalities of colonization and neo-colonization. This movement toward political independence was ascending alongside the trade union movement concerned with workers' rights.

By 1979, when Saint Lucia gained independence from Great Britain, the spirit of experimentation with democratic organization was taking hold across the region, including with women's organizations, which became influential, skilled mediators between government and civil society and strong advocates for women's rights.

The National Council of Women's Organization in Saint Lucia and other women's organizations across the region came together to create the Caribbean Women's Association (CARIWA) as a strategic regional entity. Two connected concerns united women's organizations: first, that women become an integral part of the regional integration process and, second, that women's issues are dealt with using a Gender and Development (GAD) framework instead of the prevalent Women in Development (WID) model.¹⁵

This move was in keeping with the current thought of women of the Global Developing South who asserted that women's issues were deeply and historically intertwined with development agendas. Moreover, the move reflected the internationally accepted approach, i.e. to investigate the impact of development policies on women's lives. The strategies employed by CARIWA to address women's issues were the forerunners to gender mainstreaming in that they targeted key settings, such as intergovernmental and regional institutions,¹⁶ to advocate for action on women's concerns in these arenas.

At this time, the Government of Saint Lucia also sought to provide opportunities to enhance women's participation in national economic development. This was viewed as a means to address the increasing economic imbalance between the dominant urban/formal sector and the weaker rural/informal sector, with women disproportionately represented in the latter category.

¹⁴ Committee on the Elimination of Discrimination against Women (CEDAW Committee), Combined initial, second, third, fourth, fifth and sixth periodic reports of States parties, CEDAW/C/LCA/1-6, 2005, para. 2.4.

¹⁵ The Women in Development (WID) approach emerged in the 1960s as an approach to development projects, which emphasizes integration of women into their national economies for greater economic efficiency and effectiveness. The approach seeks to improve women's condition and status in society by increasing women's productivity and earnings. The Women and Development (WAD) approach is an outcome of the First World Conference on Women in Mexico City in 1975 organized by the UN. It asserts that women have always been integral to development. It opposes WID on the basis that WID serves to perpetuate and reinforce the existing system of inequality endemic to patriarchal and capitalistic structures, because WID's goal is entirely economic. The Gender and Development (GAD) framework, which emerged in the 1980s, focuses on the social relations and socially constructed differences between women and men, which are based on power and which perpetuate inequalities. This framework, which is the theoretical basis of the gender mainstreaming strategy, was strengthened by the International Conference on Population and Development held in Cairo in 1994 and the Fourth World Conference on Women held in Beijing in 1995.

¹⁶ For example, the Caribbean Community (CARICOM) and the University of the West Indies (UWI).

B. Key elements of the National Policy Statement on Women

Women's rights, participation, and empowerment are key features of the philosophical framework underpinning the National Policy Statement on Women. They inform the four principles underlying the Policy, which speak to women's three major roles in society - reproductive, productive and community management. These often involve unpaid work or work in the lower wage category. The four principles are:

- i) Appropriate measures should be instituted to ensure that women's reproductive function does not lead to continued marginalization of their talents and time, and that men are encouraged to share fully the responsibility of parenting.
- ii) Attention should be given to the human and financial supports needed by women to enhance their productive role in society and to place new value on their output.
- iii) Programmes and strategies should be devised to promote a positive image of women in Saint Lucian society.
- iv) Policies in all sectors should promote access by women to information, opportunity and positions of authority, and to change the conditioning, which encourages women to remain at the voluntary level in community management.¹⁷

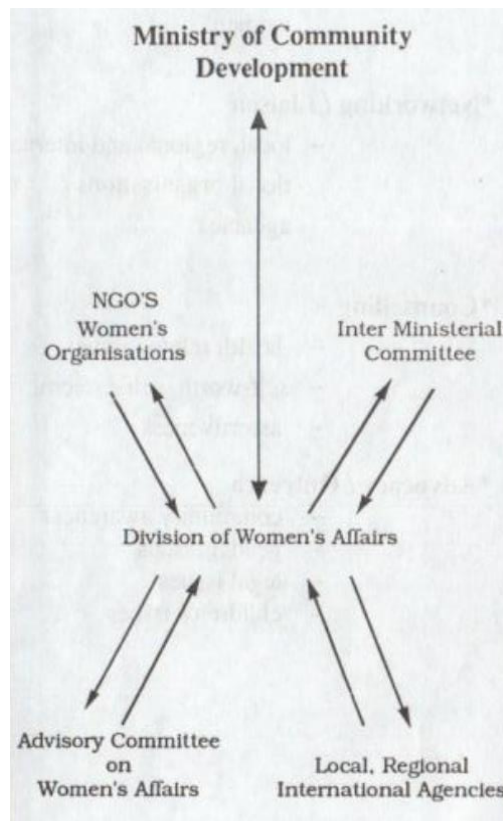
The National Policy Statement on Women required the government to establish an ongoing monitoring and evaluation system to institutionalize and implement the principles of the Statement. Policy development, research and data collection, education and training, including public awareness on gender issues, were the priority functions of the National Machinery for the Advancement of Women charged with the responsibility of implementing the Statement.

The Policy Statement's four aims were to: 1) bring to the awareness of planners and policy makers the significance of the contribution of women in national development; 2) increase both in quality and quantity the participation and integration of women in the process of nation-building; 3) facilitate the redress of unnecessary sex imbalances in traditional institutional arrangements; and 4) uplift the status of women. To implement these four aims, the Policy Statement set out 13 specific objectives relating to unpaid work, education, food production, housing, saving and credit schemes, domestic violence and violence against women, labour legislation, and protection under the law with respect to divorce, common-law unions, inheritance, immigration and citizenship. The aims were also supported by four principles set out above.

The overall goal was to shift the perception of women as beneficiaries of national development planning (the WID approach) to changing society's image of women by demonstrating their contribution to national development using the Women and Development (WAD) model. The structural network of Women and Development in Saint Lucia is outlined Figure 1.

¹⁷ National Policy Statement on Women, p.4.

Figure 1
Structural network: Women and Development approach in Saint Lucia



Source: Division of Women's Affairs, Ministry of Youth, Community Development, Social Affairs, Sports and Cooperatives, Saint Lucia.

Government ministries were mandated to ensure that their respective policies and programmes complied with the objectives of the National Policy Statement on Women. However, this mandate was unsuccessful, in part because the Inter-Ministerial Committee, which was ultimately disbanded, was not empowered to give training on gender mainstreaming and its members changed periodically.

The Advisory Committee on Women's Affairs had been a strong structure when first set up in the Ministry of Legal and Women's Affairs. It remained so under the Ministry of Youth, Community Development, Social Affairs, Sports and Cooperatives from 1991 to 1994. However, after 1995, the structure weakened and was also disbanded.

Nevertheless, the Division of Women's Affairs remained vibrant in its accomplishments. It approached its mandate of advancing gender equality primarily through legal reform. In 1995, the Domestic Violence Act was enacted, and the Family Court was created as the mechanism to respond to domestic violence. The Division also conducted training on domestic violence at all levels of the justice system. This was also done in the context of the preparations for the Fourth World Conference on Women in Beijing in 1995, which served to accelerate the development of Saint Lucia's normative framework for gender equality, including legislation to provide protection for women and children who were victims of abuse.¹⁸ As part of the Beijing Declaration and Platform for Action, Saint Lucia identified

¹⁸ Domestic Violence Act, 1994.

five areas of priority for achieving gender equality: strengthening institutional capacity to mainstream gender; alleviating poverty among women; addressing violence against women; increasing the presence of women in decision-making positions; and improving women's health.

C. Main actions to promote women's rights, empowerment and autonomy

Over the last 10 years, Saint Lucia has taken actions to promote women's rights and their empowerment and autonomy, with some variability. In Saint Lucia's Report to the Eleventh Session of the Regional Conference on Women in Latin America and the Caribbean in 2010, the Division of Gender Affairs (now the Department of Gender Relations), guided by the Beijing Declaration and Platform for Action and Saint Lucia's commitment to international conventions such as CEDAW, identified key areas preventing women from fully enjoying their rights and achieving full participation in the development process. These were economic empowerment, women and the law, health, particularly HIV/AIDS, and human trafficking. Multi-faceted, cross-sectoral implementation approaches were designed to address these issues.

Economic empowerment and social protection programmes were identified as a means of addressing women's heightened vulnerability to poverty. This included skills training and micro-financing for unemployed and indigent women in four of the six districts described as 'most indigent communities' in the 2005/2006 Country Poverty Assessment (CPA). Local, national and international partners and sources of funds were also identified to implement these programmes. The Assessment concludes that the programmes enabled women to create opportunities for self-employment and to respond to non-traditional employment opportunities in the labour market. These initiatives continue under the Saint Lucia Social Development Fund (SSDF), which was established in 2009 through the Poverty Reduction Fund (Amendment) Act of 2009 to bring together the Poverty Reduction Fund and the Basic Needs Trust Fund (BNTF) under one administrative framework. SSDF implements community infrastructure and development projects, as well as programmes targeted at individual households. BNTF seeks to increase productivity and income of the unemployed and underemployed; improve the standard of living of poor communities; expand and improve the stock of economic and social infrastructure essential to future growth; reduce the economic and social vulnerability of women and persons living with HIV/AIDS; and improve health and educational facilities in deprived communities.

Holistic Opportunities for Personal Empowerment (HOPE) is the most recent initiative by the SSDF and is a major component of the Social Safety Net Initiative (SSNI) implemented by the Government of Saint Lucia. Furthermore, Koudmein Ste Lucie is a holistic intervention programme designed to give psycho-social support to families living in extreme poverty. The programme targets communities highlighted by the CPA Report of 2005/2006 as being highly vulnerable and indigent for addressing the reduction of poverty and vulnerability. SSDF accounts for the largest share of social assistance spending.¹⁹

Furthermore, gender mainstreaming, budgeting, and analysis are included under the 5th pillar 'Social Transformation: building social resilience and social capital' of the 7 pillars included in the MTDS 2019-2022. Recent cross-government actions to accelerate progress on the advancement of women and girls have prioritized five areas: quality education, training and lifelong learning for women and girls; access to health care, including sexual and reproductive health and rights; right to work and rights at

¹⁹ Saint Lucia Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development, July 2019.

work; women's entrepreneurship and enterprise; and eliminating violence against women.²⁰ Progress in all areas has been steady and is documented as follows:

1. Quality education, training and lifelong learning

Girls and young women in Saint Lucia generally take up more of the educational opportunities available to them than their male peers. Girls account for 60% of post-secondary enrolment and 70% of Caribbean Advanced Proficiency Examination (CAPE) enrolment and have higher success rates in the Caribbean Secondary Examination Certificate (CSEC) and post-secondary examinations than boys.²¹ This indicates that more girls than boys continue their education and girls may have better qualifications for jobs available to school graduates.

However, subjects chosen by girls tend to qualify them for jobs in the service industries that dominate the Saint Lucian economy. Analyses of CSEC results reveal that, while fewer girls took science and technology subjects, a greater percentage of girls than boys achieved grades 1 to 3. This applied to agricultural science, construction, electrical engineering and technical drawing. These results suggest that some girls are shifting into traditionally male-dominated skill areas.

The National Skills Development Centre (NSDC) provides technical vocational training and soft skills to at risk youth, with approximately 70 % of trainees being females. Some of these women and girls are enrolled in the Single Mothers in Life Empowerment Project (SMILES). Courses provided are mostly service oriented – hospitality, information technology, auto mechanics, hair and beauty, office administration, culinary arts, electrical installation, construction, plumbing, early childhood and sales and marketing. Around 75% of participants in the National Enrichment and Learning Programme (NELP) are women. NELP's focus is on Adult Literacy and Life-long Learning. Learners can enroll in a certified skills programme and/or CSEC English Language and Mathematics.²²

The Youth Empowerment Project (YEP), which is implemented by the NSDC, targets vulnerable youth aged 17-25 years for training in occupational and vocational skills. To ensure that the skills meets national and regional certification requirements, NSDC continues to use Occupational and Competency Standards (OCS) for all training developed by CARICOM and Caribbean Association of National Training Agencies (CANTA) curricula and quality control instruments recognized by TVET Agencies and National Training Institutes (CNTI).²³

2. Access to health care, including sexual and reproductive health and rights

Saint Lucia has low levels of adolescent pregnancy, with six to seven annual births to girls under 15 years since 2001.²⁴ In the past decade, births to teenagers have declined markedly, reaching their lowest level in 2012 and 2013. In 2014, however, teenage births accounted for 15 % of total births with a rate of 22 per 1,000 females 10-19 years old.²⁵ Parental consent is not required for teenagers to access health services and obtain information on sexual and reproductive rights. The age of consent for girls is 16, but it is not specified for boys.²⁶

²⁰ Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

²¹ Adolescent Well-being and Equity in Saint Lucia, Ministry of Equity, Social Justice, Empowerment, Youth Development and Sports, Culture and Local Government and UNICEF Office of the Eastern Caribbean, January 2019.

²² Situational Analysis of Gender Issues Affecting the Service Sector in Saint Lucia, May 2016.

²³ Rapid Assessment of Child Labour in Saint Lucia, 2017.

²⁴ Adolescent Well-being and Equity in Saint Lucia, Ministry of Equity, Social Justice, Empowerment, Youth Development and Sports, Culture and Local Government and UNICEF Office of the Eastern Caribbean, January 2019.

²⁵ PAHO/WHO Health Systems Profile of Saint Lucia, 2008.

²⁶ Saint Lucia Universal Periodic Review: Joint Submission from the UN Subregional Team for Barbados and the OECS, 2015.

Primary and secondary school students receive basic and age-appropriate sexual and reproductive health education through Health and Family Life Education (HFLE). As a supplementary measure, Saint Lucia's Planned Parenthood Association partnered with the Department of Education to train teachers in Comprehensive Sex Education in 2017 and 2018. A teacher's manual is now available to schools to supplement the existing HFLE curriculum. Media workers were also trained in an effort to ensure wider public access to comprehensive sex education.

Abortions are illegal under Saint Lucia's Criminal Code, with exceptions for pregnancies resulting from rape or incest, involving a risk to the life of the pregnant woman or where the pregnant woman would suffer permanent physical or mental injury. Women have free access to emergency contraceptives and prophylactic care and treatment for HIV and sexually transmitted diseases are available for victims of sexual violence.²⁷

The Saint Lucia Reproductive Health Policy 2013 has a targeted, health-focused, results-based framework, which aims to make reproductive health programmes and services accessible and affordable. Priority interventions are maternal and child health, family planning, prevention and treatment of genital infections, adolescent and youth reproductive health, gender and reproductive health, cancers and reproductive organs, management of infertility, management of menopause and andropause, reproductive health care of persons with disabilities, reproductive health counseling, education and awareness, and reproductive health care in disaster and emergency situations. The government is encouraged to consider revising the Policy to use a rights-based framework in order to bring the Policy into alignment with the Programme of Action of the International Conference on Population and Development and regional frameworks, including the Montevideo Consensus on Population and Development, and the Beijing Declaration and Platform for Action, and the Regional Gender Agenda, which Saint Lucia has committed to implement.

The Ministry of Health developed a HIV Strategic Plan for 2011-2014, with emphasis on decreasing the spread of HIV and mitigating the impact of HIV and AIDS on the population by focusing on three vulnerable groups: men who have sex with men, sex workers and pregnant women. The HIV programme continues to be a part of the integrated health system. The programme has challenges associated with limited technical, human and financial resources, including reduction of behavior change communication activities, limited research and data collection activities, and insufficient/limited innovative projects to promote positive behaviors. The effectiveness of the Plan has been questioned given that anal intercourse is criminalized in Saint Lucia and there is strong stigma against persons who have same sex consenting sexual relations.²⁸

3. Right to work and rights at work

Labour force participation rates of women do not reflect the high rates of educational attainment of girls in Saint Lucia. Furthermore, women continue to earn lower wages than men and face barriers to accessing decent work due to gender segregation in the labour market and the burden of unpaid care work.²⁹ These factors contribute to the feminization of poverty in Saint Lucian society and increase women's risk of being victims of domestic violence.

Saint Lucian law protects the rights of women to work and at work. The Equality of Opportunity and Treatment in Employment and Occupation 2001 provides legal protection against discrimination in the workplace on a number of grounds, including gender. Provisions are also made in the Act for equal

²⁷ Follow-Up Mechanism to the Convention of Belém do Pará, 14th Meeting of the Committee of Experts, Saint Lucia Country Report 3rd Round, November 2017.

²⁸ Saint Lucia Universal Periodic Review: Joint Submission from the UN Sub-Regional Team for Barbados and the OECS, 2015.

²⁹ Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019, p. 7.

remuneration of women and men performing work of equal value and for the offence of sexual harassment in the workplace.

The Youth Empowerment Project (YEP) is a flagship programme implemented by the National Skills Development Centre (NSDC) to provide vulnerable youth aged 17-25 years, access to the job market and sustainable livelihood pathways that will prepare them to play positive roles within their families, the workforce and communities. Considered as a second chance opportunity project, YEP was initially piloted with support from USAID and the International Youth Foundation. Children and youths previously involved in prostitution, drug dealing, gang membership and other harmful activities make up the majority of the Project's beneficiaries.

The Ministry of Home Affairs and Justice, the Office of the Prime Minister and the Ministry of Education are the main institutional bodies involved in supporting the Project. A growing network of private employers and agencies create internship and job placement opportunities. The NSDC has opened four training centers throughout the country with affiliated restaurants, and profits from these ventures are used to pay the salaries of the trainees and workers.

The Project assists between 500 and 1200 youths per year and the selection criteria positively discriminate in favor of youth coming from vulnerable communities, poor neighborhood or very vulnerable households. Most of the beneficiaries are between 12 and 25 years old and the main stakeholders are schools, employers, social workers, and law enforcement agents. Although coordination among these actors is lacking on broader policy decisions, the partnership functions well on an individual beneficiary basis.³⁰

Access to decent work has increased for indigent women through the Home Help Programme in which women are paid to provide home help to older persons.³¹ The Home Care Programme is a component of the National Initiative to Create Employment (NICE), which is funded by the Government of Saint Lucia and the Bolivarian Alliance for the Americas (ALBA). The objective of the NICE Programme, which started in 2012, is to generate employment opportunities for young people 16 years and older and improve the ability of the unemployed to secure full-time employment.³²

4. Women's entrepreneurship and enterprise

Owners of micro-enterprises in Saint Lucia are mostly women, while most owners of Small-to-Medium Enterprises (SMEs) are men.³³ Women-led enterprises are primarily oriented to meeting family needs on a more immediate basis, including sustenance and back-to-school needs of children. These enterprises provide limited long-term investment opportunities than male-led enterprises.

According to a 2015 World Bank report on Caribbean women entrepreneurs, there were 67,723 employed persons in Saint Lucia, 16,248 of which were self-employed (24%). Of the estimated total self-employed persons, 5,121 were females (31.5%). Among the self-employed females, 3,883 (75.8%) had no employees and 1,238 (24.2) had at least one employee.³⁴

The key factors that present as obstacles to women entrepreneurs in the Caribbean are market size, the profile of women entrepreneurs, the sectors in which they operate, barriers to doing business

³⁰ Rapid Assessment of Child Labour in Saint Lucia, 2017.

³¹ Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

³² Food and Nutrition Security Platform (FNS), available at: <https://plataformacelac.org/en>.

³³ Situational Analysis of Gender Issues Affecting the Service Sector in Saint Lucia, May 2016.

³⁴ *infoDev*.2015. *Profiling Caribbean Women Entrepreneurs: Business Environment, Sectoral Constraints and Programming Lessons*. Washington, DC: The World Bank. Website: <http://www.infodev.org/EPIC>. License: Creative Commons Attribution CC BY3.0.

and the inadequacy of business support. Women are most dominant in the services sector, followed by low technology and knowledge-intensive sectors that experience low growth.³⁵

Access to information and communication technologies (ICTs) is another factor affecting entrepreneurial opportunities for women. In 2019, 143,000 (79.4%) Saint Lucians from a total population of 180,100 were active Internet users.³⁶ Saint Lucia National Broadband Policy and Plan 2013-2018 is aimed at creating an enabling ICT platform to influence the country's social and economic development, including the realization of gender equality. However, developments in technology can exacerbate existing inequalities where countries do not take appropriate measures to ensure that all persons have access to them. Research indicates that access to the internet and other ICTs is not evenly enjoyed in the Caribbean, and that many groups experience a digital divide, including women.

5. Eliminating violence against women

Eliminating violence against women continues to be a major challenge. The number of cases reported by women of partner or ex-partner violence was 419 per 100,000 in 2015. The rate of violence against girls in 2015 was 1268 per 100,000 girls and the rate of homicides of females was given as 378 per 100,000.³⁷ Although there has been a marked increase in reported cases of gender-based violence in the last five years, access to justice for these crimes remains out of reach for many women and girls.³⁸

There is a need for legislative change to expand the definition of violence against women and girls. Femicide is not incorporated in the national legislation of Saint Lucia,³⁹ and there is no legal provision that defines the term gender-based violence.⁴⁰ The Criminal Code of Saint Lucia No. 9 of 2004 offers some protection for victims of sexual violence. However, it contains a limited definition of violence against girls. Legislation that explicitly bans the use of methods, such as conciliation, mediation, probation, suspended sentences, and commutation of punishment, in cases involving violence is yet to be enacted.⁴¹ Saint Lucia's legal framework for domestic violence has been undergoing review for the last fifteen years; in the meanwhile, some victims of domestic violence have no redress under the existing framework.⁴²

Following the approval of the National Policy Statement on Women in 1991, Saint Lucia focused its work to achieve gender equality on the sensitization and training of police officers to deal appropriately with cases of domestic and gender-based violence.

Between 1995 and 1999, under its Gender Equity Fund Project, UN Women (then the United Nations Development Fund for Women (UNIFEM)) provided technical assistance to the Royal Saint Lucia Police Force to respond appropriately to cases of domestic violence. Training workshops on domestic violence were conducted by the National Machinery for the advancement of women. The Police Force developed a module on domestic violence in conflict management training of its officers.

³⁵ *infoDev*. 2015. *Profiling Caribbean Women Entrepreneurs Business Environment, Sectoral Constraints and programming Lessons*. Washington, DC: The World Bank. Website: <http://infodev.org/EPIC>. License: Creative Commons Attribution CC BY3.0.

³⁶ <https://www.slideshare.net/DataReportal/digital-2019-saint-lucia-january-2019-v01>.

³⁷ Follow-Up Mechanism to the Convention of Belém do Pará, 14th Meeting of the Committee of Experts, Saint Lucia Country Report 3rd Round, November 2017.

³⁸ Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

³⁹ Femicide is 'the violent death of women based on gender, whether it occurs within the family, a domestic partnership, or any other interpersonal relationship, in the community, by any person, or when it is perpetuated or tolerated by the state or its agents, by action or omission'.

⁴⁰ Follow-Up Mechanism to the Convention of Belém do Pará, 14th Meeting of the Committee of Experts, Saint Lucia Country Report 3rd Round, November 2017.

⁴¹ This was recommended in MESECVI, which is a systematic and permanent multilateral evaluation methodology based on exchange and technical cooperation between State parties to the Convention of Belém do Pará and a Committee of Experts.

⁴² Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

A training manual was also developed by the Family Court to educate police recruits on domestic violence at the Police Training School. Additionally, a protocol to deal with perpetrators of domestic violence within the police force was developed.

In 2015-2016, senior police officers at sixteen police stations across the country received presentations familiarizing them with the Protocol for Referring Women to the Women's Support Centre. Police Officers in the Vulnerable Persons Team also receive domestic violence training on interviewing techniques, collection and compilation of evidence, juvenile justice reform project, mediation training, and a domestic violence awareness course, which includes a train-the-trainer component to increase capacity within the police force.

However, the education of police officers on violence against women and domestic violence initiated in 1995 has not been consolidated into policy. Currently, some training, rather than a structured mandatory course, continues with new recruits. The manual created by the Family Court to deliver training to police officers has not been used in recent times and may need to be updated. While sensitization sessions offered by the Women's Support Centre continue, they do not extend beyond recruitment and specialized units. Another challenge relates to the safety and protection of all women and girls who are victims of domestic violence. There is limited coverage of shelters and other support for domestic violence throughout the country, resulting in strict guidelines for accessing these services.

According to the Department of Gender Relations, an assessment of services for gender-based violence is currently taking place with the support of the United Nations Population Fund (UNFPA) within the context of Saint Lucia's self-starter introduction of the Essential Services Package for victims of gender-based violence. The Royal Saint Lucia Police Force is represented on the working group for this project. Police training was cited as a priority during the stakeholder consultation on gender-based violence and is a priority under the development of the Essential Services Package for Saint Lucia. In addition, the country has considered the education of police officers as an important component of their measures to eliminate all forms of violence against women.

At present, the Department of Gender Relations, through the Women's Support Centre, offers sensitization sessions during police trainees' training, including a component on the Protocol for Referring Women to the Women's Support Centre and a presentation on domestic violence called the 'Silent Scourge Embedded in Saint Lucian Society'.⁴³

⁴³ Follow-Up Mechanism to the Convention of Belém do Pará, 14th Meeting of the Committee of Experts, Saint Lucia Country Report 3rd Round, November 2017.

III. Assessment: key findings

A. Review of stakeholder meetings

This section reports on key findings of the rapid assessment of Saint Lucia's institutional capacities and priority areas for the development of a national gender equality policy statement and strategy. It also reviews existing frameworks for identifying synergies and for the development of the new gender equality policy statement and strategy.

1. Stakeholders' workshop⁴⁴

The main activity of the stakeholders' workshop was a focus group discussion where small groups were formed to consider and formulate responses to the preliminary rapid assessment questionnaire and report back on these to all participants. The questionnaire was divided into five key technical and functional capacities necessary for developing a national gender equality policy statement and strategy: information on gender equality and women's autonomy, vision and sustainability, implementation, coordination and partnering, and monitoring and evaluation.

a) Information on gender equality and women's autonomy

The focus groups agreed that, despite having a mandate to manage and provide gender-related information to the public, the Department of Gender Relations' capacity to carry out this mandate is very low. Participants put forward a variety of reasons for this, including the Department's low staff capacity, a lack of operational procedures to provide information on gender to the public, and a lack of stakeholder understanding of core gender concepts, such as gender equality, women's autonomy and gender mainstreaming.

As a result, participants concluded that information on key pillars of the Department's mandate should be consistently communicated to the public, including the Department's gender equality

⁴⁴ The stakeholders' workshop took place on 22 May 2019.

projects, plans and aims not only focused on gender-based violence but also on addressing all aspects of women's well-being and autonomy. Furthermore, an enabling environment in which stakeholders understand core gender concepts should be created in order to support the development of a national gender policy statement and strategy. This work has been commenced through gender mainstreaming training funded by the Caribbean Development Bank (CDB) during 2019.

b) Vision and sustainability

The Department of Gender Relations has a mandate to support a long-term vision to achieve gender equality. However, the workshop's participants generally agreed that the Department is yet to create and sustain a vision of gender equality. Similarly, priorities to be covered in a national gender equality policy statement and strategy have been identified but there has not been wide range consultation on them. The identified priorities are: ending gender-based violence, governance, environmental sustainability and climate change, and health. Education and economic empowerment are two cross-cutting themes.

The groups discussed whether the Department of Gender Relations was among the leadership of the national coordination network supporting a gender-responsive approach to SDG implementation. One focus group stated that the Department has potential to be among the leadership given that the Department of Sustainable Development, which leads the national coordination network, and the Department of Gender Relations are in the same ministry. However, the other groups pointed out that this is yet to occur in practice. Since the CDB-funded gender mainstreaming project, there has been an improvement in the involvement of the Department of Gender Relations in SDG implementation. Projects such as EnGenDER are also enhancing the visibility of gender in several ministries.

The national development planning process should be an opportunity for gender mainstreaming into sectoral and national planning, thereby instilling a sustainable vision of gender equality. However, the Department of Gender Relations does not currently have the staff capacity to seize this opportunity. Low staff capacity and inadequate operational procedures are the Department's greatest weaknesses, which in turn impact its capacity for implementation.

It was further discussed that the national and international policy contexts are key factors in creating a positive enabling environment for gender responsive work and developing capacity. Saint Lucia's commitment to international agreements on gender equality should be used to spur dialogue on gender issues to be prioritized in the national gender equality policy statement and strategy.

c) Implementation

Participants discussed the Department's allocation and administration of financial resources to meet its gender equality objectives. A consensus was reached that the Department's capacity for thematic specialization on topics including gender-based violence, sexual and reproductive rights, and feminization of poverty is very low due to inadequate resourcing.

It was noted that other departments, including the Department of Economic Affairs and the Department of Equity, are involved in the implementation of gender equality related plans and projects. Since the workshop, the Department of Gender Relations has begun to develop strategic relationships with these departments in order to leverage their implementation capacity, while also implementing projects and programmes within their mandate. This approach is also helping to build the Department of Gender Relations' capacity for coordination and partnering.

d) Coordination and partnering

Overall participants agreed that the Department's capacity for coordination and partnering is trending upwards. The Department coordinates and collaborates with community-based and national stakeholders for gender equality planning and implementation. One example given was the

Department's collaboration on campaigns for the 16 Days of Activism against Gender-Based Violence. However, work is needed to ensure that national, regional and international frameworks support the Department's role in engaging with stakeholders on gender equality.

In order to continue the upward trend of the capacity to coordinate and partner, participants discussed how the Department of Gender Relations could intensify its coordination with the Public Service Training Department on gender sensitization training of public service employees. The Department of Gender Relations is currently in discussion with the Ministry of the Public Service to integrate gender mainstreaming into public service training. Rather than carrying out sporadic gender training activities, the approach should foster sustained long-term programming. A training package was developed with long-term programming in mind during the CDB-funded gender mainstreaming training completed in 2020.

It was further noted during the workshop that appointing gender focal points across the public service would support the whole-of-government gender mainstreaming process. This would reinforce the existing institutional arrangements to support gender mainstreaming and help to ensure that national, regional and international frameworks are adequately utilized to engage stakeholders.

e) Monitoring and evaluation

Participants noted that the Department of Gender Relations currently lacks a monitoring and evaluation system to measure progress towards achieving gender equality. There are no institutional arrangements in either the Ministry or the Department of Gender Relations to report on gender equality performance.

It was agreed that achieving gender equality is not simply a technical and functional exercise of understanding gender issues. It is also a process of institutional and behavioral change in which all actors are supported to adopt gender-responsive approaches. It is therefore crucial for monitoring and evaluation measures to be consistently built into the Department of Gender Relations' operations. Individual staff and organizational performance should be monitored, assessed and reported within a framework, as should the projects and programmes under the remit of other government agencies and NGOs with which the Department cooperates.

Furthermore, the Department of Gender Relations has a reporting relationship with the Permanent Secretary of the Ministry of Education, Innovation, Gender Relations and Sustainable Development who is positioned to support the Department's engagement with the Ministry as a key institutional stakeholder and partner and thereby leverage the Ministry's significant resources, outreach and influence in developing a national gender equality policy statement and strategy. Such engagement should include the need to establish a gender-responsive framework for monitoring and evaluation, in synergy with reporting on the implementation of the 2030 Agenda for Sustainable Development and other international and regional gender-related agendas.

f) Formation of task forces

Beyond their discussion of questionnaire responses, participants in the stakeholders' workshop agreed to form two task forces to: 1) develop operating procedures for the Department; and 2) carry out a mapping exercise on gender equality initiatives in Saint Lucia. A full task force report is appended in annex C.

The task forces were formed in response to observations that the Department of Gender Relations lacks operating procedures for carrying out its mandate. Furthermore, the Department's mandate goes beyond violence against women to addressing other issues impacting gender equality and the fulfillment of women's rights and autonomy. It was agreed that these issues need to be

identified and prioritized, in accordance with the Department's mission.⁴⁵ The objectives, duration and progress updates of each task force are contained in the following table:

Table 1
Objectives, duration and progress updates of task forces

	Task force 1: Tracking gender equality	Task force 2: Operating Procedures of the Department of Gender Relations
Objectives	<p>a) To identify ongoing gender equality projects and programmes in Saint Lucia.</p> <p>b) Identify agencies responsible, scope of projects, beneficiaries and expected impact.</p> <p>Use the information obtained in a) and b) to form networks to improve outcomes and use of resources.</p>	<p>Review and revise the current policies and functions of the Department.</p> <p>Develop a policy statement that reflects the regional gender equality framework and national priorities.</p> <p>Strengthen the research function of the Department.</p> <p>Strengthen the data management function of the Department through the establishment of memoranda of understanding with other social sector data collectors and the Central Statistical Office.</p> <p>Revise the current structure of the Department to increase capacity and resources.</p>
Duration	This task force will continue working beyond the development of the policy statement and strategy. It should be part of a monitoring and evaluation framework to support gender equality initiatives in Saint Lucia.	This task force will function as a standing team to systematically monitor and evaluate the functions of the Department of Gender Relations and coordinate the regular review of the new policy and strategic plan.
Updates	The task force is gathering information on gender quality initiatives, including of the Department of Gender Relations, other government departments, and civil society and the private sector, with a view to producing a report.	Since the consultation in May 2019, there have been some gender equality initiatives that have impacted the enabling environment, institutional and individual capacities. The group therefore reassessed the recommendations that came out of the rapid assessment and sought to update the information regarding these recommendations.

Source: Authors' compilation.

In September 2019, following the stakeholder's workshop in May, the task forces jointly observed⁴⁶:

- There have been several recent activities organized by the Department of Gender Relations and other institutions that give visibility to the Department and integrating a gender equality perspective in planning and decision-making.
- There is evidence of greater synergies between the Department of Gender Relations and other ministries, departments and agencies, including several initiatives with multi-agency participation. This continues to be a priority.
- The staff structure of the Department of Gender Relations does not match its mandate and it must be reviewed within the context of the development of the national gender policy statement and strategy. Staffing has at times been very unstable, and as such threatened the success and sustainability of initiatives. However, since the workshop, progress has been made with the Director of Gender Relations and the Gender Relations Officer now confirmed in their posts.

⁴⁵ To create an environment to redress gender imbalances through policies and programmes geared towards maximizing women's participation in, and benefits from national socio-economic development initiatives and improve the relationship between women and men: the goal of which is to enhance the quality of women's lives and to allow both women and men to achieve their full potential.

⁴⁶ This information was provided to the consultant by the Department of Gender Relations.

- Since the stakeholders' workshop, most progress has been made on creating an enabling environment for gender equality. Work at the individual capacity level is beginning to take place, with capacity building through the CDB-funded Gender Mainstreaming training and a training facilitated by international NGO, Sisters for Change, on national and CEDAW reporting. Increased capacity in the quality of work and level of technical assistance given to departments has been noted by the Department of Gender Relations.
- There is a greater understanding of gender throughout the public service even before the establishment of gender focal points⁴⁷ and gender mainstreaming training.
- As well as increasing the capacity of the Department of Gender Relations, there is a need to build new political will and buy-in to ensure that decision-makers, including ministers and permanent secretaries, embrace the gender equality agenda.

2. Meeting with the Department of Gender Relations

The current Director assumed the post in a temporary capacity in January 2018. Although the Department of Gender Relations has three substantive staff posts, only the post of Gender Relations Officer was occupied at the time of ECLAC's mission visit. An office assistant was also on casual leave, with a temporary replacement assigned. Two officers from the Department of Equity and the Department of Education temporarily provided support to the Department of Gender Relations once a week in the absence of required staff. At the time of the mission visit, the Director and Gender Relations Officer were on temporary appointments with the Department for 3 to 6 months at a time, but both positions were subsequently confirmed in January 2020. The Central Statistical Office, Department of Equity, and Department of Economic Development, Ministry of Health and Wellness and Department of External Affairs each have an unofficially assigned gender focal point who liaise with the Department of Gender Relations.

The key elements of the Director's three-year vision for the Department include: 1) strong gender mainstreaming capacity as the main portfolio, 2) creation of a research and policy unit staffed with a researcher and policy analyst, 3) creation of a gender relations unit addressing gender-based violence and domestic violence; and 4) allocation of adequate funding to deliver these visions.

In 2018, the Department of Gender Relations began implementation of a gender mainstreaming training programme, with the support of Niagara College and the government of Canada, funded by CDB. The aim was to mainstream gender into national development and, to that end, all government departments received gender mainstreaming training between July 2019 and January 2020. During 2019, staff of the Department were also trained in co-facilitation skills by Niagara College's gender mainstreaming project team.

The Director of the Department of Gender Relations noted that, during the preparation of this Report, various CDB-funded training exercises were organized through the gender mainstreaming project with Niagara College in order to develop the capacity of officers in gender concepts and introduction to gender analysis. Additionally, as part of the Technical Assistance Programme with Equality and Justice Alliance through Sisters for Change, public officers were also sensitized to CEDAW. Training of Gender Focal Points in gender concepts and principles and gender-based analysis was also carried out in addition to a Train-the-Trainers exercise in gender-responsive budgeting.

These initiatives have strengthened the Department of Gender Relations' capacity for developing the national gender equality policy statement and strategy. The Department has applied a force field

⁴⁷ The Department of Gender Relations informs that six ministries have informally named gender focal points. These focal points will be officially established in the coming year.

analysis, a tool for systematically analyzing the factors found in complex problems, in addressing the main weaknesses and strengths of the Department, including the perceived vulnerability of its vision and mission, poor stakeholder engagement and buy-in, and low capacity for coordination and partnering. Detailed recommendations to further address these weaknesses can be found in the recommendations chapter of this report.

3. Focus group discussion with various public officials

The focus group included staff of the Department of Gender Relations, an officer of the Saint Lucia Planned Parenthood Association and two primary and secondary level teachers and was aimed at gaining further insights into the Department of Gender Relations' work programme and structure and priority areas for a national gender equality policy statement and strategy. The findings were:

- The Department's office prominently displayed posters on violence against women and child abuse, visibly connoting it as a crisis centre for female victims of domestic violence. As a result, there is a perception that the Department is an annex to the Women's Support Centre (while the Centre is in fact a programme of the Department).
- The Department's work programme reinforces this perception as it collaborates with organizations and networks advocating against gender-based violence to implement programmes with regional and international partners and local stakeholders, such as the Essential Services Package developed by UNFPA.
- The Department needs an on-boarding training session and an organogram that serves to quickly orient incoming staff to the work of the Department and improve staff retention.
- The new national gender equality policy statement and strategy must address issues for men and women that go beyond violence, including mainstreaming gender in recruitment processes, monitoring and evaluation in all sectors, and public awareness on the meaning of gender and gender equality.

Based on these findings, the Department of Gender Relations' public perception reflects the focus it gives to violence against women. The Department's main weakness is its inadequate staff capacity, which prevents it from engaging effectively with stakeholders and hampers its mission in areas where partnerships are crucial to success. In the absence of structured attention to other gender related issues, the Department is currently not informing the public about the breadth of issues relating to gender equality and women's rights.

4. Meeting with the Ministry of Education

Saint Lucia's Strategic Plan for Education 2015-2020 has a gender-responsive dimension regarding socialization and stereotyping and gender equality principles are articulated in the national curriculum. The Plan seeks to promote a culture of peace (SDG 16) by strengthening non-violent, non-stereotypical gender equitable education.

Furthermore, the Strategic Framework of the ICT in Education Policy puts forth policy priority areas (PPAs), including in respect of gender equity by ensuring that both women and men have access to ICTs for teaching and learning.⁴⁸ It emphasizes that the deployment of ICTs must embrace gender equity and ensure that both women and men have access to ICTs for teaching and learning.

The Strategic Plan for Education and ICT in Education Policy both have the potential to embed gender equality as a core value in the education system. The Plan's cross-cutting priorities and subsector

⁴⁸ Available at: <https://camdu.edu.lc/wp-content/uploads/2019/01/ICTE-Policy-Final-2019.pdf>.

priorities under the strategic theme 'Education as a Human Right' provide entry points for strengthening gender mainstreaming in education. This would include starting at the pre-school level to address stereotypes and gender roles that limit girls and boys in exploring their abilities and reaching their full potential. Education policy documents and materials, including the curriculum, should be reviewed in order to ensure that forms of domestic violence and violence against women and girls are addressed.

Life-long learning projects and programmes, such as the National Enrichment Learning Unit (NELU) and its programme (NELP) with its various offerings, including the Strengthening Second Chance Education Programme, should be strengthened to remove gender stereotypes, harmful thinking and biases. These entry points for increasing awareness about gender equality are also opportunities for strengthening the Department of Gender Relations' vision and sustainability capacity. The Plan also offers ongoing opportunities for predictive impact assessments of approaches used in addressing socialization.

5. Focus group discussion with youth officers

Priorities for the national gender equality policy statement and strategy were discussed with youth officers serving Castries and surrounding areas at this focus group. The findings of this discussion were:

- Increasing numbers of young people identify as gender neutral in Saint Lucia, and youth workers are not equipped to respond meaningfully to this area of need. They believe this is an emerging issue that the policy should address.
- Saint Lucia has youth organizations that represent females, however, there are none exclusively for males. Gender non-binary persons have increasing presence in Saint Lucia, so forums are important to encourage understanding and acceptance of these groups to respect, protect and promote their human rights.
- Some communities discriminate against people with non-traditional lifestyles. Youth officers facilitate discussion with these communities to reduce and mitigate such discrimination and are interested in whether the national gender equality policy statement and strategy will address the risks to safety and well-being associated with discrimination.
- The participants agreed that young people are becoming less attracted to Christian values and are instead exploring other value systems. Youth officers have nowhere to refer young people with gender identity issues who do not subscribe to the Christian faith. Socializing institutions need to be more sensitive to these emerging needs.
- Youth officers also perceive that the focus of gender relations is only on empowering women and girls. The government's gender equality policy should tackle gender equality issues for boys and men as well as develop programmes for them.

These are rights-based issues reflecting the evolving diversity of Saint Lucian society on the one hand and gaps in skill sets, attitudes, laws, policies and institutions to respond supportively, on the other. A human rights-based approach should be included in the new national gender equality policy statement and strategy.

In accordance with the 2030 Agenda's promise to 'leave no one behind', consultations during the policy development process should engage an array of stakeholders including community-based service workers, churches, other traditional gatekeepers and non-binary people. Trainings to increase awareness of gender non-binary persons should be held by the Department of Gender Relations in collaboration with United and Strong Inc., Raise Your Voice and other groups that work with non-binary persons.

Civil society organizations report that lesbian, gay, bisexual, transgender, and intersex (LGBTI) persons remain vulnerable to persecution and harassment and have been subjected to violent crimes. In some cases, victims choose not to report attacks to authorities due to fear of prosecution under laws prohibiting same-sex sexual activity.⁴⁹ Both policy and legislative changes are necessary to address issues relating to LGBTI persons. The Department of Gender Relations could also coordinate forums and training to address these issues.

6. Meeting with the Department of Equity

The meeting revealed that a national paradigm shift is taking place from a traditional welfare approach to a transformational approach of empowerment. This is a shift for the Department and programmes falling within its purview, including Saint Lucia's Social Development Fund, as well as a cultural shift for the public.

The Department's achievements include the Central Beneficiaries Registry developed in March 2018 and Disabilities Welfare for Children also introduced recently. The Department carried out sensitization training of officers involved in implementing its Social Protection Policy. Social Protection reform seeks to ensure that all officials engaged in Social Protection activities are using a common rationale/framework.

The Department of Equity offers good practice for developing and implementing the gender equality policy and strategic plan of action. Its portfolio of services also offers several entry points for gender mainstreaming. In 2015, an analysis of the Public Assistance Programme revealed that there are gender-based barriers that operate against beneficiaries and applicants, including the assumption that female applicants in relationships are being financially supported by their male partners, resulting in such applications being rejected or kept on the waiting list indefinitely.

7. Meeting with the National Emergency Management Organization (NEMO)

The effectiveness of NEMO's work rests in data. Its priorities include: 1) safety nets to support vulnerable groups in post-disaster settings, such as teaching resilience to women and children; 2) shifting to comprehensive disaster management, including planning, mitigation and early warning systems as envisaged by the Sendai Framework for Disaster Risk Reduction; 3) collaborating with the Department of Equity regarding livelihood insurance for farmers and fishers, housing insurance, and national flood insurance; and 4) cooperating with the Agriculture Sector Plan on risk management.

NEMO recommended that the national gender equality policy statement and strategy should address resilience of women in disaster settings. It has developed a post-disaster security plan but a post-disaster cash-for-work scheme should also be developed to remunerate first responders for the many tasks they perform – care of children, older persons and people with disabilities; environmental protection; and cooking at shelters, among others. NEMO's challenges include a lack of trained staff members to carry out training and planning activities. Training is required at the community and local levels to support activities at the national level. Data collectors must be trained in data collection to ensure high-quality information on disasters and vulnerable groups.

The development of a national gender equality policy statement and strategy should address the gendered dimensions of extreme weather events and climate change and resilience building in the context of disasters and climate change adaptation, as well as the need for gender-disaggregated data in these areas. This will create entry points for gender mainstreaming in all aspects of comprehensive disaster risk reduction. There are also opportunities for linking SDG 5 on gender equality with a number of resilience building strategies relating to SDGs 1, 2, 4, 6, 13, and 17.

⁴⁹ Saint Lucia 2015 Universal Periodic Review: Joint Submission from the UN Subregional Team for Barbados and the OECS, 2015.

8. Meeting with the Agriculture Services

The Agriculture Service's Reduction in the Food Import Bill Project has a youth focal point but lacks a gender focal point. There is interest from the Agriculture Services in appointing a gender focal point for this project, subject to the approval of the Permanent Secretary. There are entry points for gender-responsive climate change adaptation strategies in the agriculture sector. The Agriculture Service is involved with the National Men's Network, which, among other things, helps ex-convicts find agricultural jobs.

9. Meeting with the Small Business Development Centre (SBDC) of the Ministry of Commerce, Business Development, Investment and Consumer Affairs

The Small Business Development Centre is mainly focused on women; therefore it advocates that the future national gender equality policy statement and strategy pays attention to men and boys. The Centre lacks a monitoring and evaluation specialist and needs to improve its data collection and dissemination capacity. It should also introduce entrepreneurial training at the secondary level.

The Centre offers an entry point for gender mainstreaming into its policy and processes through its link to formal, informal and unpaid work performed by women and men. Time use surveys could be utilized to address the practical needs and strategic interests of current and potential clients of the SBDC.

10. Meeting with the Sustainable Development and Environment Division, Ministry of Education, Innovation, Gender Relations and Sustainable Development

The Sustainable Development and Environment Division works closely with the Department of Economic Development. The Division's achievements include the establishment of the Sustainable Development Goals National Coordinating Committee (SDGNCC), which aims to maintain a cohesive approach to the implementation and monitoring of the SDGs. Under the leadership of the SDGNCC, the Department led the development of a 10-year NAP along with Sectorial Adaptation Strategies and Action Plans for the water, agriculture and fisheries sectors.

Women hold most leadership positions in the public service. Therefore, the development of a national gender equality policy statement and strategy could be developed as a means to inspire increased participation of men in the civil service and bring more gender balance to its structure. Lack of data also presents ongoing challenges for the Department. Furthermore, there is a need for trained gender champions in each government department to drive the SDGs and integrate a gender perspective in the work of the public service.

There are multiple gender entry points in the NAP and a suite of gender equality implementation and assessment tools can be applied through the short, medium and long-term stages. In the short-term, gender analyses can be used for assessing climate impacts and vulnerability and identifying adaptation options. Because climate change adaptation implies a process of institutional and behavioral change, which is only possible when underlying social and gender issues are analyzed and addressed, it is crucial that gender analysis is conducted and gender expertise provided to lay a groundwork for gender mainstreaming in NAP and to ensure that the framework for adaptation is gender responsive.

Marginalized and vulnerable groups should be included in formulating and implementing gender responsive adaptation actions, which includes integrating risks and gender issues into budget planning for NAP expenditure. Gender-responsive monitoring, reporting, and evaluation framework must also be developed, and communication strategies should be tailored to all stakeholders.

11. Meeting with the Ministry of Finance

The performance framework of the Department of Gender Relations is currently project-based, rather than results-focused. Furthermore, the Department's work runs parallel to the government's development planning rather than being integrated with it. The Departments of Equity, Economic Affairs and Sustainable Development are key partners for the Department of Gender Relations in creating a results-based framework.

The Department of Gender Relations will be better positioned to influence policy mainstreaming if it were oriented to results-based performance and if its work was coordinated with and integrated into other departmental portfolios. The national gender equality policy statement and strategy should aim to address this issue and a gender focal point should be assigned within the Ministry of Finance.

12. Meeting with the National Women's Voluntary Organization

The National Women's Voluntary Organization welcomed the government's proposal to develop a national gender equality policy statement and strategy and views it as an opportunity to resuscitate the structure of the National Advisory Council and strengthen outreach.

The Department of Gender Relations would benefit from stronger networks with local women's groups. Re-establishing the National Advisory Council would enable the Department to build such networks and implement gender equality initiatives with regional women's organizations. Some local women's groups are involved in community projects as partners of government and NGOs, whereas the Department of Gender Relations is not involved or inconsistently involved due to the Department's low staff capacity.

The effective formulation and approval of the 1991 National Policy Statement on Women was facilitated by a partnership between governmental agencies, local bodies led by the National Women's Voluntary Organization and regional and international organizations in pursuit of a common objective. The preparatory work for a national gender equality policy statement and strategy for Saint Lucia should include the National Women's Voluntary Organization as a key stakeholder and partner. Going forward, the National Advisory Council should be a crucial part of the national machinery for gender equality in Saint Lucia.

The Department of Gender Relations should adopt a similar structural network to that used for the 1991 National Policy Statement on Women to implement the work programme arising from the national gender equality policy statement and strategy. This structure for the National Policy Statement included the National Advisory Council.

B. Review of existing frameworks for identifying synergies and for the development of the new gender equality policy statement and strategy

The design of the national gender policy statement and strategy should be informed by lessons learned in the implementation of previous gender equality policies and initiatives as well as disaggregated data on the current situation of women, men, girls and boys in Saint Lucia. The statement and strategy should also take into account other key frameworks, including Saint Lucia's Medium-Term Development Strategy (MTDS) and NAP, and identify synergies and ways of moving forward the implementation of existing instruments and going beyond what already exists.

Some data needs and areas of research that would contribute to the development of the national gender policy statement and strategy include: 1) sex-disaggregated time use in formal and informal sectors, including unpaid care work; 2) impact of macroeconomic policies, such as VAT, on single

female-headed households; 3) impact evaluation of climate-resilient agriculture and agriculture production data disaggregated by sex and socio-economic situation; 4) gender-responsive analyses of disaster and climate impacts, identifying adaptation and risk reduction options; and 5) case studies of past gender equality policies and project-based interventions, including use of self-assessment tools and surveys to measure impact of violence intervention training with police officers. The Department of Gender Relations can collaborate with the Central Statistical Office in order to carry out this research and seek the support of international and regional organizations and development partners where necessary.

When developing the national gender equality policy statement and strategy, it will be important to identify and create synergies with Saint Lucia's existing development frameworks. The MTDS 2019-2022 provides an overarching framework with its focus on six key result areas: three economic areas (tourism, agriculture and infrastructure) and three social areas (health care, education and citizen security). It was developed through consultations with 137 organizations from the public and private sectors and civil society. The Performance Management and Delivery Unit (PMDU),⁵⁰ situated in the Office of the Prime Minister comprising of leaders from the public and private sectors, was set up to manage the implementation of the MTDS. Under this framework, Cabinet ministers are responsible for MTDS' results delivery.

Under the MTDS 2019-2022, corporate tourism priorities are village tourism and the informal accommodation sector. For agriculture, the MTDS aims to increase food production targeting cocoa and banana production. Infrastructure priorities include addressing the poor condition of the built environment, increasing capacity, and improving connectivity.⁵¹ Corporate priorities for the social sector include investments for healthcare targeting hospitals, community clinics and national health insurance. Education's priority is focused on addressing the five dimensions of quality as found in the UNICEF model.⁵² Corporate priorities for citizen security include a CCTV project in Castries, community policing and the parole system. Environmental protection and climate change are overarching priorities.

Table 2
Entry points for gender equality in the MTDS 2019-2022

Key result area (KRA)	Gender entry points to incorporate gender equality priorities
Tourism	Collect and produce baseline sex disaggregated data and conduct gender-based analysis of the tourism sector; Increase opportunities for women to become owners and managers of hotels, guesthouses, restaurants, and spa and wellness centers; Increase employment opportunities and high-end earning potential as trail and tour guides, and herbalists for rural women, men and youth; Increase participation of women in decision-making and in shaping policies of the sector; Provide women and youth financial incentives to enter training in hospitality management and entrepreneurship; Strengthen the Labour Code to include provisions on sexual harassment in the workplace, including formal and informal tourism sectors, including enforcement mechanisms.

⁵⁰ The Performance Management and Delivery Unit is expected to function as a monitoring mechanism, gathering data and tracking the progress of key priorities. Source: CDB New and Events, October 26, 2018.

⁵¹ Six infrastructure projects are targeted: rehabilitation of the Millennium Highway and West Coast Road, rehabilitation of secondary and connector roads, cargo and container facility at Cul-de-Sac, upgrade facilities for cruise ships at Port Castries, development of a cruise ship port at Vieux Fort and the re-development and expansion of Hewerrona International Airport to handle 1 million passengers by 2022.

⁵² Quality learners, quality learning environments, quality content, quality processes and quality outcomes.

Key result area (KRA)	Gender entry points to incorporate gender equality priorities
Agriculture	<p>Collect and produce baseline sex-disaggregated data and conduct gender-based analysis and time use surveys of the agricultural sector;</p> <p>Upgrade cottage industry-based agro-processing to commercial production standards;</p> <p>Increase women's labour force participation by addressing unpaid work and care needs. This includes measuring the time spent by women, girls, boys and men on unpaid work and care needs, including community and environment management work; and providing adequate care services for children, older persons and persons with disabilities to support women seeking employment;</p> <p>Strengthen the care economy at the community level with training, health and sanitation protocols and support for rural women, girls and youths to create self-employment;</p> <p>Adopt and expand the Virtual Agriculture Clearing House (VACH) model to support more women and youth farmers in subsistence farming in order to benefit from village and Airbnb tourism;⁵³</p> <p>Address women's legal access to, and control of, land resources and benefits gained from crop and livestock farming;</p> <p>Strengthen social protection by promoting self-help and community-based risk management measures to alleviate crop failure and rising food prices;</p> <p>Support women in small-scale, subsistence agriculture production to become sustainable.</p>
Citizen security	<p>Collect and produce baseline sex-disaggregated data and conduct gender-based analysis of citizen security, including domestic violence;</p> <p>Strengthen domestic violence legislation by including violence occurring in visiting and casual relationships;</p> <p>Develop stronger enforcement mechanisms for protection orders for victims of domestic violence;</p> <p>Increase the capacity of law enforcement authorities in order to reduce the backlog of investigations into domestic violence and rape cases and to ensure a prompt and appropriate response in all cases of violence against women and girls;</p> <p>Adopt CARICOM Model Legislation on Sexual Harassment in All Public Spaces.</p>
Healthcare	<p>Collect and produce sex-disaggregated data and conduct gender-based analysis of the health sector;</p> <p>Strengthen women's access to sexual and reproductive health and rights at the community and tertiary levels, including community health programmes that link sexual and reproductive health directly with maternal mortality;</p> <p>Raise awareness and educate men on responsibility for personal health.</p>
Education	<p>Collect and produce baseline sex-disaggregated data and conduct gender-based analysis of the education sector;</p> <p>Include education on gender equality and women's autonomy in the national curriculum at the primary and secondary levels;</p> <p>Address the specific challenges faced by boys and young men in the current education system to address underperformance in, and drop out of schools;</p> <p>Ensure the language used in curricula, education strategic plans, policies and programmes is gender responsive and promotes gender equality;</p> <p>Promote female self-employment and entrepreneurship through the formal and non-formal education systems;</p> <p>Expand the function of schools so that they serve as community training centers for areas such as village tourism, the informal accommodation sector, agriculture and agro-industry, disaster management skills, health nutrition and other programmes.</p>
Infrastructure	<p>Ensure that gender considerations are integrated in environmental and social assessments and other feasibility studies for infrastructure projects and that gender-responsive mitigation measures are put in place if resettlement occurs;</p> <p>Integrate the safety and other needs of female public transportation users into projects along the corridors, at cargo and container facilities, the Vieux Fort cruise ship port, and Hewanorra international airport;</p> <p>Facilitate gender sensitization training for contractors awarded infrastructure projects.</p>

Source: Author's compilation.

The NAP is as an important vehicle for supporting the implementation of a future national gender equality policy statement and strategy as it supports the participation of women and men from all socio-economic levels at each stage and process of climate change adaptation. It also proactively empowers and supports the resilience of disadvantaged groups who have experiential knowledge of climate-related disasters and traditional adaptive skills to have equitable access to leadership positions and decision-making opportunities and resources.

Like gender mainstreaming, climate change adaptation is a cross-cutting theme of sustainable development reaching across government ministries and portfolio confines. The NAP takes a horizontal

⁵³ The VACH programme links agriculture producers directly with a marketplace within the hospitality sector. Farmers and chefs share a common communication platform via their cell phones using the WhatsApp platform.

integration approach, which offers opportunity to integrate gender considerations into it and corresponding sectoral adaptation plans. Stakeholders must forge intentional, strategic linkages between national level and sub-national or community level adaptation planning, implementation and monitoring and evaluation.

Operationalizing a gender-responsive approach to adaptation planning also requires an understanding of differentiated impacts and vulnerability of men and women to climate change. This can be achieved through gender needs assessments or as part of a comprehensive vulnerability assessment with findings disaggregated by sex, age, disability and other characteristics. Gender specialists and focal points will be key resource persons for operationalizing such assessments.

Table 3
Entry points for gender equality in the NAP

Priority Sectors	Gender entry points
Water	Collect and produce baseline sex- disaggregated data to inform a gender-based analysis of the water sector; ⁵⁴ Strengthen women's role in water resource management, including by recognizing the central role women and girls play in the collection and safeguarding of water.
Agriculture	Conduct Impact Evaluation (IE) of climate-resilient agriculture, including gender and agriculture specialists; Increase access to finance for women and youth wishing to enter climate-smart agriculture; Provide climate-smart agriculture skills to women and youth farmers; Train vendors in marketing and vending of climate-smart products; Support women's role as change agents within their families with climate change adaptation education and awareness raising.
Fisheries	Collect and produce baseline sex, age disaggregated data to inform gender-based analysis of the fisheries sector; Implement co-management system to improve the governance of fisheries, including enacting legislation to support a co-management framework and supporting women's participation in planning and implementation of co-management systems ⁵⁵ ; Educate women employed in the fisheries sector to adaptation measures.
Infrastructure and spatial planning	Train and employ women and youth in maintaining grass waterways and building and erecting windbreakers.
Natural Resources Management	Collect and produce baseline sex-disaggregated data to inform gender-based analysis of natural resources management; Integrate Sendai Framework for Disaster Risk Reduction by ensuring that a gender perspective is mainstreamed in planning and implementing disaster risk reduction policies, advocacy campaigns, and public service announcements and prioritizing gender-responsive disaster risk reduction governance at all levels; Increase women's participation in climate change and natural resources-related decision making at all levels; Incentivize disaster risk reduction activities especially in high-risk, vulnerable parts of Saint Lucia and make gender-sensitive risk assessment a pre-condition of any development planning at national and local level; Engage women in flood-prone areas in flood management training; Ensure women and men receive equal payment for work associated with flood management and fragile land management plans; Strengthen biodiversity conservation by recognizing and enforcing the intellectual property rights of rural women and men; Ensure that female heads of households and women in micro-enterprise are given priority access to loans under the Climate Adaptation Financing Facility (CAFF) ⁵⁶ .

Source: Author's compilation.

⁵⁴ Data collection for each sector should also be further disaggregated based on other characteristics, including age, disability and ethnicity.

⁵⁵ Fisheries co-management is defined as the management arrangement whereby government and the user groups share responsibility for the management and utilization of fisheries resources, with the goal of achieving a balance between economic and social goals, within the framework of preserving the ecosystem and fisheries resources. (Nielsen, 1996) Source: Module 1 Fundamentals of Fisheries Co-management in Indonesia.

⁵⁶ The CAFF is a pilot financing mechanism intended to promote increase climate resilience, including provision of retail loans (sub loans) to eligible households and private enterprises, to finance climate adaptation investments to build resilience of assets and livelihoods intended to reduce risks associated with catastrophic hydro-meteorological shocks. The development objective of this component is to build an affordable and self-sustaining loan portfolio in climate adaptation in Saint Lucia.

IV. Recommendations

1. Moving to a results-based framework

As a start point for developing a national gender equality policy statement and strategy and to ensure that it impacts the way government performs, the Department of Gender Relations should shift to a performance management framework whereby it identifies and works towards specific results.

Performance-based management is an ongoing systemic approach to improve development results through evidence-based decision-making, continuous organizational learning and focus on performance accountability. A process management consultant can be engaged to advise on and facilitate the shift from project-based to performance-based management, especially to address the strategic planning phase of the move. In addition, the approach being initiated by the task forces on tracking gender equality and operating procedures can provide a starting point for the framework's design.

The task forces' approach starts with gender-based analysis of projects being mapped as well as analysis of the Department of Gender Relations' operating procedures for identifying gender equality results. In terms of the operating procedures, the task forces, Director and staff of the Department of Gender Relations are seeking to define the Department's performance management processes and set out organizational priorities that will drive performance. Once priorities are established, long-term goals, annual targets and strategies should be set, and a budget assigned to provide resources for accomplishing the priorities. It is crucial that funding is allocated according to priorities, targets and actions that are essential in reaching desired results as the Department mandated to coordinate and monitor gender equality results across government. This would represent a departure from the project-based approach of basing budget on the past year's expenditures.

Performance must be defined so it can be measured based on specific, desired results. The intention is to move to outcome-focused systems of performance whereby results are judged in terms of delivering on the Department's mandate. Therefore, the task force on mapping gender equality projects should define performance in terms of the effectiveness of outputs produced by a given project. Defining what measures are to be tracked or monitored and how information will be collected, stored, analyzed, and reported would connect findings of the mapping task force with the concerns of the operating procedures task force regarding data validity, availability and relevance.

Data must not only be gathered but also analyzed. Thus, it is crucial that the combined work of the task forces serves to strengthen the Department of Gender Relations' capacity for gender analysis, monitoring and evaluation. The Department of Gender Relations requires staff with the ability to analyze, review and report performance data to decision-makers, thereby enabling decisions to be made about which policies, projects, or programmes contribute to gender equality results and should thus be continued. Such performance data would also provide evidence for continuation or scale-up of programmes whose effectiveness have been established.

To complement the move to a results-based framework, the status of the Department of Gender Relations should also be enhanced to give it the authority and institutional capacity to deliver results and lead the process of developing a national gender equality policy statement and strategy. This can, in part, be achieved by shifting the Department from a project-based unit within the Ministry of Education, Innovation Gender Relations and Sustainable Development to a performance results-based model. Allocation of adequate budget and human resources to support results-based performance is essential. Consideration of upgrading the status of the Department should also be considered in order to strengthen its role in the hierarchy of the government.

2. Provide adequate, qualified staff to the Department of Gender Relations and strengthen its organizational structure

Appropriately qualified additional staff, including gender and programme management experts, a researcher, and a policy analyst, should be assigned to the Department upon advice from the Director who would ensure the sensitization of incoming staff to the Department's vision and mandate.

The position of the Director of the Department should also be strengthened. It should also include performance expectations and associated indicators, such as holding other departments to account for gender mainstreaming results, harnessing the diverse views and interests of the private and public sectors and civil society, and leading the image change of the Department. The Director should also undertake training in delivering evidence-based support for gender mainstreaming to decision-makers. As leader of the national women's machinery, the Director should develop an agile operating model, promote data sharing, build alliances with research and knowledge networks in the local, regional and international arenas, and operate through multi-stakeholder platforms addressing risks to the advancement of gender equality and women's autonomy.

In the medium-term, the Department should develop strong gender mainstreaming capacity as its main portfolio, supported by a research and policy unit. A gender relations unit addressing gender-based violence and domestic violence should also be created within this timeframe. Elevating the status of the Department would enable systematic integration of SDG 5 into the Ministry's portfolio of plans, projects, programmes and activities regarding SDG 4 (inclusive and equitable quality education for all), among others.

The Training and Development Policy for the Saint Lucia Public Service provides an opportunity for the Department of Gender Relations to enhance its coordination and partnering capacity by mainstreaming gender systematically, while simultaneously strengthening the enabling environment for gender equality and institutional capacity.

3. Conduct gender sensitization

Gender sensitization training should be conducted periodically for all public service staff, introducing all staff to CEDAW, international agreements and gender equality instruments ratified by the government of Saint Lucia and informing them about the national gender equality priorities of the country. Five entry points for mainstreaming gender into the Training and Development Policy (TDP) are possible:

- i) **Scope of the Training and Development Policy** – The Permanent Secretary of the Ministry of Education, Innovation, Gender Relations and Sustainable Development, as a member of the Training and Development Advisory Committee, is positioned to advise on the training and development needs of the Department of Gender Relations. This person can work collaboratively with other Permanent Secretaries to ensure that the TDP supports gender equality results. Permanent Secretaries should also have oversight of the training and development needs of the gender focal points within their respective ministries. They should use their membership on the TDP Advisory Committee to mainstream gender-training into policy development.
- ii) **Performance Management** – The Director of the Department of Gender Relations should establish a systematic action plan for continuous performance improvement among the Department’s staff. Given that the Permanent Secretary is on the TDP Advisory Committee, this should provide a mechanism for coordinating the Department of Gender Relations’ internal training policy and action plan with the TDP.
- iii) **Training records** – The Department of Gender Relations should coordinate with the Public Service Training Department on maintaining records of employees’ participation and skill acquisition in gender training initiatives.
- iv) **Agency-specific training** – The Department of Gender Relations should coordinate agency-specific training with the Public Service Training Department. Agencies of primary choice for specific training, including in gender analysis and the development of gender-sensitive indicators, would include the Department of Gender Relations itself, the National Emergency Management Organisation, the Department of Sustainability as well as the Departments of Equity, Economic Affairs, and Agriculture.
- v) **Short-term training** – The Department of Gender Relations could explore sending staff to the Public Service Training Department on a staff exchange agreement to build capacity. This would require the development of a memorandum of understanding between the relevant departments. The Department of Gender Relations should also offer staff short-term thematic gender training in, for example, gender and climate change financing or gender-responsive budgeting as offered by tertiary academic institutions online and within the region. This would enable rapid, specific skills development for the Departments’ projects and programmes.

4. Appoint gender focal points across government

Gender focal points should be formally appointed, trained and strategically placed throughout the public sector, including in the Sustainable Development and Environment Division, the Central Statistics Office, Departments of Equity and Economic Development, Ministry of Finance, NEMO, Ministry of Agriculture, Small Business Development Centre and the Government Information Service, among others. As a structure to support gender mainstreaming, gender focal points should be senior designated members of staff who are able to influence their sector’s planning processes and the development of gender-inclusive policies and programmes.

Gender focal points should effectively function as in-house gender experts within their technical areas. For instance, the gender focal point in the Sustainable Development and Environment Division should collaborate with counterparts in the Central Statistical Office, the Ministry of Finance and in other key agencies to establish strategic linkages between SDG 5 and other SDGs relevant to the MTDS 2019-2022, among other international and regional frameworks. The Department of Gender Relations should coordinate these collaborative activities and ensure that each activity generates an end-report, which should be utilized in monitoring the ongoing connection between SDG 5 and the other SDGs and

in strengthening the working relationship between the Department of Gender Relations and the Sustainable Development and Environment Division.

5. Establish a Parliamentary Gender Caucus and a National Council of Women's Voluntary Organization

Two additional structures should be included in the architecture of a new national gender equality policy statement and strategy: a Parliamentary Gender Caucus and a National Council of Women's Voluntary Organization. The purpose of these structures would be to support the establishment of an enabling environment for gender mainstreaming through the strengthening of political will and active involvement of civil society and academic institutions.

The Minister of Education, Innovation, Gender Relations and Sustainable Development should convene a Parliamentary Gender Caucus to stimulate political will for gender equality and women's autonomy at the highest level, and commitment to adequate resourcing of the national women's machinery. The Caucus should also accelerate action on global and regional commitments, including those in CEDAW and the Montevideo Strategy for Implementation of the Regional Gender Agenda, within the framework of the 2030 Agenda.

Reestablishing the National Council of Women's Voluntary Organization would offer an advisory voice adding to the conversation and activities regarding development of the national gender equality policy statement and strategy. It would also facilitate outreach to local women's groups and regional and international women's networks and NGOs.

6. Design and implement a public education programme on gender equality

The Department of Gender Relations should design and implement an extensive public education programme to create awareness on the concepts of gender, gender equality and gender mainstreaming and to inform the public of the Department's mission and the national gender equality policy statement and strategy's priority issues. The education programme should include outreach in schools, churches and community centres, including through radio and newspaper advertisement, and a social media strategy.

7. Strengthen the collection, production and use of sex-disaggregated data⁵⁷

Gender focal points should work closely with staff responsible for data management and statistics in each ministry to promote the production and use of gender statistics.⁵⁸ There is also a need for inter-agency coordination between ministries and departments with overlapping policy areas and data needs.

For example, the Department of Sustainable Development, as the executing agency of the 'Increase Saint Lucia Capacity to Monitor Multilateral Environmental Agreement Implementation and Sustainable Development Project', is facilitating the cross-government coordination of environmental data and statistics. The Department has engaged agencies responsible for information management to become signatories to a Memorandum of Understanding (MOU) that will facilitate their collaboration on data collection and sharing to further common goals and agency mandates.⁵⁹

The Department of Sustainable Development should also work closely with the Department of Gender Relations to ensure that this project captures sex-disaggregated environmental data, which

⁵⁷ For a full assessment and targeted recommendations on gender statistics and data in Saint Lucia, see ECLAC (2019), 'Gender data assessment in Saint Lucia: challenges and recommendations.'

⁵⁸ See ECLAC (2019), "Gender Data Assessment in Saint Lucia: Challenges and Recommendations" for detailed recommendations related to the challenges faced by the government in producing gender statistics.

⁵⁹ Saint Lucia Ministry of Education End of Year Review 2017-2018.

could then be used to craft a vulnerabilities index for Saint Lucia based on macro-economic and social indicators to give a clear sense of environmental vulnerabilities of women and men and to identify appropriate gender-responsive actions.⁶⁰

8. Implement gender-responsive budgeting across government

Gender-responsive budgeting aims to ensure that the collection and allocation of public resources results in effective, transparent public spending and can contribute to achieving gender equality and the fulfillment of women's rights and autonomy. Therefore, it goes beyond merely creating separate allocations for women and increasing spending on women's programmes. It relies on gender analysis as a tool to assess the different needs and circumstances of women, men, girls and boys. This information is then used to adjust existing revenues and allocations and to identify and implement policy interventions that benefit all groups.

Public expenditure in Saint Lucia should be strengthened by means of cross-government gender-responsive budgeting. The Ministry of Finance could lead this work in collaboration with the Department of Gender Relations, the Department of Equity and the Department of Economic Affairs.

9. Create a national gender equality policy statement

The national gender equality policy statement would serve as the government's vision and stated commitment to the advancement of gender equality and women's rights as a national development priority. The purpose of the policy statement and strategy is to provide a strategic national framework for accelerating and monitoring Saint Lucia's progress towards achieving gender equality as well as a coordinated structure to implement the gender equality mandate within Saint Lucian society. The ultimate aim is for all Saint Lucians to have substantively equal opportunities, rights and responsibilities in all facets of life. To this end, the policy statement would seek to offer flexible entry points for mainstreaming gender into key result areas of Saint Lucia's MTDS 2019-2022 and NAP.

The 1991 National Policy Statement on Women provides a basis for the development a new national gender equality policy statement. However, the new statement should go beyond the 1991 Statement by including strategic goals for the short, medium and long-terms. The new policy statement must also be consistent with and encourage compliance with Saint Lucia's international and regional gender commitments. Other elements for inclusion in the Policy could include:

- A goal statement and a statement of purpose, such as achieving gender equality, fulfilling women's rights and autonomy, and creating substantively equal opportunities and status for women and men in Saint Lucia;
- Gender equality principles, goals, objectives and policy measures to guide the government's work;
- Definitions of gender, gender equality, autonomy, empowerment and participation;
- A mandate and framework for the Department of Gender Relations to support the government to realize its commitment to gender equality through a system of gender focal points and mainstreaming gender into its policies, systems and operations;
- Mechanisms to ensure oversight and coordination of gender mainstreaming and other aims, including framework for, and responsibilities of, gender focal points in different government entities;

⁶⁰ Economic Commission of Latin America and the Caribbean 2011, Study on the Vulnerabilities and Resilience of Caribbean SIDS.

- Mechanisms for effective and inclusive participation and consultation with different stakeholders, including civil society organizations, youth networks, private sector and academia.

While overall responsibility for implementing the policy statement lies at the highest level of government, all levels of government must support gender mainstreaming. This means that Permanent Secretaries and other senior leaders would provide leadership for gender mainstreaming, while gender focal points should be formally appointed to have responsibility for implementing gender mainstreaming systems and processes into their relevant technical areas. The criteria and framework for the appointment of gender focal points should be included in the policy statement and strategy as well as the scope of responsibilities as they pertain to policy implementation.⁶¹

Coordination of gender focal points will be the responsibility of the Department of Gender Relations, with the support of the Sustainable Development and Environment Division, as a twin-track integrated strategy to ensure effective coordination of the cross-cutting themes of gender equality and sustainable development. The NAP, which was spearheaded by the Sustainable Development and Environment Division, provides entry points for gender mainstreaming. The Directors of the Department of Gender Relations and Department of Sustainable Development should define how to integrate performance measures related to gender mainstreaming both horizontally and vertically – that is, across ministries and from the department-level down to individual staff members.

Moreover, the SDGNCC is a multi-sectoral committee co-chaired by the ministries responsible for Sustainable Development and Economic Development and is also the overarching structure for the implementation of the 2030 Agenda. The Department of Gender Relations should partner with the Department of Sustainable Development so as to effectively integrate the national gender equality policy statement into the Committee's work.

Other governmental operating procedures, structures and systems should also reflect the country's commitment to gender equality and women's rights. In particular:

- Each government department should have results-based management systems and processes that facilitate the extraction of sex-disaggregated data and its use to inform strategic planning and decision-making;
- Financial management and accounting policies, systems and practices should ensure that revenues and expenditures are structured to promote gender equality, including a system for tracking gender-related expenditure and investments across government; and
- Human resource policies, procedures and practices should reflect gender equality priorities.

10. Create a national gender equality strategy

The national gender equality strategy is a plan of action for translating the policy statement into practice and mobilizing action and support from the public and private sectors, NGOs, development partners, educational institutions and community-based groups. It should be the basis for developing the first gender equality policy in the country. The Strategy should include as core components:

- Gender mainstreaming strategy,
- Intersectional gender analysis,
- Gender-responsive measures,

⁶¹ For example, gender focal points may be required to write white papers inclusive of gender analysis on given technical areas. Upon acceptance of the white papers by decision makers, gender focal points may have to apply the information to the strategy.

- Monitoring and evaluation, including risk management, and
- Communications and social media strategy.

a) **Gender mainstreaming strategy**

Gender mainstreaming is a strategy to proactively integrate a gender-responsive approach into the everyday work of the government, with the goal of achieving gender equality in Saint Lucia. The Beijing Platform for Action called upon United Nations Member States to promote gender equality through a dual strategy – gender mainstreaming complemented by policies targeted to address specific gaps or challenges experienced by women and men.⁶² Likewise, the Regional Gender Agenda, most recently reaffirmed in the Santiago Commitment, calls on States to strengthen gender institutions and architecture “through the prioritization of machineries for the advancement of women and gender mainstreaming at the different levels of the State.”⁶³

Given that gender equality is a key result area and cross-cutting programming theme for the government, the strategy should adopt a whole-of-government approach with a gender equality perspective central to all decision-making and planning. For example, each department should be required to conduct an annual expenditure review for submission to the Department of Gender Relations in order to document the extent to which public spending is contributing to gender equality and addressing specific gaps or challenges faced by women and men in their respective department .

b) **Intersectional gender analysis**

Gender analysis is the first stage in the process of mainstreaming gender into public policies and decision-making. It involves the application of timely and reliable sex-disaggregated data so as to understand the different status, conditions, roles and responsibilities of women and men in an existing situation.⁶⁴ Gender-neutral policies intentionally or unintentionally obfuscate inequalities, making gender analysis an essential tool of the policy implementation process.

As an iterative activity, gender analysis should be carried out for each policy or issue. Gender focal points should be trained to carry out gender analysis for any new policies, plans or programming. Where a policy implicates gender inequalities, the gender focal point should be empowered to alert their respective permanent secretary to the fact that the policy requires revision.

Gender analysis should also be intersectional in order to develop a deeper understanding of the way issues affect women and men with different characteristics and to design policies that address differentiated needs and vulnerabilities.⁶⁵

c) **Gender-responsive measures**

CEDAW requires States parties to promote substantive equality, that is moving beyond a gender-neutral approach to consider the actual impact of laws and policies on women and men. To achieve substantive equality, CEDAW recognizes that gender-specific actions may be necessary to effect structural, social and cultural changes to correct past and current forms of discrimination against

⁶² Beijing+25 Report on the Comprehensive National Level Review of the Status of Implementation of the Beijing Platform for Action, May 2019.

⁶³ Santiago Commitment, Fourteenth session of the Regional Conference on Women in Latin America and the Caribbean, 31 January 2020, https://conferenciamujer.cepal.org/14/sites/crm14/files/20-00087_crm.14_santiago_commitment.pdf.

⁶⁴ Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030, Thirteenth session of the Regional Conference on Women in Latin America and the Caribbean, 2017, <https://repositorio.cepal.org/handle/11362/41013>, measure g.b, p. 33.

⁶⁵ See Santiago Commitment, para. 4. Available at https://conferenciamujer.cepal.org/14/sites/crm14/files/20-00087_crm.14_santiago_commitment.pdf.

women. The use of temporary special measures is explicitly promoted in Article 4(1).⁶⁶ Temporary special measures are positive, affirmative action measures to narrow gender disparities and promote substantive gender equality.

Gender-responsive measures must go hand in hand with gender mainstreaming in order to not render policy formulation and implementation solely about women and girls. Development strategies have historically looked at women as needing special attention, but gender mainstreaming focuses on transforming systems, thus it should also support men to make changes for the advancement of gender equality.

d) Monitoring and evaluation, including risk management

A monitoring and evaluation system must be set out in the national gender strategy. Each government department should be required to report regularly on the status of implementation of the strategy to the Department of Gender Relations as well as to international and regional bodies providing technical assistance and funding. Gender focal points appointed to each ministry and department should be responsible for coordinating regular reporting as well as overseeing the implementation of the statement and strategy. They would also have an awareness-raising role, including on the importance of gender-responsive policies, planning and programmes.

The likelihood of successful implementation of the strategy will depend on the extent to which risks can be anticipated and managed. Therefore, the strategy should identify such risks and develop a risk management plan for the implementation of the strategy. For example, some stakeholders may not understand the importance of integrating a gender perspective into all policies and planning or seek to limit these efforts in order to divert resources elsewhere.

e) Public communication and social media strategy

The strategy should also include a communication and social media strategy for informing the public and all stakeholders on the aims of the national gender equality policy statement and strategy as well as progress with its implementation.

⁶⁶ Article 4(1) CEDAW: "Adoption by States parties of temporary special measure aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved."

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Annexes

Annex 1

Questionnaire for Preliminary Rapid Assessment of Institutional Capacities for a National Gender Equality Policy, Saint Lucia

Thank you in advance for your participation in this survey. This survey is anonymous. You will not be required to identify your name. The responses you provide **will not** be used to judge your individual work performance. The general information (A) collected from all respondents will help analyze the strengths and gaps to be addressed in more comprehensive capacity development processes for developing a national gender equality policy (NGEP).

About the preliminary rapid assessment questionnaire (B): It is comprised of critical questions. The focus is on assessing 5 key technical and functional capacities necessary for developing a national gender equality policy. (i) Information on Gender Equality and Women's Autonomy, (ii) Vision and Sustainability, (iii) Implementation, (iv) Coordination and Partnering, and (v) Monitoring and Evaluation. These 5 technical and functional capacities are assessed across 3 interdependent capacities dimensions so as to identify strengths and gaps at the individual, organizational and enabling environment levels.

Responses can help to assess the strengths and gaps of existing initiatives to address gender equality in the country. The preliminary rapid assessment questionnaire is not a detailed programme analysis that would require each question to go into further detail. It is a starting point to determine, which level of gender responsiveness you may be working within. Score on a scale of 1-5. For each question brief recommendations for improvement may be made in the box to the right.

A. General Information

Organization/Agency	
Unit/Department	
Job title	
Length of time employed	
Age	
Sex	
Nationality	

B. Questionnaire

Scoring system to assess the different levels of capacity (scale of 1-5) 1-very low capacity/none, 2-low capacity, 3-moderate capacity with less than 50% compliance, 4-high capacity 75% compliance, 5-full capacity 100% compliance.					Recommendations for improvement					
	1	2	3	4	5					
INFORMATION ON GENDER EQUALITY & WOMEN'S AUTONOMY										
Dimension 1: Enabling Environment										
To what extent does the Department of Gender Relations have an explicit mandate to support decision-making on a national gender equality policy?										
Dimension 2: Organization/Institution										
To what extent can the Department of Gender Relations (a) access, (b) manage and (c) provide information on gender equality issues to support decision making on a national gender equality policy? <i>(Please rank each: (a) Access. (b) Manage. (c) Provide information)</i>										
To what extent does the Department of Gender Relations have the staff capacity and operational procedures to provide information on gender equality and women's autonomy to support decision-making on a national gender equality policy?										
Dimension 3: Individual										
To what extent is the staff of the Department of Gender Relations and gender focal points in the different government institutions (a) knowledgeable, adequately qualified and competent in gender analysis, gender impact assessments, as well as (b) informed on regional and international gender equality frameworks to support decision-										

<p>making on a national gender equality policy? (Please rank each: (a) knowledgeable, adequately qualified and competent; (b) informed on gender frameworks)</p>						
<p>What additional skills will be needed to perform effectively? What are the capacity strengths and gaps? (Please write your brief answers in the extreme right box)</p>						

<p>Scoring system to assess the different levels of capacity (scale of 1-5) 1-very low capacity/none, 2-low capacity, 3-moderate capacity with less than 50% compliance, 4-high capacity 75% compliance, 5-full capacity 100% compliance.</p>						<p>Recommendations for improvement</p>
	1	2	3	4	5	
VISION AND SUSTAINABILITY						
Dimension 1: Enabling Environment						
<p>To what extent does the Department of Gender Relations have a mandate that supports a long-term vision to achieve gender equality?</p>						
<p>To what extent the priority areas that will need to be covered in a national gender equality policy have been addressed and discussed?</p>						
<p>To what extent is the Department of Gender Relations supported by robust policy frameworks (national and international) to address gender equality in national planning?</p>						
<p>To what extent is the Department of Gender Relations among the leadership of a national coordination body/network to support a gender-integrated approach to SDGs implementation?</p>						
<p>To what extent are the existing gender equality programmes and projects aligned with international and regional accords?</p>						
Dimension 2: Organization/Institution						
<p>To what extent is there clarity of mandate, vision and mission within the Ministry of Education, Innovation, Gender Relations and Sustainable Development and the Department of Gender Relations</p>						

with respect to gender equality in national planning?						
To what extent does the Department of Gender Relations have the staff capacity and operational procedures to ensure appropriate priority for gender equality and women's autonomy to support gender mainstreaming into sectoral planning?						
Dimension 3: Individual						
To what extent is the staff of the Department of Gender Relations and Gender focal points in the different government institutions knowledgeable, adequately qualified and competent in (a) gender analysis and (b) gender mainstreaming in planning? <i>(Please rank each: (a) and (b))</i>						
What additional skills will be needed to perform effectively? What are the capacity strengths and gaps? <i>(Please place your answers in the extreme right box)</i>						
Scoring system to assess the different levels of capacity (scale of 1-5) 1-very low capacity/none, 2-low capacity, 3-moderate capacity with less than 50% compliance, 4-high capacity 75% compliance, 5-full capacity 100% compliance.					Recommendations for improvement	
	1	2	3	4	5	
IMPLEMENTATION						
Dimension 1: Enabling Environment						
To what extent are financial resources allocated and administered in such a way that planned gender equality objectives can be met?						
To what extent other Departments, including the Department of Economic Affairs and the Department of Equity, are involved in the implementation of gender equality related plans and projects?						
Dimension 2: Organization/Institution						
To what extent is there adequate thematic specialization (e.g. gender -based violence; sexual and reproductive rights; poverty) in the Department of Gender Relations to support implementation of the gender equality strategies and platforms?						
To what extent does the Department of Gender Relations have the staff capacity and operational procedures to support						

national gender equality strategy implementation to respond to the key gender priorities and challenges faced by the country?						
Dimension 3: Individual						
To what extent is the staff of the Department of Gender Relations and those from other government ministries and departments knowledgeable, adequately qualified and competent in planning and implementing gender-responsive actions, including for the implementation of the 2030 Agenda and its 17 Sustainable Development Goals?						
What additional skills will be needed to perform effectively? What are the capacity strengths and gaps? <i>(Please place your answers in the extreme right box)</i>						
Scoring system to assess the different levels of capacity (scale of 1-5) <i>1-very low capacity/none, 2-low capacity, 3-moderate capacity with less than 50% compliance, 4-high capacity 75% compliance, 5-full capacity 100% compliance.</i>					Recommendations for improvement	
	1	2	3	4	5	
COORDINATION AND PARTNERING						
Dimension 1: Enabling Environment						
To what extent is the Department of Gender Relations able to coordinate with other Government ministries and departments in order to mainstream gender in policies and programmes?						
To what extent do national, regional and international frameworks (e.g. 2030 Agenda and the 17 Sustainable Development Goals; Beijing Platform for Action; CEDAW; Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030; Samoa Pathway) and existing institutional arrangements support the Ministry of Education, Innovation, Gender Relations and Sustainable Development and the Department of Gender Relations' role in engagement with stakeholders on gender equality?						
To what extent is there political commitment to ensure that partners and stakeholders (e.g. civil society organizations, private sector, academia, the media) have adequate access to the Department of Gender Relations' information and knowledge						

necessary to support the implementation of the gender equality frameworks?						
To what extent are stakeholders (civil society organizations, private sector, academia) supporting the work of the Department of Gender Relations in achieving its objectives?						
To what extent is the Government information services and the media involved in supporting the work conducted by the Department of Gender Relations?						
Dimension 2: Organization /Institution						
To what extent does the Department of Gender Relations coordinate and collaborate with community based and national actors and stakeholders for gender equality planning and implementation?						
To what extent is stakeholder engagement and partnership building a priority for the Department of Gender Relations in supporting implementation of the national gender equality priorities?						
To what extent does the Department of Gender Relations have the staff capacity and operational procedures for mobilizing and engaging stakeholders and partners?						
Dimension 3: Individual						
To what extent is the staff of the Department of Gender Relations knowledgeable, adequately qualified and competent in coordinating and partnering with stakeholders at all levels – community through international?						
What additional skills will be needed to perform effectively? What are the capacity strengths and gaps? <i>(Please place your answers in the extreme right box)</i>						
Scoring system to assess the different levels of capacity (scale of 1-5) 1-very low capacity/none, 2-low capacity, 3-moderate capacity with less than 50% compliance, 4-high capacity 75% compliance, 5-full capacity 100% compliance.						Recommendations for improvement
	1	2	3	4	5	
MONITORING AND EVALUATION						
Dimension 1: Enabling Environment						

<p>To what extent does the Department of Gender Relations have a mandate for monitoring and evaluation of gender equality projects and programmes?</p>						
<p>Is there an existing monitoring and evaluation system/framework/procedure for gender equality?</p>						
<p>Dimension 2: Organization/Institution</p>						
<p>To what extent is there adequate thematic specialization in the (a)Ministry of Education, Innovation, Gender Relations and Sustainable Development / (b) Department of Gender Relations to perform monitoring and evaluation of gender equality related policy and frameworks? <i>(Please rank each: (a) and (b))</i></p>						
<p>To what extent does the Department of Gender Relations use its monitoring and evaluation system/framework/procedures to assess its performance on gender equality?</p>						
<p>To what extent are there institutional arrangements to report on gender equality performance (including on CEDAW, Belem do Para Convention, Beijing Platform for Action and the Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030)?</p>						
<p>Dimension 3: Individual</p>						
<p>To what extent is the staff of the Department of Gender Relations knowledgeable, adequately qualified and competent in (a)Monitoring and evaluation of projects and programmes, (b) monitoring of financial resources allocated to gender equality and (c) investigation of impact of Monitoring and evaluation policies? <i>(Please give a rank for each (a); (b); (c))</i></p>						
<p>What additional skills will be needed to perform effectively? What are the capacity strengths and gaps? <i>(Please place your answers in the extreme right box)</i></p>						

Annex 2
Stakeholder Workshop on Development of Saint Lucia's Gender Policy
Statement and Strategy, 22 May 2019

Participants from ministries and other government bodies	
1.	Bureau of Health Education
2.	Department. of Probation and Parole Services
3.	Department. of External Affairs
4.	Department of Sustainable Development
5.	Department of Economic Development
6.	Division of Human Services
7.	Family Court x 2
8.	Ministry of Equity x 2
9.	Ministry of Health
10.	Women's Support Centre
Participants from civil society organizations	
1.	Raise Your Voice Saint Lucia
2.	Girls of a Feather

Annex 3

Update from Combined Task forces meeting of 13 September 2019

The task forces on Operating Procedures for Gender Relations and Tracking Gender Equality met on 13 September 2019 to bring the Department of Gender Relations up to date on the status of efforts initiated after the national consultation of 22 May 2019. The meeting was attended by:

Task Force: Operating Procedures for Gender Relations

1. Nadiege Smith-Lambert, Bureau of Health Education
2. Nynia Etienne, Girls of a Feather
3. Dahna Jn. Charles, Department of Economic Development

Task Force: Tracking Gender Equality

1. Natasha Lloyd –Felix, Ministry of Health and Wellness
2. Bynta Ernest, Department of External Affairs
3. Kervin R Mitchel, Family Court
4. Andrew Sealy, Saint Lucia Crisis Center

Department of Gender Relations:

1. Janey Joseph, Director (Ag)
2. Olivia Amos, Gender Relations Officer
3. Keisha Gonzague, Teacher (consultant)

Task force: Mapping Gender Equality

The objectives of this task force are two-fold: 1) to form a comprehensive understanding and overall picture of gender equality programmes on the island; and 2) to increase gender-transformative work within the public and private sectors, through the tracking, monitoring and evaluation of programmes and projects. Through the monitoring and evaluation process, gaps will be identified, which will inform gender responsive interventions.

- Objectives:

1. Identify ongoing gender equality projects and programmes in Saint Lucia.
2. Identify agencies responsible, scope of projects, beneficiaries and expected impact.
3. Use the information obtained in a) and b) to form networks to improve outcomes and efficiency of resources.

- Duration:

Task force members agree that this team must continue working beyond the development of the policy document to be part of a monitoring and evaluation framework to monitor and support gender equality initiatives in Saint Lucia.

- Update on Progress:

The task force will work on gathering information on gender equality initiatives in the next two weeks to produce a report. The team has recorded the various projects that DGR has initiated during 2019 in addition to gender equality work of other Government departments. The gender equality work of civil society and the private sector is, however, not yet collected.

Task force: Operating Procedures of the Department of Gender Relations

The objective of this task force is to increase the visibility and credibility of the Department of Gender Relations. It aims to create a gender equality mechanism that is adequately empowered to direct, monitor and respond to the changing gender equality priorities of Saint Lucia.

- Objectives:

1. Review and revise the current policies and functions of the Department,
2. Revise the current structure for the Department to increase capacity and resources,
3. Develop a policy statement that reflects Saint Lucia's regional commitments and national gender equality priorities,
4. Strengthen the research function of the Department, and
5. Strengthen the data management function of the Department through the establishment of memoranda of understanding with other social sector data collectors and the Central Statistical Office.

- Duration:

This group should function as a standing task force that systematically monitors and evaluates the functions of the Department and coordinates the regular review of the policy and strategic plan. It was agreed that both task forces' functions and composition could be broadened.

- Update on Progress:

Since the consultation in May 2019, there have been some gender equality initiatives impacting the enabling environment and institutional and individual dimensions. The task force therefore reassessed the recommendations that came out of the rapid assessment and sought to update the information regarding these recommendations.

Dimension 1: Enabling Environment

Recommendation made	Initiatives undertaken thus far	Update on status
1. Develop a clearly defined policy and strategic action plan to guide the work of the Department.		Ongoing
2. Engender greater collaboration with other partners (government and NGO)	The DGR has collaborated with both Government and NGOs on the following initiatives: Development of an Essential Service Package (ESP) for victims of gender-based violence in Saint Lucia; mainstreaming gender in Saint Lucia national development plan.	ESP – inter-agency committee set up. Work plan approved. Assessment of services for GBV on the way. Package to be launched in November. GMP – Training of public servants on the way. Gender budgeting training of 46 policy and finance technical officers in the public service carried out. Training of trainers in October. Further training in November.
3. Increase public awareness and sensitization of the work of the Department.	Public sensitization through press releases following major activities.	Public relations of the Department continue to be a challenge.
4. Increase human resource capacity of the Department.	Training of staff in gender budgeting and gender analysis, however staffing is unstable. Full time staff reassigned, and current staff are in a temporary capacity.	Increasing challenge
5. Increase financial resources.		Still a challenge
6. Develop more structured and timely monitoring and evaluation processes that are in line with local, regional and international requirements.	Completion of Beijing +25 report in May 2019. Preparation of report on Montevideo Strategy Preparation of CEDAW report. Participation in recently established National Coordinating Committee on Human Rights	Working with NCC-HR to develop protocols and sustainable mechanisms. Informal assignment of gender focal points in 5 MDAs. Report from the assessment of gender data management to provide specific recommendations.

Dimension 2: Institution

Recommendation made	Initiatives undertaken thus far	Update on Status
Formalize focal points across sectors (TOR, Deliverables etc)	Engagement of all MDAs on naming gender focal points; initial training of focal points; reviewing other Caribbean territories' models for the establishment of their focal points	Five focal points informally assigned. Memo to follow initial training
Training and orientation (focal points and general public service)	CDB-Gender Mainstreaming Project	Ongoing
Assess capacity needs to support the gender agenda against current staff capacity.	CDB Gender Mainstreaming Project ESP introduction	Ongoing
Documented procedures and protocols to guide operations.	In initial stages of development	Ongoing
Documented vision, mission and mandate	To be articulated in new policy statement	ongoing
A champion within the Ministry and Department		No progress
Programming and Budgeting	CDB - GMP	Ongoing training Discussions on programming budget initiated
Internal communication		Still a challenge
Gender assessment by sector		To be done post training
Assign Department staff to monitor specific sectors	Staff are given some areas but with limited staff and instability of staff structure, these assignments are only temporary	Some progress but not structured
Recruitment of specialized staff and training of current complement.	Training through the CDB-GMP	Recruitment – no progress Training - ongoing
Situational analysis of rational gender priorities and challenges to inform necessary actions.	CDB-GMP allows some analysis of current priorities through development of the 3-year log frame. Within the context of the development of the Beijing and CEDAW reports priorities are identified and challenges should be discussed in upcoming consultation on status of women.	Ongoing
Foster partnerships through MOUs and MOAs	Greater collaboration outside of MOU	No progress
Meaningful stakeholder engagement	Increased stakeholder engagement during 2019	Stakeholder analysis not done yet
Dedicated budge for stakeholder engagement		Initial discussions in progress
Contextualize the thematic specializations		No progress
Develop thematic policy/frameworks		No progress
Capacity building in monitoring and evaluating of gender equality framework (training)	CDB – GMP	Ongoing
Develop monitoring and evaluation framework	Development of 3-year log frame through CDB-BMP	Ongoing
Establish an evaluation committee	Initial discussions around sustaining the monitoring and evaluating roles of the task forces set up for the policy development	Initial stages
Standardization and application of best practice as it pertains to data collection and reporting		Awaiting report on gender data management
Assign the duty of reporting to a dedicated unit/staff	Public officers trained in national report drafting and the establishment of a National Coordinating Committee for Human Rights	This team of drafters is in an advanced stage of drafting the CEDAW report. NCC-HR already functional

Dimension 3: Individual

Recommendation made	Initiatives undertaken thus far	Update on Status
Working with regional and international agencies to adopt best practice	UN Women, ECLAC, coordinating cooperation among regional partners	Ongoing
Develop a communication plan among all inter-agencies	National partnership for action to end GBV makes provision for the development of a communication strategy built on partnership. CDB-GMP includes a communication strategy	In progress
Standardizing quality and frequent gender analysis tools, system and training sessions.	CDB-GMP	In progress
Using external organizations to collaborate and mobile resources to gather information e.g. interns from UWI		No progress
Internal sensitization and educational campaigns to increase awareness.		No progress
Working in collaboration with Ministry of Sustainable Development to disseminate information.		No progress
Developing a national task force/coalition of all stakeholders such as grass-roots	Grass roots organizations register with the Department of Equity.	NGO Act in effect
DGR needs to be the main focal point for all gender issues	DGR is the focal point for gender. Gender is also being mainstreamed throughout the public service	
Hiring skilled staff-qualifications and experience.		No progress

PROJECT
DOCUMENTS

PROJECT
DOCUMENTS

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