

Government of the Republic of Trinidad and Tobago
Canadian International Development Agency
and
United Nations Development Programme

Project Title: Preparation of a National Gender Policy and Plan

Starting Date:	1 August 2002
Expected Ending Date:	31 March 2003
Total Budget:	US\$85,001
Executing Agency:	Ministry of Community Development and Gender Affairs

Situation Analysis

The principle of gender equality is enshrined in the 1976 Republican Constitution Government of Trinidad and Tobago. The Government has demonstrated a commitment to addressing fundamental structural imbalances that threaten the concept of equal opportunities by incorporating into the ministerial structure a ministry that deals with gender affairs. Similarly, the Government has ratified important international Conventions and agreements such as the Beijing Platform of Action and the Convention on the Elimination of All Forms of Discrimination against Women which provide a comprehensive framework for the advancement of women and the enjoyment of their basic rights. In addition, specific measures have been undertaken to bridge the disparities in access to the enjoyment of developmental benefits by both women and men but there is yet a substantial amount to be done.

The Human Development Report 2002 ranks Trinidad and Tobago 50th out of 173 countries on the Human Development Index (HDI) for 2002, with a Gender – related Development Index (GDI) rank of 45 and a Gender Empowerment Index (GEM) rank of 23. (*Human Development Report, 2002*). The overall status of women in Trinidad and Tobago compares favourably with other medium-income developing countries with respect to such indicators as life expectancy, maternal mortality and the level of education even when the GDI is applied. The country has ratified the CEDAW and has recently reported in accordance with its obligations under the Convention. However, social inequity persists and is bolstered by negative gender ideologies and practices and various forms of gender discrimination.

Labour force participation and the official arrangements for categorizing persons as being part of the labour force reflect some of the social inequities that exist. Women's participation rate in the labour force in 2000 stood at 38 percent compared with 61 percent for men. This percentage difference does not reflect the fact that unemployed women are often 'hidden' in the categories 'not in the labour force' or 'economically inactive - home duties' and so do not appear in unemployment figures, or that they may be absent because of large scale migration because of long term unemployment (1992 Survey of Living Conditions). It is also noted that women, especially those above age 35 remain unemployed longer than men. Given that many households are indeed women-headed, this forced migration and long-term unemployment has implications for mother-child relationships and the ability to establish relationships with and provide for her children. Thus, gender blindness in this area impacts on other areas of development and society.

Discrimination in the workplace continues to be problematic when one considers the state of gender equality. Occupational data continue to show that although there has

been an increase in the proportion of females in the senior professional and professional categories between 1994 and 1995, fewer women than men are employed as Senior Officials, Managers and Professionals. In spite of their higher educational qualifications, they continue to be underpaid in every sector of employment, (except when employed by the State), continue to be under-represented in positions of power and decision-making and relative to their proportion in the population, remain over represented in the clerical category. (The World Bank, *Trinidad and Tobago: Poverty and Unemployment in an Oil Based Economy*, Report No. 14382-TR October 27, 1995). Moreover, while some special needs and concerns of women have been integrated in employment policies, including legislation, monitoring of implementation has been limited.

In the area of health, since women are mainly viewed and ascribed importance in relation to their roles as mothers, women's health issues are still largely related to their reproductive health issues. Although abortions are illegal in Trinidad and Tobago except in specific medical cases, the country has been as being among the countries of the region where abortion and its complications were the leading causes of maternal death in 1994. (WHO/PAHO Document to mark World Health Day, 1998, *Trinidad Guardian*, 1994:24). In this regard, abortion is another area that needs to be looked at critically from a gendered perspective, reviewing both the legal, cultural and socio-economic implications and arriving at a policy which will be in the interest of all.

Women also continue to face discriminatory laws and practices in the area of inheritance and property rights. A Succession Act was passed since 1981 but it has not yet been proclaimed. This replaced the 1972 Wills and Probate Act and allows wives to contest wills if they are excluded and to apply to the court for maintenance. However the 1998 Co-habitational Relations Act which made legal provisions for 'common-law' spouses, does not allow for inheritance.

A major gender issue is within the area of violence. It is generally agreed that violence and gender-based violence in particular is endemic in Trinidad and Tobago. This feeling is reflected in the data received from a 1998 study of 200 women in Trinidad, which found that of the sample 84% perceived that violence against women was prevalent in this country. (CAFRA, *A Pilot Survey of the Incidence of Violence and Responses to Such Violence among 200 Randomly Selected Women in Trinidad, 1998*). While Trinidad and Tobago has ratified various conventions dealing with the issue of violence, not only as a human rights issue, but also as one which is gender-based and rooted in structural inequality, violence against women and children, continues to escalate. Between 1991 and 1993, the reported incidences of rape and serious indecency rose from 185 to 250, while between January and October of 1994, 23 women were murdered. In the same period for 1995, 12 women and 7 children were the victims of domestic violence. The acknowledgement that it is the continued existence of entrenched attitudes and behaviours that perpetuate gender-based violence leads to the realisation that legislation alone will not curtail violence.

In summary, although some achievements towards gender equality have been made, there is no doubt that more needs to be done. A national policy and plan of action to guide the

process of achieving gender equity is clearly necessary. The lives of women and men are intimately and intricately connected. As the data shows the many problems faced by young males in our society are directly related to the difficulties and problematic gender relations affecting women. A national gender policy would allow us to look holistically at this issue in all its dimensions and manifestations and to come up with a comprehensive approach to its solution. This would be the case with a number of other emerging issues such as HIV/AIDS, although by necessity certain areas for priority intervention will have to be identified.

Part 1b. Strategy:

Central to the production of a national gender policy and plan that is accepted by the national community is the process through which it is generated. If a policy is to truly reflect the aspirations and visions of a society it must be based on an interactive process of consultation, sensitization education and "buy-in". The strategy for the development of a gender policy and plan for Trinidad and Tobago will involve consultation with a wide cross-section of the population including community based organisations, women's organisations, men's organisations, non-governmental stakeholders, civil society and other government departments and ministries. This strategy it is hoped will ensure the active involvement of all sectors in the implementation of this National Gender Policy.

As a preliminary activity to the development of the gender policy and plan an orientation session will be held using video conferencing facilities to put staff of the Ministry of Community Development and Gender Affairs, national consultants and the project co-ordinator in contact with international experts with who have been involved in the preparation of innovative gender policies and plans in various parts of the world. Through the use of video conferencing facilities a wide cross-section of experiences will be obtained and the information gained will be used to learn from others and to guide the process of developing the policy and plan for Trinidad and Tobago. It must be emphasized however, that although every effort will be made to learn and to avoid past errors, caution will be exercised to ensure the process and outcome are nationally led and owned.

This will be followed by the development of a concept paper that reviews the state of development in Trinidad and Tobago. It will focus on gender gaps as issues that impede development and on critical and emerging issues that point to the need for a gender policy and plan. This concept paper will be the subject of a national consultation in order to arrive at a strategic framework that will inform the structure and content of a policy and plan for gender equality. The consultation will also serve to identify key issues for further investigation along thematic and sectoral lines.

To ensure that there is "buy-in" by the population at large extensive use will be made of popular theatre, print and electronic media. Where necessary messages will be simplified through the use cultural art forms that would make the messages clearer for all segments of the population.

Views from interested nationals living outside of Trinidad and Tobago will be encouraged through the innovative use of electronic discussion forums on the Government website. Similarly, a hyperlink can be added to the Government website for ongoing discussion and debate on critical issues of gender mainstreaming.

Based on the outcomes of the research a number of policy/thematic round tables will be held with key stakeholders. These round tables will be held to validate the policy directions and proposed inputs into the plan and will be followed by the preparation of the draft national gender policy and plan of action

UNDP will bring the vast resources of its knowledge network to bear on the implementation of this project. Information will be sought and obtained from UNDP offices worldwide and will be made available to consultants as well as to the stakeholders in the process. In turn UNDP will facilitate the sharing of the information and experiences gained from the process in Trinidad and Tobago and will work as an information conduit for the implementation of the plan of action developed under this project.

The project will also benefit from research and practical experiences of the Government of Canada in the area of gender mainstreaming and the information and experiences gained from the process will be shared throughout the region through the Gender Equality Regional Programme of the Canadian International Development Agency.

Implementation of this project will involve collaboration among a number of national and international partners. The Executing Agency for the project will be the Ministry of Community Development and Gender Affairs. As such, the Ministry will take the lead in directing the implementation of the project and provide access to official documentation and facilitate contacts with key stakeholders as is required by the consultant. The CARICOM Gender Equality Programme of the Canadian International Development Agency will be the main funding institution. UNECLAC and the Centre for Gender and Development of the University of the West Indies will also be collaborators who will provide technical services to the project. UNDP will co-fund the initiative, administratively manage the project and provide management and technical expertise where necessary. All contracting and procurement of inputs will be the responsibility of UNDP.

PROJECT RESULTS AND RESOURCES FRAMEWORK*

Intended outcome as stated in Country Results Framework:

A. Periodic reporting done on CEDAW

Outcome indicator as stated in Country Programme Results and resources Framework including baseline and target:

A:

Outcome Indicator: Timely reporting to CEDAW and implementation of CEDAW recommendations.

Baseline: One report presented in 2001

Target: CEDAW Report used as basis for establishing policy initiatives and for informed decision making.

Intended Outputs	Indicative Activities	Inputs
1.1. Experiences and guidelines for preparing gender policy and plan obtained through a participatory process.	1.1 Orientation session facilitated through tele-conferencing	Resource personnel and cost of tele-conferencing facilities. US\$3,000
2.1. Concept paper on social, economic and gender justice prepared	2.1 National consultations held to obtain feedback on draft concept paper	Consultants US\$7,400 Rapporteurs US\$2,055
	2.2. Regional consultations	Facilitators – US\$2,400
	2.3. Conduct of e-forums	US1,000 Venue: US\$3,000
3.1. Production of radio scripts and video documentaries	3.1. Research, data collection & production of programmes	Communications consultant US\$3,000
	3.2. Popular theatre productions	Consultant (Popular Theatre) US\$3,000
4.1. Specific thematic/sector policy papers prepared	4.1. Research and data collection	Consultants - US\$12,000
	4.2. Thematic/sector policy round tables convened	Facilitators, rapporteurs & stationery US\$4,000

	4.3. Community consultations	Facilitators and rapporteurs – US\$3,200 Venue: US\$5,000
5.1. Draft policy and five year plan for Gender Equality prepared.	5.1 Recommendations from consultations, policy round-tables and community focus group meetings incorporated into draft policy and plan for gender equality. 5.2. Production and dissemination	Consultants – US\$15,000 US\$5,000 Project Coordinator US\$11,850 Contingencies (5%): US\$1,000 Administrative costs (5%) US\$3,096 TOTAL:US\$85,001

PART III MANAGEMENT ARRANGEMENTS

The Executing Agency for the project shall be executed the Ministry of Community Development and Gender Affairs. The Ministry will be assisted by a Project Advisory Committee comprising representatives from CIDA, UNDP, UNECLAC and Ministry of Planning and Development. The Executing Agency will hire a project co-ordinator to manage the project implementation process. To ensure timely project implementation the project co-ordinator and the consultants will be required to prepare a work plan and will be held accountable to the delivery of outputs within the established timeframes. All Government Ministries will be invited to participate in the articulation of the policy and plan of action.

Financial management and procurement services will be the responsibility of UNDP and monthly reports will be sent to the Executing Agency.

Part IV. Legal Context

This Project Document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the participating Government and the United Nations Development Programme, signed on 20 May 1976.




The following type of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the Project Document have no objections to the proposed changes:

- a) Revisions in, or addition of any of the Annexes of the Project Document.
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the re-arrangement of inputs already agreed to or by cost increases due to inflation.
- c) Mandatory annual revisions which rephrase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

Part V. Budgets

The funding for this initiative will come from the following sources:

Canadian International Development Agency	- US\$40,000
United Nations Development Programme	- US\$20,000
Government of the Republic of Trinidad and Tobago	- US\$25,000(TT\$154,000)

On behalf of:	Signature	Date	Name/Title
Government		September 19, 2002	Carol Clark PERMANENT SECRETARY Ministry of Community Development and Gender Affairs
Executing Agency		September 19, 2002	Carol Clark
United Nations Development Programme		September 25/9/02	Inyang Ebung-Hersrup RR/EC UNDP