

CAYMAN ISLANDS NATIONAL POLICY ON GENDER EQUITY AND EQUALITY

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CAYMAN ISLANDS NATIONAL POLICY ON GENDER EQUITY AND EQUALITY

PREFACE

The development and production of the *National Policy on Gender Equity and Equality* by the Cayman Islands Government is a significant milestone towards sustainable human development in our country. The Cayman Islands can proudly be recognized as the first Caribbean country to produce a gender policy document. This development process consisted of highly consultative and participatory methodology and included extensive archival research and historical assessments of gender in the political and social culture of our country. Without a doubt, this gender policy document is extraordinarily pioneering and will be a model of assistance to other countries in the region striving for the same goals of gender equality and gender equity.

Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be taken to adjust historical and social disadvantages that prevent women and men from operating on a level playing field. The *National Gender Policy* embodies such a measure of adjustment. *Gender equity* leads to *gender equality*, which means that women and men enjoy the same status. *Gender equality* means that women and men have equal conditions for realizing their human rights and potential to contribute to the political, economic, social and cultural development at local, regional, and international levels.

The overall goal of the *National Gender Policy* is to promote gender equality and human development in the Cayman Islands. Gender equality is a development goal in itself, and the *National Gender Policy* is an integral part of the national development process and reinforces the overall development objectives of our country.

This policy seeks to improve gender awareness among policy makers, planners, implementers and the general public in order to achieve equity and equality for men and women, boys and girls. The ability to view issues from a gender perspective is imperative if policy makers, planners, administrators and society at large are to understand the underlying causes and find adequate long-term solutions for crucial national and global issues such as labour, trade, and migration problems.

As we continue our progress into the 21st century, this policy is intended to produce a partnership between our men and women, not a division. The production of the *National*

Gender Policy should and must be viewed as a positive undertaking, for our future depends on maintaining mutual respect between the women and men who raise our families, which are the foundations that continue to build our country.

Dr. the Hon. Frank McField, JP
Minster of Community Services, Youth, Sports and Gender Affairs

FORWARD FROM THE CHAIRPERSON OF THE NATIONAL GENDER POLICY'S RESEARCH & DEVELOPMENT TEAM

It is with great pleasure and a sense of achievement that we are able to provide you with the *National Policy on Gender Equity and Equality*. I take this opportunity to thank all of the members of the Research & Development Team (R&D Team), our external advisors Ms. Audrey Ingram Roberts and Dr. Patricia Mohammed, and all of the people of the Cayman Islands who assisted us with the development of this policy document. The R&D Team began work on the development of this document in June 2000, and this policy document is a culmination of many hours of research and dedication of the R & D Team over the past few years.

In addition to research and data collection, the policy development process included extensive gender training. This did not merely entail sensitization training, but training that built the capacity of the key stakeholders in the process so that they could meaningful participate in the formulation and ultimately in the implementation of the *National Gender Policy*.

The R & D Team was responsible for undertaking a process whereby the inequities in our society in relation to men and women could be identified and addressed. This obviously was no small task, and since we are the first in the region to develop such a policy document, we did not have a model to guide us. However, we realize the enormous benefits of creating such a document, and this drove our desire to complete a policy document that will improve awareness among policy makers, planners, implementers and the general public.

The *National Gender Policy* will assist Government in entrenching the concept that equal value is placed on the contributions of women and men in national development and will encourage both public and private sectors to consider the roles of women and men as equal partners in the development of the Cayman Islands. This document also aims to provide a gender-sensitive perspective to the aspirations of the *National Strategic Plan Vision 2008* by developing a policy that will reinforce Government's commitment to the principle of integrating gender into the mainstream of all development processes.

The Ministry responsible for Gender Affairs is committed to providing the necessary human and financial resources necessary to ensure the full implementation of this policy, and once implemented, this document will ultimately be a tool used to achieve gender equity and equality for the men, women, girls and boys of the Cayman Islands.

Carson K. Ebanks, MBE, JP
Permanent Secretary
Ministry of Community Services, Youth, Sports & Gender Affairs

PART A
THE POLICY FRAMEWORK AND
FORMULATION PROCESS

Section 1 - Principles, Vision and Aims

1.1 Introduction

This policy paper defines the commitment of the Government of The Cayman Islands to promote gender mainstreaming as a means of fostering more equitable distribution of resources and as a path to gender equality. The policy proposes a requisite framework for action, which will ensure equal access to women and men of all resources and opportunities within the Cayman Islands.

The Cayman Islands as an overseas territory of the United Kingdom seeks to address issues of equity through national initiatives such as policies on Culture, Sports, and Youth and in its National Strategic Plan Vision 2008 which sets out strategies for development.

The emphasis on gender is based on the recognition of “gender” as a development concept in identifying and understanding the social roles and relations of men and women of all ages, and how these roles and relationships impact on growth and change in a society. Further, the cross cutting nature of gender serves to highlight the interdependence of the spheres of production and reproduction, between paid and unpaid work, and provides a basis for the formulation of strategies in support of equitable human development.

The Cayman Islands is perceived to be a matrifocal society. Up to the late 1950’s, the apparent social and economic roles of men and women justified this perception. Some men were seafarers and many women stayed in the Cayman Islands to farm, sought limited employment in the government services, participated in the thatch industry and made the decisions in the homes and communities.

In actuality, men are the dominant players in economic and political decision making on a national scale. Women shoulder most reproductive, productive and community management responsibilities, many of which are not remunerated or reflected in national statistics.

1.2 Guiding Principles

The principles which underscore the National Gender Policy are:

- Ø The Gender Policy is an integral part of the national development process and reinforces the overall development objectives of the Cayman Islands.
- Ø People are the catalyst for sustainable development. Women's reproductive work is fundamental to, but unacknowledged as a primary basis of sustainable development because it is the work of providing for the physical and emotional needs of men and women, youth and children. Women's reproductive work enables a society to continuously meet the needs of both the present and the future.
- Ø The concept of gender implicitly embodies a culture which entails cooperation and interdependence between women and men.
- Ø Men must be actively involved with women as partners in crafting a new development strategy that creates opportunities for equality and alternatives to economic development approaches that foster violence, deterioration of the family unit and environmental destruction.
- Ø A gender perspective is necessary if policy makers, planners, administrators and society at large are to understand the underlying causes and find adequate long term solutions for crucial national and global issues such as labour, trade and migration problems.
- Ø The Policy emphasizes the need to apply gender analysis to all activities and programmes of government, and it encourages government to set the example of gender-sensitive analysis in planning and programming throughout the public and private sectors.

1.3 Concepts and Definitions

The Concept of Development

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

It should be borne in mind that, as a process, development can take many paths and that the path(s) to development is often determined by the availability of resources, real and perceived.

The Concept of Gender

In the 1980's the term gender entered the development debate. The focus on gender, instead of women, resulted from an understanding that women's problems in society are not primarily due to their biological differences from men, but rather to "gender" differences that are socially determined. The concept of gender refers to women's and men's socially determined characteristics, which are shaped by historical, economic, religious, ethnic and cultural factors. As a result of these, women and men have different experiences in life, different knowledge, perspectives and priorities. The term gender, instead of women in development (WID) is more than just a cosmetic change of name. It reflects a shift in focus from women and their exclusion from development initiatives, to an acknowledgement that women are central to change, and that development is often hampered by the inequality between women and men.

Definition of Gender in the Cayman Islands Context

A working definition of gender is the social meaning given to being female or male in the Cayman Islands. This includes roles, responsibilities, attributes and opportunities that distinguish women from men. These are time-bound and changeable. For example, formerly, men worked at sea and women "stayed" at home. Today, women and men work in the public sector and in industries such as Tourism or Finance. The word gender refers not to men and women but to the power relationship between them. For instance, men and women may not earn equally although they may be doing similar jobs.

Sex and Gender are not interchangeable terms. They do not mean the same. Sex identifies the biological differences between women and men. These are permanent. For example, only women become pregnant and only men have sperm.

Gender Equity is the process of being fair to women and men. To ensure fairness, measures must often be taken to adjust historical and social disadvantages that prevent women and men from operating on a level playing field. A gender policy may embody measures of adjustment. Equity leads to equality.

Gender Equality means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realizing their full human rights and potential to contribute to political, economic, social and cultural development, locally, nationally and internationally, and to benefit from the results. Sameness of

treatment and opportunity does not necessarily ensure equality because women and men differ in biological terms and in their social roles.

1.4 Policy Goal and Vision Statement

Gender equality is a development goal in itself.

The overall goal of this policy is to promote gender equality and sustainable human development in the Cayman Islands. It aims to strengthen Government's commitment to good governance and seeks to assist Government to ensure that equal value is placed on the contributions of women and men as partners in national development and the development of the society as a whole.

It aims to support efforts to improve awareness among policy makers, planners, implementers and the general public of the provisions of the Constitution and Legislation with a view to strengthening the capacity of these instruments to guarantee equality of status of women and men.

The Gender Policy embraces the aspirations of Cayman Island's National Strategic Plan Vision 2008. Vision 2008 strategies are viewed from a gender-sensitive perspective by the policy thereby reinforcing Government's commitment to the principle of integrating gender into the mainstream of all national development processes so as to achieve equity and equality for men and women, girls and boys.

1.5 Strategic Objectives of the Gender Policy

- i) To transform values held by individuals, groups and institutions that are gender insensitive into values that support of gender equality.
- ii) To influence the production of knowledge and information in support of gender equality.
- iii) To provide policy makers and other key actors involved with human development, reference guidelines for identifying and addressing gender concerns when taking development policy decisions.
- iv) To identify and establish an institutional framework with the mandate to initiate, coordinate, implement, monitor and evaluate national gender responsive development plans.
- v) To promote recognition and value of women's roles and contributions as agents of change and beneficiaries of the development process.

- vi) To promote where necessary, recognition and value of men's roles and contributions as agents of change and beneficiaries of the development process.
- vii) To transform material conditions to achieve economic, social and physical security of men and women.

1.6 Strategies to Achieve Policy Objectives

The policy objectives will be achieved through the mutually reinforcing strategies of *mainstreaming* and *agenda setting*. Mainstreaming implies that gender issues are addressed within the existing development strategies and priorities of the government and its internal and external development partners. Gender mainstreaming seeks to transform gender relations so that women and men negotiate as equals for *access to* and *control over* material and non-material resources.

The second aspect of the strategy, *agenda setting* implies a transformation of the existing development agenda with a gender perspective. *Agenda setting* seeks to ensure that the people of the Cayman Islands are at the centre of setting development agendas and hence such agendas truly serve their development.

These dual aspects of the strategy are mutually reinforcing. While mainstreaming seeks to close gender gaps, the agenda setting aspect recognizes that although this is imperative, it is not enough. Men also suffer from global and national political and economic inequalities. Like women, many men in a dependent society are excluded from decisions that impact on their lives.

The purpose of this strategy is to bring about the improvement of the social, legal/civic, political, economic and cultural conditions of the people of the Cayman Islands. Specifically the strategies related to:

- Ø Sensitization on gender issues at all levels.
- Ø Promoting a Gender and Development approach that is grounded in gender analysis of roles and social relations of women and men as well as power relations between women and men. Where appropriate, the Women in Development approach, which focuses on women, specifically, will also be applied.
- Ø Ensuring that the policy will be disseminated, communicated and implemented by all sections of the society.
- Ø Promoting public education and creating awareness of the responsibility of all stakeholders to address the specific gender concerns within their sector or jurisdiction. This should entail consultation with both men and women in recognition that neither gender concerns nor sector issues are static therefore

preparation to take action should always include assessment, consultation and public awareness.

- Ø Recognizing and promoting the multi-cultural nature of the Cayman Islands and in that context promote gender as heterogeneous by not dealing with women or with men as homogeneous groups.
- Ø Promoting women's economic empowerment as key to sustainable development.
- Ø Establishing gender responsive implementation, monitoring and evaluation mechanisms for development.
- Ø Advocating for gender equity at all levels.
- Ø Promoting gender-sensitive and gender inclusive language in legislation, government documents and educational material.

1.7 Institutional Framework

The National Policy on Gender will be pursued within the context of the stated mandate of the Ministry of Community Services, Youth, Sports, and Gender Affairs (CSYSGA).

The mandate of the Ministry is to promote a sustainable, high quality of community life and to keep pace with the level of economic development and changes in the Islands. It also ensures that each individual has the maximum opportunity to achieve his or her highest level of self-fulfillment and personal development, with regard to physical, social, moral and spiritual aspects of life.¹

Human development is enshrined in this mandate, which implies the requisite collaboration between this ministry and all the other ministries. Assurance of people-centered economic development implies cooperation in policy setting and planning with Finance and Economics in particular. Even as the Ministry seeks to address these implications of a social development mandate, it recognizes that a gender perspective is necessary to the effectiveness of its undertaking.

1.7.1 The Role of the National Machinery

As the National Machinery for Gender Affairs, the Ministry of CSYSGA is charged with the responsibility of spearheading and coordinating gender responsive development. In line with this responsibility, the Ministry undertook the process of formulating a national policy on gender equity and equality with the clear understanding that inequitable gender relations cannot be addressed by focussing on women in isolation. In fact, the policy formulation process highlighted the necessity of promoting gender equality as the means to improve women's condition and status.

Mandated to help women and men meet their practical needs and strategic interests, the National Machinery is required to help both genders to appreciate and address opportunities and constraints emanating from the local, national, regional and international contexts of their lives.

High level, multi-sectoral authority is required for the National Machinery to be effective at its collaboration and cooperation with other ministries, private and non-governmental agencies for gender responsive development.

A high level of authority will ensure that the National Machinery is able to stay on the cutting edge of human rights advancements and mainstreaming innovations in the international Gender and Development field and translate these developments into local and national contexts.

¹ Source: 2001 Annual Report and Official Handbook.

Adequate financial, human and technical resources must be available for the National Machinery to be effective at its role as catalyst, coordinator and facilitator of gender responsive development.

It is mandated to ensure that all policy formulation and reviews, action plans and other major national planning exercises apply a gender sensitive planning approach.

Identify and pursue key gender concerns and related needs e.g. legal rights as well as relevant options for addressing them such as law reform and literacy campaigns in collaboration with other actors. The National Machinery leads and cooperates with other actors in the promotion of gender equity and equality.

Provide technical assistance and support to other institutions, so as to build their capacity to identify, analyse and implement gender responsive programme interventions.

1.7.2 Roles of Other Institutions

This policy will promote gender equality through linkages intra-agency (within the Ministry of CSYSGA), inter-agency in government, and inter-institutionally between public, private and NGO sectors.

Institutions play vital roles in achieving gender equality. These actors include sectoral ministries, statutory bodies, community-based organizations (CBOs) and non-government organizations (NGOs), the Church and private sector organizations.

To achieve the goals of the National Gender Policy, all actors are responsible for taking action in their areas of mandate. Action should focus on but not be limited to the following:

- ∅ Adopting gender equality as an explicit goal of development and to that end, integrate gender issues into their policies and planning process.
- ∅ Formulating implementation strategies to ensure that gender issues and concerns are routinely addressed in all current and future activities.
- ∅ Ensuring that development programmes and projects adequately identify gender roles in order to address the specific gender needs arising from the multiple roles of women in reproduction, production and community management.
- ∅ Promoting gender equity among target groups by taking gender specific affirmative action on behalf of a disadvantaged gender in cases where systemic or structural inequalities exist.

- Ø Increasing awareness, knowledge and sensitivity among staff of all stakeholder institutions and other actors, about gender differences and imbalances and the need to redress the uneven situation.
- Ø In the case of CBOs and NGOs, giving feedback to and advising Government on gender concerns within their areas of operation.

Section 2 - The Consultation Process

The Cayman Islands National Policy on Gender Equity and Equality was formulated through an intense participatory and consultative process facilitated by the Ministry of Community Services, Youth, Sports and Gender Affairs.

The following three diagrams demonstrate a multi-layered process comprising different levels of consultations, which signaled the issues and policy choices.

Diagram 1: The Participants

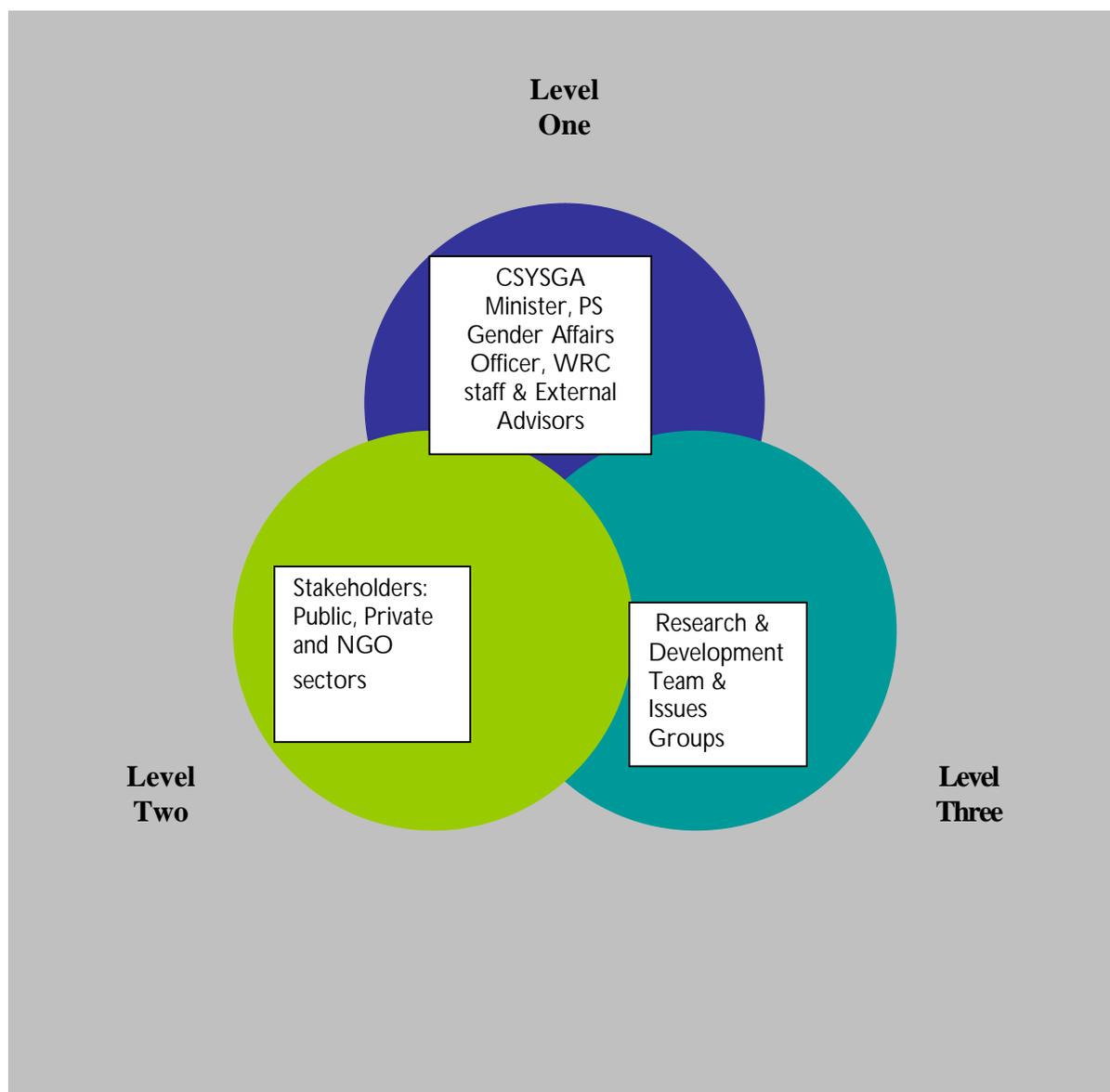


Diagram 2: Year One Achievements – Critical Stakeholders’ Workshop (CSW) June 2001 and Presentation to Executive Council, January 2002

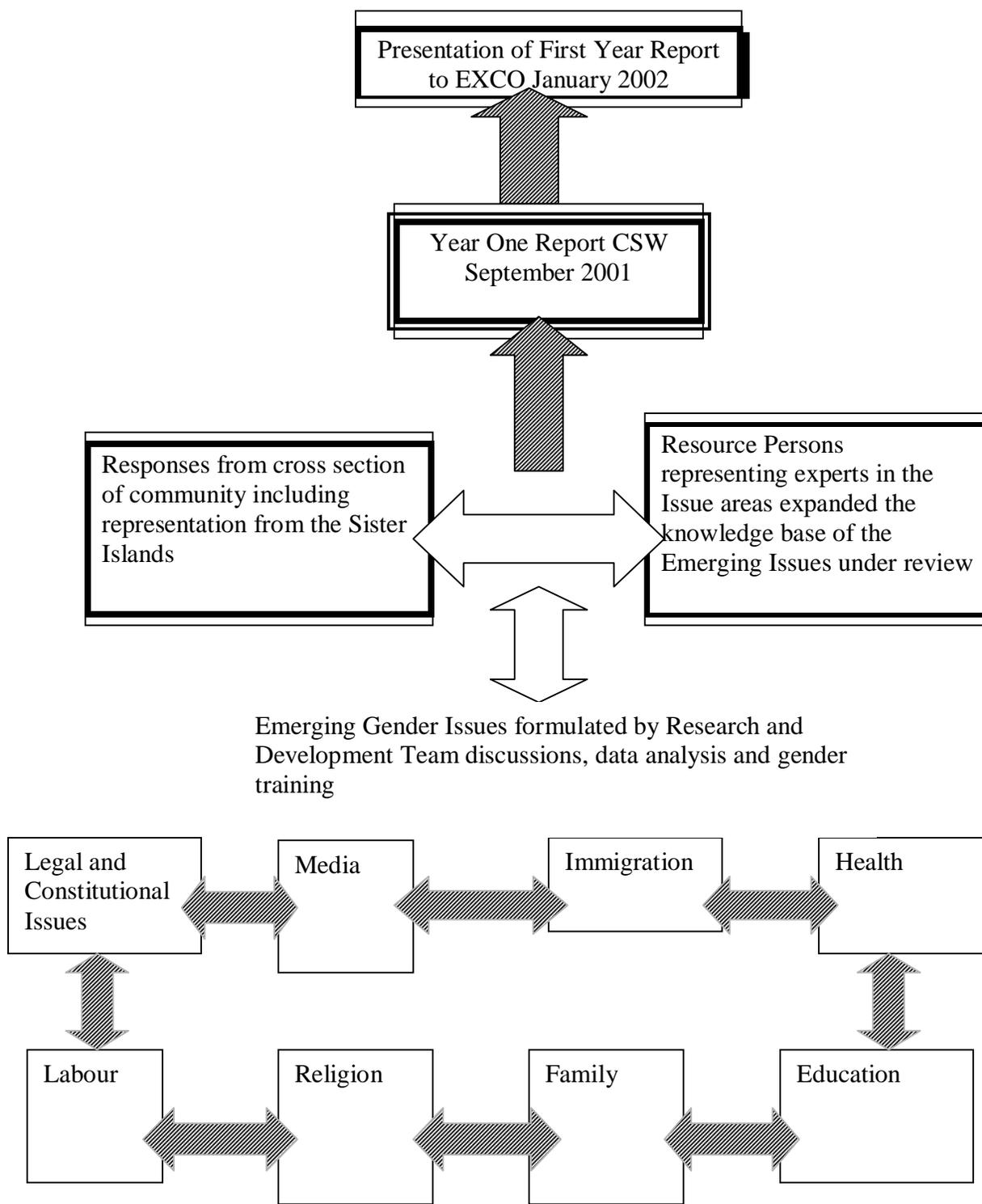
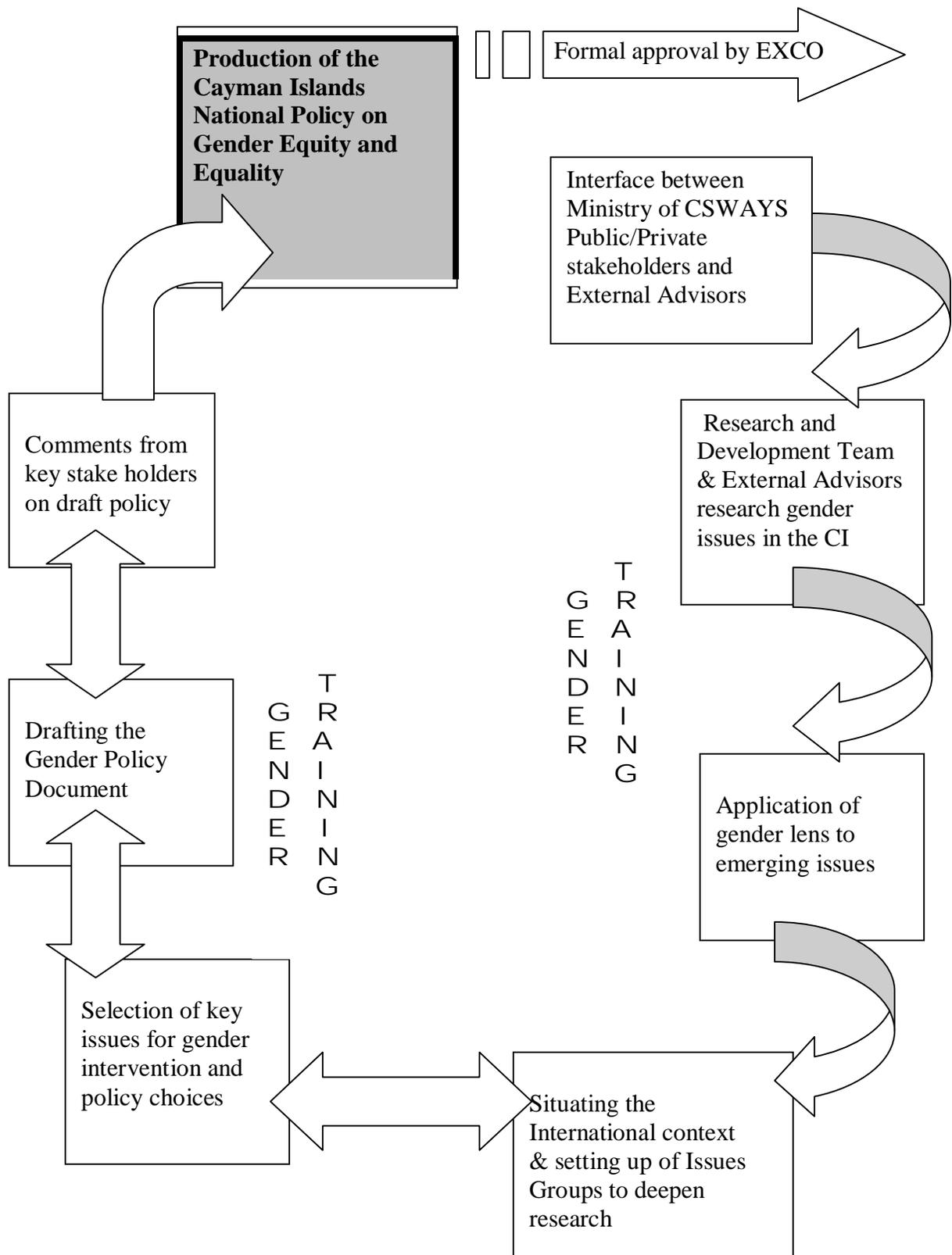


Diagram 3: Formulation of the Policy



PART B
THE LOCAL AND INTERNATIONAL
CLIMATE

Section 3 - The Enabling Environment

3.1 Historical antecedents of gender relations

The most popular account of the formative structure of *gender relations* in Caymanian society is that of a seafaring past of absentee men folk and domiciled resilient women. By *gender relations*, we are referring to:

- § the patterns of marriage and family
- § the traditions of courting and romance
- § the sexual relations between men and women and the quality and tensions in these relations
- § the sexual division of labour and occupations which men and women performed during each historical period of settlement and the way these have been negotiated between the sexes
- § the evolution of shared notions of masculinity and femininity deemed to be Caymanian
- § and the expectations of the roles which women and men in society have of each other

A history of gender relations in the Cayman Islands is not the history of warfare and conquest, but a history of settlement and family. On the basis of settlement and the growth of families a stable population emerges. Institutions begin to grow and adapt in ways which are specific to this society. While in the Cayman Islands this popular history of gender relations is an often repeated one, for the purposes of a gender policy, we need to examine the actual details of its past in terms of the sexual division of labour and the roles and responsibilities allocated to and carried out by men and women in the building of this society. We need to compare this to the contemporary system of gender relations to see if this system continued to evolve in similar ways or changed as the populations grew. A gender policy needs to be appreciative of the ways in which different groups in a society come into contact with each other, and how a culture and system of gender relations are being shaped over time.

Tradition and continuity shape how people think about most things. This is equally relevant in the case of gender, where it is felt that women should be like their mothers were and men should be like their fathers were in the “good old days”. Traditions gloss over real situational differences of the past. What we do know is that as men took on different roles outside of the country, women were increasingly called upon to perform roles, which historians and social analysts did not perceive as women’s work, but as extensions of their feminine duties and responsibilities.

To understand the present ways in which ideas about gender inform the lives of people in the Cayman Islands, we need to understand that the past is not always so tidy and clear-cut. Both women and men in society at one time accepted definitions of their occupations and the roles they performed in and out of the household. Change and growth require

changes in attitudes and practices. Therefore we are required to interpret the past differently in order to understand the valuable contributions that each sex brings at each era to the development of the society.

Earlier settlement recorded by Corbet's census of 1802, indicates that there were in the Cayman Islands 66 white families, 22 families of "people of colour", 545 African slaves and 6 freed Africans. Corbet also recorded 29 different family names at this time. The census of 1881 noted on the 'civil' condition of the total population of 3,066, that 2,188 were unmarried, 753 married, 195 widowed. The racial composition of the population had changed by 1891, with the total white population counted as 1602, the coloured population as 1705, the black population as 992, and a not stated category comprised of 23 amounting in all to 4,322 persons. Of the latter, 1903 were males and 2,419 were females. Of these, 1,111 were married, 165 widowed, and 3,106 listed as unmarried. Thus there is a continuous growth of a population and culture of marriage and settlement between peoples of different ethnic groups, as well as with foreigners who migrated into and helped to people the society. There was a gradual growth in the society based on marriages, family and population, property ownership, and the expansion of occupations.

The following table shows how the past is gender blind. At the end of the nineteenth century we see that women are generally cited in so called feminine occupations such as domestic servants and seamstresses. In addition, however, women were involved in farm work. They were running houses while men were absent, and earning a living as rope makers to supplement household incomes. Their roles as agricultural labourers or farm workers when men were absent were barely recorded.

Table 3A
Population Census of 1891, Cayman Islands Occupational categories by Sex

| Occupational categories | Male | Female |
|--------------------------------------|------------|------------|
| Professional | 16 | 12 |
| <i>Of which</i> | | |
| <i>Schoolmasters and governesses</i> | 7 | 7 |
| Domestic Servants | 9 | 31 |
| Commercial | 189 | - |
| Agricultural | 342 | 21 |
| <i>Of which</i> | | |
| <i>Fishermen</i> | 19 | - |
| <i>Farmers</i> | 28 | - |
| <i>Other</i> | 295 | - |
| Industrial | 88 | 173 |
| <i>Of which</i> | | |
| <i>Milliners & Seamstresses</i> | - | 83 |
| <i>Washerwomen and Laundresses</i> | - | 76 |

Source: Compendium of Historical Statistics, Government Statistics Office, 1992

Women were by and large more silent in the past and more reticent in their efforts to change the definition of themselves as primarily homemakers and nurturers of children.

They viewed their roles largely as adjunct to men in the society. It was not until the twentieth century in Cayman Islands that we begin to see as described in the following section changes in female attitudes and perceptions of their roles as more than just mothers and daughters. They see themselves as having earned the right to vote and to be counted as citizens.

3.2 Historical Initiatives for Gender Equity and Equality

3.2.1 Introduction

The year 1959 is an important one for women's rights in this society. Nicholas Sykes emphasised that 1959 signals "a more definitive year for Cayman Islands than 1962"² the latter being the year when Cayman Islands ceased being a dependent of Jamaica upon that country's independence from Great Britain and became directly a Dependency of the Crown of Great Britain. Sykes attributes the significance of 1959 not to the direct association with the British Crown but to the *end* of Dependency with Jamaica. Before the date of the new Jamaican constitution, July 4th, 1959, the Cayman Islands Constitution was provided for by the British in the Cayman Islands Act 1863 and by the Jamaican Constitution Order in Council 1944 which made Cayman Islands a dependency of the larger territory of Jamaica. In preparation for the independence of Jamaica, the 1958 Imperial Parliament enacted the Cayman Islands and Turks and Caicos Act. This act repealed that of 1863, but in doing so made provision for the new Constitution for the Cayman Islands created by Order in Council 13th May, 1959, one which came into effect on July 4th when Cayman was officially delinked from Jamaica. Nonetheless, the society still shared a Governor with Jamaica since only the post of Commissioner had been created. The Governor had veto over major external and international decisions which had to go to the Crown authority in Britain. Such adjustments in the dependency status of Cayman in relation to Jamaica just after the middle of the twentieth century, however, cleared the way for other transformations and possibilities for women and men in the society from that time onwards.

By 1959, elections to the legislature were to be by universal adult suffrage, in principle assuring all adult Caymanians the right to vote. Through the Order-in-Council, all British persons over aged 21 who had had residency for at least a year could vote. All Britishers who had lived in the islands for five years or more were eligible to stand for elections. For the first time in the history of this society, women were given the constitutional right to exercise the vote, *but there was a major stumbling block – in principle they had the right, but custom dictated they did not and they would not get social acceptance to exercise this right without a struggle.* In doing so, they came up, inevitably, against the social barriers and ideologies which were reinforced largely by men, who lose certain privileges when they begin to compete not only among themselves for power, but with women as well.

² Nicholas Sykes, *The Dependency Question: A Study of Church and State in the Cayman Islands*, The Ecclesiastical Corporation, Cayman Islands, 1996 p. 15

3. 2.2 The Early Twentieth Century

Caymanian Women Initiate Struggle for The Vote

This section focuses on the events and gains of the earlier twentieth century period of women's struggles for rights in the Cayman Islands and highlights the enabling environment for gender equity and equality which history demonstrates women were already engaged in.

On August 19, 1948, twenty women put their signature to a letter, which was delivered to the Commissioner, Government House, George Town, Grand Cayman. The letter contained the following message:

Sir:

We the undersigned, residents of the District of Georgetown (sic), having examined and obtained Legal advice on the Constitution of the Cayman Islands, find nothing therein which denies women the fundamental Human Right of taking part in deciding who shall govern us.

The women declared that it was their intention to exercise their constitutional right to vote according to their conscience in the Election of Vestrymen for the District of Georgetown carded for this day. Should they be denied this privilege by Officials in Charge of the Election, they would demand that the Government give them "*just reasons for making of no effect the laws it has sworn to uphold*".

In their approach to the Commissioner and Governor, the early pioneers in women's rights in Cayman Islands drew on existing legislation, which in principle granted equal privilege to both sexes. This legislation referred to as Act 111 of 1865, although consented to in 1865, appears to have been on the Statute Book from 1832. The law imposed "*a duty on the Magistrate, upon request of the Commissioner, to call the people together and to proceed to elect vestrymen*" but custom dictated that women were not considered as potential vestrymen. The collective people by custom were meant to apply to men only. In the election of 1942 "it was the custom of the islands that only male tax payers over eighteen years would vote or stand for election, and this exclusion of women from politics drastically reduced the size of the electorate" (Hannerz: 1974: 52)³.

Annie Huldah Bodden who was born in 1908, was already thirty four years of age in 1942. From the age of fifteen when she had completed schooling, she went to work for one of the two law agents of the territory. Her employer was a Justice of the Peace and a member of the Legislative Assembly. This expression of democracy that excluded educated women like Annie, did not seem unduly strange perhaps in a context where as Hannerz also mentions of the 1942 elections that only "five voters turned up to elect two

³ Ulf Hannerz, *Caymanian Politics: Structure and Style in a Changing Island Society*, Stockholm Studies in Social Anthropology, University of Stockholm, 1974

vestrymen” (Hannerz: 1974: 52). This act of 1832 Act of *calling the people together to elect vestrymen* had been in place for over a century before women made the first public challenge to its gender blind interpretation in their letter of 1948 by pointing to the salient fact that people was not exclusive of members of their sex.

The official records of the years following the submission of the women’s letter of 1948 show that very little had resulted from their demand on the existing Constitution. Michael Craton’s account of Caymanian history provides a useful insight into the methods that women used to bring attention to the issues that they needed raised in the public sphere. He writes “...Mrs E. Cook-Bodden signified her intention to stand for election. She buttonholed Commissioner A.M.Gerard and attempted to speak with Governor Sir Hugh Foot as to her right to do so. Commissioner Gerard privately wrote to the Governor that in his opinion women were not excluded from voting but that custom has always decreed that they did not. If this were changed, he believe, little would happen in practice. Few women would choose to stand, and those that did had a small chance for election”.

Mrs. Cook-Bodden herself (a British citizen married to a Caymanian) had little hope of standing for election, as she was not a Caymanian. She followed up her discussion with Commissioner Gerard more informally by approaching the wife of the Governor of Jamaica and the Cayman Islands on her visit to Jamaica, and asked her to speak to her husband Sir Hugh Foot on the question of whether she, Mrs. Cook-Bodden, would be allowed to stand for election and whether women would be allowed the vote. Sir Hugh Foot replied to Commissioner Gerard, that he did not think it was wise for him to actually see Mrs. Cook-Bodden while on her visit to Jamaica. He felt that the matter should be raised in the first instance with the Commissioner in the Cayman Islands. He explained further that legal advice should be sought on the matter. The Governor was in no way averse to agreeing to the request of the women once this was legally accepted, but his response was consistent with the dominant attitude of the time. “...if women wish to be nominated or receive voting papers they should not be refused. I agree with you that it is unlikely that even if the women did vote, they would make much difference in the early stages at least. Experience has shown that women’s votes do not differ very much from the men’s” (10th May, 1954). His consultations with the Jamaican Attorney General at the time revealed that the latter held similar views.

Correspondence from Acting Attorney General I.H. Cruchley to the Honourable Colonial Secretary (28th May, 1954) shows that the matter of women’s participation in public affairs was again raised with the Governor by other informal means, and this time the issue was followed up by the authorities with relative haste. Cruchley maintained “It would seem possible to argue that women in the Cayman Islands are not precluded either from standing for election or for voting in the elections”. The distance between the letter of the law and practice, nonetheless, was not an arbitrary one to be simply reinterpreted by the authorities in Cayman. Cruchley argued “*I am strongly inclined to the view, however, that women were not given the right to vote or to stand for election by the Act. ...I do not think it could have been contemplated by the legislators of that day that women should be permitted to exercise these rights. In fact they have not been permitted to exercise these rights up to the present day. At Common Law women were under certain*

disabilities and it would appear that they were debarred from voting or from holding public office. Furthermore as this is a matter which concerns the Legislature itself there should be no room for doubt and we should avoid any action which may be of doubtful legality or which may appear to be unconstitutional in the eyes of the community. Accordingly, I advise that women in the Cayman Islands are not entitled to stand for election or to vote in the elections and that the exercise of these rights requires an amendment to the Law. If it is decided the law should be amended the necessary Act should be passed and simultaneously a Sex Disqualification (Removal) Law should be enacted to enable women in the Dependency to exercise any public function and to hold public office. This step was taken in Jamaica in 1944 and in the Turks and Caicos Islands in 1950". Attorney Cruchley was clearly referring to amendments in the laws, such as the Interpretation Law (No 17 of 1943) which contained a provision that "words importing the masculine gender shall include females" This amending law signalled that by the 1940's it could not be taken for granted that the language of the law excluded women, even while social custom did.

With the shift in administrative status of the Cayman Islands in respect of Crown Government by 1959, in matters such as female adult suffrage, all acts or resolutions passed were considered valid on condition that copies were sent to Jamaica to be signed by the Governor. The Justices and Vestry of Cayman were empowered to continue making regulations for local government and administration of the islands and only in two respects were they subordinate to Jamaica: *first* that of court jurisdiction, and *second*, in the eyes of the British Crown the Cayman Islands were administratively bound to Jamaica, a situation which would continue until 1962. Thus its major laws and practices could only be amended with approval of the authorities in Jamaica.

Why Women's Votes Began to be Considered Important

While the early constitutional provisions for adult suffrage ostensibly allowed for the full public participation in elections and selection of vestry *men*, of those eligible to vote, very few men exercised this right (See Table 3B). Eligibility based on income earning power and wealth, as well as the customary practices of masculine power at the time, ensured that only male tax payers over eighteen years would vote or stand for election. A proportion of income earning men was also away at sea at the time of elections, and this, together with the exclusion of women from politics, had drastically reduced the size of the electorate and thus the voice of the majority. As is evident in the Table 3 B the female population invariably exceeded that of the male resident population in Cayman society.

Table 3 B
Distribution of Male and Female Population by District and Male Voter Range

| District | Dist.of Popn by sex at census date | | | | Voter range between 1930's and 1940's (Only male voters) |
|----------------|------------------------------------|-------|-------|-------|--|
| | 1911 | | 1934 | | |
| | M | F | M | F | |
| George Town | 627 | 819 | 539 | 782 | 48 - 171 |
| West Bay | 402 | 563 | 549 | 895 | 18 - 186 |
| Prospect | 122 | 224 | 143 | 282 | 8 - 21 |
| Bodden Town | 251 | 374 | 263 | 362 | 22 - 40 |
| East End | 210 | 313 | 181 | 256 | 16 - 41 |
| North Side | 101 | 122 | 149 | 191 | 5 - 20 |
| Sister Islands | 714 | 722 | 589 | 769 | 45 - 85 |
| Total | 2,427 | 3,137 | 2,472 | 3,537 | |

Source: Population Census Report, Colonial Secretary's Office, 1911.p. 88
 Ulf Hannerz, *Caymanian Politics*, (1974) p. 52

Although women's capability to hold public office had not been envisaged by men as a right, it was generally accepted that women had been functioning for many years in a public capacity. It is useful to view the roles of males and females in the early part of the century through the eyes of Samuel O. "Bertie" Ebanks. Bertie was born in 1909. He recalled that his maternal and paternal grandfathers were sea-faring men, who worked regularly at sea. They also kept plantation grounds at home "so that they could have their provision grounds when they came back or the family can enjoy it while they were away". These men were largely kind and considerate in character and regular churchgoers. Of his mother Bertie had this to say, "I know that she was a kind woman ... I know that one time she told us we must never neglect the poor, to help the poor in any way we could ...she was telling us everyday. She'd have some old woman come and sit down at that door her and talk and she'd give them something you know. ...she was a homemaker, ...she kept school one time to teach children that couldn't read, you see the family had an idea of education being very important to living, ...yes she sewed. She was a worker, she did sewing at home, and in the absence of my father to sea she would pay attention to the cultivation and so forth." (*Oral history collection: Cayman Archives*).

With a large proportion of men away at sea, the women who began to sign the petitions in 1948 must have had much to say about the well being of the society. They had had the day-to-day experience of dealing with its ongoing problems and therefore understood the needs of the populations.

The women who had begun the struggle for the vote and to hold public office in 1948 did not let the matter rest. Between March and April 1957, an identically worded petition signed by 358 women, some of who were also signatories of the first letter in 1948, was brought to the Legislative Assembly of Justices and Vestry. An excerpt from the letter follows here:

We, the undersigned women of Grand Cayman do beg your favourable consideration of this our petition. It appears to us that constitutional changes of the greatest moment are imminent throughout the British West Indies, and that such changes may be reflected in changes in the Cayman Islands.

We, your humble petitioners, do hereby pray that women should be permitted from henceforth to exercise the right of voting in elections, that they should be permitted to hold public office, and that in any new law or consolidation or codification of the law of the Constitution of the Cayman Islands, the rights of women, to vote and to hold public office, should be safeguarded, so that we be not regarded by you or by the world as less worthy than the women of other lands who have been accorded those rights.

Women representing the signatories of their constituencies in this petition were

| | |
|---------------|---|
| George Town - | Miss A. L. Henderson and 87 others |
| Crewe Road - | Signed by Miss Estelle Watler and 26 others |
| East End - | Signed by Mrs Marie Rankin and 46 others |
| Gun Bay - | Signed by Mrs. Dora Conolly and 20 others |
| Bodden Town - | Signed by Mrs. Francine Jackson and 52 others |
| West Bay - | Signed by Mrs. Ethel Farrington and 70 others |
| North Side - | Signed by Mrs. Ellery Miller and 50 others |

In response to this petition, the Colonial Secretary directed a copy of the Sex Disqualification Removal Law of Jamaica, Cap. 356 as well as corresponding ordinance enacted by the Turks and Caicos Islands, Cap. 25, to the Commissioner's Office of Cayman Islands, requesting that similar legislation may be considered in light of the terms of the convention. The Convention to which he referred to was that adopted by the General Assembly of the United Nations at its Seventh Session in 1952 regarding the political rights of women. The Convention had accepted uncritically that in accordance with the provisions of the Charter of the United Nations and of the Universal Declaration of Human Rights, women should be entitled to vote in all elections on equal terms with men, that they were eligible for election to all publicly elected bodies established by national law, on equal terms with men, and that they should be entitled to hold public office and to exercise public functions, established by national law, on equal terms with men, without any discrimination.

Ironically, in 1952 the United Kingdom Government was not able to accept the Convention because of its own non-admittance of women to the House of Lords. The Secretary of State could not forecast when that obstacle may be removed and pointed out that it also equally affected the territories for whose foreign relations Her Majesty's Government held responsibility. Thus the status of Cayman Islands as an adjunct of Jamaica - Jamaica itself then a dependency of the United Kingdom - still affected the capacity of Caymanian constitution to admit women to the vote and to elections.

However, the tide appears to have been turning slowly in favour of women as both members of the electorate and as potential candidates, despite the above stipulations of the law. In May 1958, some residents of George Town, which included primarily men,

nominated Mrs. R. D. Watler as a representative candidate for the district of George Town in the forthcoming elections in August 1958. There were still some hurdles to cross as seen in this response dated 5th June 1958 from the Commissioner:

Gentlemen (sic),

With reference to your nomination of Mrs. R. D. Watler as candidate for representative of the district of George Town, I have the honour to inform you that last year the terms of the Act to Regulate the Legislative Assembly of the Cayman Islands (Law 3 of 1865 which was originally passed in 1832) were referred for legal opinion on whether the Law allowed women to vote. The expression used in the law is "call the people together". The legal opinion given was to the following effect:-

- *A Law must be interpreted so far as possible according to the intention of the legislature which passed it.*
- *In 1832 it was an unheard-of thing in the English-speaking world for women to vote.*
- *In fact women did not vote then or subsequently.*
- *Taking (2) and (3) into consideration, it was held that it could not have been the intention of the legislature to give the women the vote.*

He advised the women that they were still not entitled to either stand for election, or to vote in the elections and that the exercise of these rights would require an amendment to the law. As a result he was unable to accept the nomination of Mrs. R. D. Watler, who incidentally was also one of the women whose signature appears in the early letter of 1948. The Commissioner noted that while no amending law had yet been passed, a new Constitution for Cayman Islands was now in preparation. One of the subjects included in this new document was the granting of universal adult suffrage. He was optimistic about a change in the situation within the year.

No further requests or protests appear from Mrs. E. Cook-Bodden. In the interval, Caymanian women were mobilized to demand political rights in other quarters. It must be recalled that during these years, a new Constitution was being drafted for the Cayman Islands. In light of the amendment already in place in Jamaica and Turks and Caicos Island that allowed women the vote and public office, the solution proposed for Cayman was similar. The existing laws needed an amendment of the Removal of Sex Disqualification. In addition the support of both the vestrymen who now served on the committees, as well the support of the public was needed to accommodate this more unrestricted role of women in shaping the society. A Select Committee of the Assembly comprised of male members T. W. Farrington, O.G. Hurlston, Logan Bodden, E. D. Merren, W. A. McLaughlin, H.M. Coe and O.L. Panton, was appointed to examine the matter. They returned their assessment by October 1958, informing the President and Members of the Legislative Assembly of Justices and Vestry that they had met at the Town Hall in George Town. They recommended that the "*prayer of the petitioners be granted*".

Thus from 1958, it was official that women of the Cayman Islands had won for the first time the democratic right to not only vote but to hold public office. The decision was passed in the Assembly on December 8th, 1958 and endorsed by Law 2 of 1959. It removed disqualifications on grounds of sex or marriage and ensured that neither sex nor marital status could be used to prevent any person from the exercise of public function, from being appointed to or holding civil or judicial office or post, from entering any civil profession or from being admitted to any incorporated society.

At the same time, the different and special condition of woman was made explicit in the law to the extent that the Judge or Stipendiary Magistrate was empowered to use his (*sic*) discretion to exempt a woman from service on a jury by reason of the nature of the evidence to be given or of the issues to be tried, or if they were unfit to attend for medical reasons. Exemption under such conditions did not apply to members of the male sex.

The Rise of Women in Public Office

From that time onwards, the participation of women in public office formally begins to appear in recorded documents. Under the new constitution, not only women would be able to vote and hold public office, but in addition “accordingly the ladies of Cayman being enfranchised must now pay the poll tax which was hitherto reserved exclusively for male citizens of those islands” (H. L. Da Costa, Actg. Solicitor General, July 1958). It was not all plain sailing. There were the usual delays and concerns before the formal passage of the law by consent of the Governor on 7th February 1959. On 16th September, 1958, a personal and confidential letter to His Excellency Sir Kenneth Blackburne (902/111-317), observed on the subject of the local attitude to female suffrage that “*The large group of independent men, whose money keeps the Islands going, is virtually disenfranchised by being at sea. Once the women are given the vote a very audible voice will be heard from this independent group, and the one who pays the piper will start calling the tune. Vested interest is worried... The influence of those who oppose universal suffrage is strong inside and outside the Assembly. Fortunately the number of those who favour universal suffrage includes some of the most influential speakers in the Assembly*”.

The rapid constitutional development in other islands in the Caribbean had made the old assembly of Justices and Vestry that was established in 1832 obsolete. (Hannerz, 1974: 65). In 1959, it was replaced by a new Legislative Assembly more in line with the forms of government in other overseas territories. The membership of the JP’s was abolished. From then on, the Assembly would have twelve elected members—three each from George Town and West Bay, two each from Bodden Town and the Sister Islands, one each from North Side and East End. The Commissioner’s title was changed to Administrator, the Executive Council was introduced and with the introduction of the new constitution, women’s rights of voting and candidacy were also formally instituted.

How such changes began to affect women in the Cayman Islands is seen in the career and later recognition of Mrs. Sybil McLaughlin, National Hero. These changes reinforced the way in which women were involved in and poised to move into public office long before these constitutional amendments. Born in Mobile, Alabama in August 1928, Sybil was the daughter of Master Mariner Charles Christopher Bush of South Sound and his wife

Lottie Verona Bush. When Captain Bush died in 1930, Lottie brought her young family home to Grand Cayman to their Bush grandparents. She left her daughters, two-year-old Sybil and her sister Elizabeth with their grandparents and returned to the USA with her infant son James. Sybil's childhood and young adulthood was shared between Grand Cayman and Nicaragua where her Aunt Ella lived. In Nicaragua, she obtained her education and skills in Spanish, typing and shorthand. At the invitation of Mr. Bertie Panton she joined the Cayman Islands Government in 1945 to work as a clerk/typist. There were other women also working in various capacities who provided role models to the young Sybil, among them Miss Frances Bodden J.P, was then Secretary to the Commissioner, and Miss Una Bush worked as the Manager of the Government Savings Bank. In 1958, Ms. Sybil was appointed Secretary to the Commissioner. In this post she took on the task of preparing the estimates for the Vestry and typed their minutes. This sparked her interest in the law, and in 1958 she began a correspondence course in Law with the University of Chicago, finishing this course in 1964. By the time the new constitution came into effect, with its removal of discrimination by sex, Sybil was well poised and experienced to take on more challenging responsibilities. She applied for and was appointed to the new post of Clerk of the Legislative Assembly and Executive Council, becoming the first *person* to hold this post in the Cayman Islands and the *first woman* to hold such a post in the British Commonwealth. She served in this position until her retirement in 1984, performing many other key functions and earning many other accolades. By the time of her retirement, Sybil had given thirty-nine years of her working life to public service.

After the new constitution and the clause disqualifying women from the vote or public office on groups of sex or marriage was removed in 1959, it was expected that more votes would be cast and more women themselves would become involved in the political process. The National Democratic Party supported this move and as one of its electoral strategies from 1961 onwards, they ensured that women candidates were sent up (Hannerz, 1974: 66). In the general elections that followed in 1962, the year which the Cayman Islands was no longer hitched administratively to Jamaica and became a direct dependency of the British Crown, the National Democratic Party and the Christian Democratic party became the first two political parties in the islands' history. Miss Mary Evelyn Wood, one of the candidates sent up by the National Democratic Party became the first female elected to the Legislative Assembly in 1962. Born on 11th November 1900, Mary Evelyn Wood was well respected as a dedicated nurse and mid-wife from Bodden Town, an active member and Elder of the Webster Memorial Presbyterian Church, and a Sunday School teacher. Evelyn Wood's signature appears in the Bodden Town petition to the Legislative Assembly in 1958. Miss Annie Huldah Bodden, Attorney at Law and Notary Public born April 21st 1908 became the first woman member of the Legislature when appointed for a three year term as a nominated member in 1961. She first stood for election in 1965. Estherleen L. Ebanks was elected as the Third Member for the Constituency of West Bay in 1976. She was born in 1946 in Cayman Brac, and worked in a number of stores before opening her own in 1972.

Once the doors of public office were opened to women, they continued walking into rooms which had before remained closed to them. Following a vote in the Legislative

Assembly in 1990, the Honourable Mrs. Sybil McLaughlin, MBE, JP by then more affectionately known as Miss Sybil, was unanimously chosen by members of the LA as the 1st person to be appointed to the historic position of Speaker of the House. She was honoured as the first female National Heroine of the Cayman Islands in 1996.

An interview in 1995 of four women in *The Cayman Executive* demonstrates the long way that women had come since 1959 in holding jobs in public office. The four women featured on the cover page held key positions in the Cayman Islands civil service: Mrs. Joy Basdeo and Ms. Andrea Bryan were Permanent Secretaries in the Ministries of Education and Planning, and Health, Drug Abuse Prevention and Rehabilitation, respectively, Mrs. Jenny Manderson was cited as having held the post of Permanent Secretary of Personnel, Secretary to the Public Service Commission, and at the time, the first woman to be appointed District Commissioner of Cayman Brac and Little Cayman. The youngest woman, Ms. Corinne Glasgow, was cited as the country's postmaster (*sic*) general. While the sex of the incumbents on these posts had changed, the titles of some of the posts reflected the past history of male authority in these public offices.

3.3 The Contemporary Setting

By the last decade of the twentieth century it was no longer remarkable or extraordinary for women to run for election to public office or to be appointed in senior positions in the civil service. While this trend was not unique to the Cayman Islands, it was certainly reflected positively in this society. In 1992, six candidates out of 40 who ran for public office were women. There were, nonetheless, still many challenges ahead simply to establish equity and equality between the sexes in Cayman society. A new generation of women, forming alliances with older ones who continued their involvement, began to make different demands on the society.

In 1995, we see two female members of the Legislative Assembly again voicing concerns about the status of women in the Cayman Islands society. Mrs. Edna M. Moyle, JP and Elected Member for North Side and Mrs. Berna L. Thompson Murphy, MBE and Third Elected Member for George Town, moved a Private Member's Motion 1/95, "*BE IT RESOLVED that Government give early consideration to the establishment of an office for Women's Affairs*".

While conceding that "women in the Cayman Islands have come a long way since given the right to vote in 1959", Mrs. Moyle made the case for an Office for Women's Affairs on many counts. In the past, she noted, women of Cayman had filled many positions in the society when men were out to sea and had historically played a very important and major role in the early development of the islands. The Cayman Islands prided itself on living in an enlightened society. She felt that this explained why women here had never been exposed to the blatant sexual discrimination that was often observed in lesser-developed countries. Not only did women hold public office in Government, they had also excelled in areas such as Education, had had access to good health programmes, and had done well in the Civil Service. Since the first two female Permanent Secretaries were appointed in 1988, women at present occupied nearly 50% of the permanent secretary

positions. In addition, discrimination against female officers in the General Orders was removed in 1993, making the conditions of service for female officers consistent with their male colleagues. Nonetheless, among the areas in which women's situation in Cayman was still undesirable, were the introduction of legislation to deal with abuses in the home and at work, the need for statistics to be kept on domestic violence, the establishment of a home for battered women, the examination of existing areas of discrimination in public office and in the civil service, and the promotion of programmes of awareness and education for women on their rights and privileges in the society.

The improvement of women's condition within the Cayman Islands occurring over the last few decades was consistent with an international tendency. The United Nations had adopted two declarations that spoke directly to women's issues, namely the Convention on the Elimination of all forms of Discrimination Against Women CEDAW (1979) and the Convention on the Elimination of Violence against Women. Despite this universal shift towards understanding the situation of women in each society through national and regional surveys, the Cayman Islands remained the only Dependent Territory not similarly involved and not included among the English-speaking Caribbean country presentations to the Forth World Conference of Women in Beijing that same year (1995). Mrs. Moyle explained that "*The Motion before this Honourable House today is being put forward to ensure that (Caymanian) women are given every opportunity to grow and contribute to their full potential ...as we enter the 21st century*".

While there was a general agreement that women in the Cayman Islands "enjoy more or less the same benefits as the men in most parts" and the popular opinion was that there was no discrimination against the female sex in society, the two female Legislative Assembly members observed that "thousands of women out there do not realise that they have rights in this country, have no where to turn to because the system does not advocate, does not provide an education and does not provide any help for those women who cannot help themselves or who find themselves intimidated or controlled by males in their lives".

They advocated for an Office for Women's Affairs to raise awareness and increased consciousness of the various aspects of women's issues and to highlight further needs in areas of legislation, health and safety. The *terms of reference* for such an Office would include the promotion of women's health and welfare, the creation of a legal framework favourable to women, and liaising with other women's groups. Such an office would co-ordinate efforts that aimed to improve the status of women in the society. A separate Women's Affairs office did not imply isolation or independent programmes, unrelated to other social or institutional initiatives. Rather, this office would work in partnership and co-operation and with the involvement of the various sectors of the Cayman Islands economy and society. This separation under a Ministry would allow a focal point for information, increasing education, and raising awareness in the Caymanian community to ensure that issues as they relate particularly to women were addressed. Mrs Moyle observed to the Assembly: "I am not saying that the men in the Cayman Islands do not have the problems of the women of the Cayman Islands at heart. But sometimes it takes a woman to put forward the things which affect women and they do it much better than the

man...” Mrs. Moyle and Mrs. Thompson Murphy assured the Assembly that the motion was “not being brought here by women liberators or feminists. We want this to be dealt with and carried out in a partnership with our males”.

The presentation of this motion raised comments, questions and some qualified support from several Assembly members present. The Honourable Second Official Member, Richard H. Coles pointed out that there was no automatic adoption of United Nations Conventions in dependent territories, and that the United Kingdom had to be advised in advance of signing the convention itself to enable it to be extended to its dependent territories. Such advice had not been transmitted in the case of the two conventions cited. It must be noted that this further justifies the case for an Office for Women’s Affairs in order to ensure timely reaction by the country to such documents in the future, or to make internal provisions when the country is limited by its dependency status in adopting international conventions.

Several other speakers responded including The First Elected Member for Bodden Town, Mr. Roy Bodden, The Second Elected Member for Cayman Brac and Little Cayman, Mr. Gilbert McLean, The Third Elected member for Bodden Town Mr. G. Haig Bodden, The Honourable Minister for Education and Aviation, Mr. Truman M. Bodden and The First Elected Member for Cayman Brac and Little Cayman, Capt. Mabry S. Kirkconnell, all endorsing the motion. So too did the Honourable Minister for Community Development, Sports, Youth Affairs and Culture, Mr. W. McKeeva Bush. He proposed to see that such an entity was developed under his Ministry, having a clearly defined mission statement and guidelines. The speakers were mindful, however, that some of the issues could not be resolved through increased legislation, particularly that pertaining to domestic violence. Nor could they be ameliorated, they argued, by examining the plight of women in isolation from those factors in society and family that affect or influence men. Mr. McLean observed: “If we are talking about a situation of having a Women’s desk that will be looking after women’s affairs, we need very clearly to understand that we have to attack, change or to amend the way it exists in the mind of both men and women in this community. I did not perceive in the presentation of the Motion that the idea behind it was to gain an upper hand to reverse the roles that I believe is presently skewed toward a greater dominance among men”.

The establishment of the Bureau or Desk for Women’s Affairs within a country has proven to be no guarantee for success, a point clarified by Mrs. Berna L. Thompson Murphy. Drawing from the experiences of other societies, and from the publication *Ladies In Limbo: The Fate of Women’s Bureaus* (Commonwealth Secretariat, London, 1980.) Mrs Thompson Murphy outlined some conditions under which such an office should be launched. She noted that lack of trained staff, funds, or political support to compete with other well established departments of Government, as well as the assignment of insensitive male administrators to head a Woman’s Desk, had proven to be disastrous in the experience of other Caribbean societies. She examined the objectives of six of the larger Bureaus and suggested eight priorities, which the establishment of a Women’s Office should focus on and attempt to accomplish. These were:

- § Data collection and Research
- § Participation in the formation of national plans
- § Co-ordination of programmes affecting women
- § Monitoring and Evaluation of ongoing and future plans to ensure that the interests of women were reflected, and the involvement of women as beneficiaries and participants was assured.
- § Documentation and public relations on policies.
- § The promotion of innovative pilot projects.
- § Guidance and advisory services.
- § Liaison with regional and international bodies.

Mrs. Edna Moyle emphasized again, for the benefit of the predominantly male members of the Assembly that the motion being placed before the House in no way sought to advantage women in the country, merely to seek equality with men as partners.

In February 1995, Private Members Motion 1/95 was passed unanimously by the Legislative Assembly for the establishment of an Office of Women's Affairs. The subject area of Women's Affairs was later added to the Ministry, which was then called Community Development, Sports, Women, Youth and Culture (CASWYC). The mandate of the Ministry was to address issues specific to women in society relating to their social, economic and general welfare. As a result of this policy's development and as a step towards embracing the concept of gender, the Ministry holding responsibility for Women's Affairs experienced a name change in 2003 under the direction of the Minister, Dr. the Honourable Frank McField. The name of the Ministry was changed to reflect its current title- Ministry of Community Services, Youth, Sports and Gender Affairs (CSYSGA).

Three and one half decades had passed since 1957 when 358 women had written a suppliant letter to the Commissioner, praying that they be permitted the right of voting in elections. While there were obviously still other areas in which full partnership had not been achieved, the climate had definitely shifted. We find by the end of the twentieth century men ready to support women in the spheres where injustices or abuse were still manifest. In addition, they were willing to work with women in these projects, and to recognize and acknowledge women's role alongside men in the rocky path of this society's continuing development.

3. 4 Strengthening the Enabling Environment

The Establishment of The Women's Resource Centre

In their steps towards establishing an Office of Women's Affairs, the Ministry of CASWYC secured an Administrative Officer for Women. It also selected a Steering Committee on Women's Affairs with representatives from public and private sector agencies. The Steering Committee was charged to make recommendations for operationalising the Office. At the first meeting on 31st October 1995, the Honourable Minister for CSWYSC, Mr. W. McKeever Bush, welcomed members and observers. The

Committee was comprised of only women, among them Mrs Lucille Seymour-Chairperson, Mrs. Deanna Look Loy, Deputy Chair, Ms. Marilyn Conolly, Secretary/Ministry representative and Ms. Christina Trumbach, Public Relations. Members included Mrs. Joy Basdeo, Ms. Corinne Glasgow, Ms. Julianna O'Connor, Mrs. Doris Lemay, Mrs. Sybil McLaughlin, Mrs. Deline Bodden, Mrs. Margely Vega, Ms. Andrea Bryan, Mrs. Jenny Manderson, Mrs. Louisa Welds-Hedburg, and Mrs. Marie Miller Swing. In attendance by invitation were non-members Mrs Edna Moyle and Mrs Berna Thompson Murphy, the two Legislative Assembly members who had moved the Private Members Motion. The Steering Committee was to have a short life and provide a sounding board for feeling out what the people of the Cayman Islands wanted in the establishment of an Office for Women's Affairs. The chair explained that the process as it developed should be guided by the democratic garnering of ideas and demands from the wider community, as well as built on the knowledge and experience gained from those societies in the Caribbean where Women's Bureaus or Desks had been in existence, some of them for over a decade.

On the recommendation of the Steering Committee, a consultancy was arranged from 4-8th March 1996 between The Government of Cayman Islands and Miss Magda Pollard, former Women's Affairs Officer of the Caricom Secretariat. Miss Pollard's brief was "to provide initial guidance and advice on the establishment of a focal point within the Government structure which would have overall responsibility for ensuring the greater participation of women in the development of their country". In her Report the Consultant underscored the care which must be taken "to make the public aware of the general and specific objectives of any programme for Gender, Women and Development, if only because there is generally a great deal of misconception about the goals of the movement. She observed that the idea of "Women's Lib" lingers on, and associates any struggle for women's rights with a movement, which is viewed as imported from North America and irrelevant to women in the Caribbean.

Pollard's report proposed a pragmatic approach of networking, and equitable partnership between Government and non-government organizations, to ensure that the national machinery is not under-resourced, emphasizing that "The strategy of mainstreaming is currently accepted as one of the most effective" (p. 6). The Report recommended that Government establish a National Commission on Women. This Commission should comprise not more than 10 eminent persons, representing disciplines/agencies of relevance to the movement and the national programme, should be semi-autonomous and lend a non-partisan character to the task of promoting gender equity at national level, and that the Office of Women's Affairs should be the Secretariat for the Commission.

The Commission was directed to:

- Make recommendations to the Minister re policy and programme directions;
- Conduct investigations into issues as they surface at national level;
- Promote actively a strong lobby for Gender, Women and Development thereby ensuring that these issues are on the national agenda.

In a Framework for Initial Programme Action, Miss Pollard recommended the establishment of a separate Ministry of Women's Affairs in the Government within which the National Commission on Women would serve as an Inter-ministry Committee. Among its other recommendations, the Report promoted the establishment of a Resource Centre, "to ensure that the public is well-informed on issues of concern to women through discussions and utilization of all forms of media". As an outcome of this consultancy and report, one of the key recommendations was put in place in November 1997. In this month, the Women's Resource Centre (WRC) was opened, staffed first on a part-time basis by a dedicated group of volunteers, and later filled full-time in December 1998 with one Programme Officer. In the absence of an Office of Women's Affairs, the Women's Resource Centre and the Liaison Officer in the Ministry of CSWAYS in charge of Women's Affairs have become the focal point from which both non-governmental and governmental activity is carried out. This Centre provides an interim measure through which some of the responsibilities to be undertaken by the Office of Women's Affairs or Ministry of Women's Affairs are being carried out to date.

Section 4 - The International Context

Introduction

As the contemporary manifestation of globalization deepens, the political and economic environments of the world are becoming increasingly interdependent and cooperative, internationally in order to realize goals such as global security and prosperity. It is becoming increasingly evident, however, that gender justice and equality is an imperative for lasting world peace and sustainable human development.

In recent years, global economic recession and stagnation and economic restructuring policies, which have not fully taken into consideration the ways in which women's lives are circumscribed, have seriously threatened progress on the central themes of the International Decade of Women, 1975-1985 – equality, development and peace.

Women are central figures in the world economy, making up 40 percent of the world's work force in agriculture, 25 percent in industry and 33 percent in services. In developing countries, women produce, process and market up to 80 percent of the food, run 70 percent of all micro-enterprises and produce at least 50 percent of the world's food. Despite being in the vanguard of economic development, women face discrimination in every area of life - in employment opportunity and pay and in political life where their presence in power and decision-making is low. As with women worldwide, they carry the heavier part of the burden of family responsibility. The UN Human Development Report 1994 highlighted that men generally fare better than women on almost every socio-economic indicator from education to wage rates and labour force participation.

The Nairobi Forward-Looking Strategies, 1985 to 2000 articulated approaches to overcome obstacles to the realization of the Decade's themes of equality, development and peace, and the sub themes of employment, health and education. It also promoted the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) as a tool to advance gender equality.

4.1 CEDAW - A Rights-Based Framework

The Convention on the Elimination of All Form of Discrimination Against Women (CEDAW) was designed as a standard-setting legal instrument for the actualization of the human rights of women in 1979. The CEDAW is unique in its mandate for the achievement of substantive equality for women. Substantive equality requires not only formal legal equality but also equality of results in real terms. This fact alone makes it a

most comprehensive tool in a rights-based framework aimed at dismantling obstacles to gender equality.

The CEDAW recognizes that discrimination is socially constructed and that laws, policies and practices can unintentionally have the effect of imposing further discrimination. In light of that recognition, the Convention sets the pace for a dynamic, proactive approach to women's advancement. Where once it was possible to declare that laws that did not overtly discriminate against women meant there was no discrimination against women, the CEDAW makes neutrality illegitimate. Positive actions are required of the State to promote and protect the rights of women.

The existence of a positive legal framework for women's rights does not automatically confer rights on women. It does, however, legitimize women's claims for rights and makes possible women's transformation from passive beneficiaries to active claimants.

The political will of governments is critical to the viability of the Convention. When women's human rights are included in a national constitution, they become part of a country's baseline for rights, protection and government obligations. Advocacy for the application of the norms of the Convention has to be linked to the international mandate of equality and non-discrimination at the ground level.

The impacts of globalization and the rise of fundamentalism make the need for universal minimum standards of human rights central to sustainable human development. In the absence of such rights, women are at the mercy of changing ideologies and shifting socio-economic and political contexts.

CEDAW and National Laws: The Case of Hong Kong

In the late 1980's, following the events in Beijing's Tiananmen Square and in anticipation of the 1997 transfer of Hong Kong from British to Chinese rule, human rights activism intensified in Hong Kong.

The 1991 Bill of Rights Ordinance, based on the International Covenant on Civil and Political Rights, failed to provide significant protection for women's human rights. The Coalition of Women's Organizations began lobbying for the ratification of CEDAW, the passage of anti-discrimination legislation, and the creation of a Women's Commission.

The Hong Kong Government was convinced through the advocacy of the Coalition to give its Agreement in Principle that the CEDAW should be extended to Hong Kong and its agreements to seek approval for the extension from the Chinese Government. Advocacy efforts also persuaded the Hong Kong Government that it had to pass a domestic sex discrimination law to respect the obligations it would be taking on under CEDAW. Powerful and comprehensive draft bills for this law came to the Legislative Council, which stated explicitly that the courts were to use the Convention when interpreting the law. The Government then introduced its own sex discrimination bill in order to pre-empt this proposal.

In 1995, it was the Government's bill, which ultimately passed into law although not in its original form. The Legislative Council sought to have it strengthened and the bills scope was broadened in several important ways. The prohibition against marital status discrimination was extended past employment and education (Article 1 of CEDAW does not restrict it to these areas). The concept of 'hostile environment' was added to the sexual harassment provision (CEDAW's General Recommendation 19). As well, the bill provided that special measure taken to ameliorate past discrimination would not be considered discriminatory (CEDAW Article 4).

These changes also met two very important criteria: (1) **congruence** - the legislation was congruent with the requirements of the Convention and (2) **preparedness** - the Government was in the position to meet its commitments the moment CEDAW was extended to Hong Kong.

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

The Forth World Conference on Women (FWCW) held in Beijing, China in 1995, successfully combined the many critical gender and development issues that the regional and international women's movement had been advocating in conferences leading up to the Beijing Conference. Issues such as Sustainable Livelihoods as pertains to small states in the Conferences on Small Islands Developing States (SIDS) held in Barbados and more globally in the Social Summit in Copenhagen; Reproductive Rights and Health and Male Responsibility in the International Conference on Population and Development (ICPD) in Cairo. Essentially, all these conferences and the work on the ground at country levels sought to address the obstacles for removal articulated in the Nairobi forward-Looking Strategies.

The Caribbean was particularly forceful in the Beijing Conference in ensuring that victories the region had helped to gain in the ICPD over Fundamentalists' positions to issues such as Migration and Women's Reproductive Rights and Health, among others, were not reversed. In fact, certain key programme areas framed in the Beijing Declaration and Platform for Action are due to aggressive negotiations by CARICOM in the Latin America and Caribbean (LAC) Delegation. For example, the definition of Poverty, as well as the scope of resource allocation required was expanded to include natural disasters in the SIDS context. This was very much influenced by the fact that during the FWCW, a hurricane in the Caribbean had done great damage especially to the island of Antigua.

The FWCW represents a significant point of awareness in the approach to gender and development action. The confluence of issues addressed by the conference resulted in proposed actions to be addressed by governments, private and NGO sectors. These proposed actions, best pursued in partnerships, imply programmatic shifts - from projects to policy formulation and implementation. Equally significant is the fact that they

reinforce the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

Gender Management Systems (GMS), The Commonwealth's strategy for gender mainstreaming, presented and approved by the FWCW, has been piloted in the Caribbean. It is an instrument designed to help countries mainstream gender into policies and programmes. Some countries in the Caribbean had already started in this direction, and more are attempting a paradigm shift towards gender policy formulation. Gender training a key feature of the GMS mainstreaming initiative is strongly endorsed by the Beijing Platform for Action (PfA).

Beijing Plus Five assessments of the Caribbean (UN, 2000) show that much work remains to be done in implementing the Platform for Action and the CARICOM plans of action. Nevertheless, a policy-directed approach is evident and growing. Research and training is central to this. Effects of these are indicated by increases in sensitivity and capacity for gender analysis in multi-sectoral planning in CARICOM countries.

4.3 Interrelationship of The International and Local Contexts

The Cayman Islands Policy on Gender Equity and Equality is a country initiative as well as an initiative to advance global gender equality. Viewed in its local context, it extends deeply rooted national quests for equity and equality into modernization processes befitting the 21st century. In its international context, the policy represents country level input to interlock the objectives of the Decade – equality, development and peace with the sub-themes of employment, health and education. This interlocking is vitally important to the global promotional qualities of policy initiatives.

Another feature of the policy which gives it relevance in the international arena is that in addition to the complementarity between the UN sub-themes and country themes, the policy addresses one of the main indicators of population displacement caused by economic restructuring policies- labour migration.

4.4 CEDAW: Its Local Relevance

Constitutional Modernization is a process, not an event. That process is ongoing in the Cayman Islands where a major issue for advancement relates to the Fundamental Rights and Freedoms of the Individual (Bill of Rights). The modernization process seeks to keep pace in this area with the international obligations to which Britain is subject such as the European Convention on Human Rights and the UN International Covenant on Civil and Political Rights.

Although the Report of the Constitutional Modernization Review Commissioners 2002, makes no reference to the Convention on the Elimination of All Forms of Discrimination Against Women, this omission in no way reduces the relevance of the CEDAW instrument to constitutional modernization processes.

The Cayman Islands being a British Overseas Territory and not a Sovereign State cannot itself ratify the Convention. The Government of the United Kingdom and Northern Ireland ratified the Convention on the 7th day of April 1986. The Cayman Islands, however, was not included in the list of its overseas territories in its instrument of ratification. The instrument of ratification can be extended to include any or all of the British Overseas Territories. The case of the Island of Hong Kong cited above provides a relevant model for the Cayman Islands. The Cayman Islands is advised to draw on the experience of Hong Kong in seeking extension of ratification of the CEDAW.

The Constitutional Modernization process will be strengthened by the notion of substantive equality embedded in the CEDAW articles. Substantive equality acknowledges the systemic and structural nature of inequality and that **both** freedom from discrimination **and** positive actions are required to arrive at equal outcomes.

PART C
ANALYSIS, POLICY AND
IMPLEMENTATION

Section 5 - A Demographic and Socio-Economic Profile of Gender in Cayman Islands

Introduction

The Cayman Islands, an overseas territory of the United Kingdom, consists of three islands Grand Cayman, Cayman Brac and Little Cayman. The islands are geographically part of the Cayman Ridge that extends westward from Cuba. They are situated in the western Caribbean approximately 150 miles south of Cuba, 180 miles north west of Jamaica, 480 miles south of Miami in the state of Florida, USA.

Grand Cayman, the largest of the three islands, is 22 miles long with an average width of 4 miles and a total area of 76 square miles, almost half of which is wetland. George Town and West Bay are the island's main communities with the heaviest tourist related development and industries. Of the smaller communities of North Side, East End and Bodden Town, the last is the fastest growing. Cayman Brac is approximately 89 miles northeast of Grand Cayman, 12 miles long with an average width of 1¼ miles, with a massive central limestone outcrop rising steadily along the length of the island up to 140 feet, called the Bluff. Little Cayman lies five miles west of Cayman Brac and is about ten miles long with an average width of just over a mile. In total the three islands, which comprise the Cayman Islands, have a land area of just over 100 square miles, some of which is inland water.

The total population of the Cayman Islands (including those listed offshore) at the 1999 Census stood at 39,410, a figure which increased by 55.4% since the last Census of 1989 when the total population was 25,355. Thus the growth of the population is estimated at 4.5 percent annually, with the highest registered rates in Grand Cayman, with Bodden Town exhibiting the highest growth and North Side the lowest. The average annual growth rate of George Town was 4.8% while that of Cayman Brac and Little Cayman, 2.8%. The 1989 Census assessment of the distribution of population by Districts noted that over 50% of the population now lives in George Town, while only 3.4 percent lived in North Side. Between 1979 and 1989, the population of Bodden Town grew by 113.4% bypassing the growth of George Town, with a percentage growth of 69.6%, a trend which persisted into the late 1990s.

Table 5A : Population Density Cayman Islands by area and Census Year

| Island | Area Sq. Miles | 1989 Population | 1989 Density | 1999 Population | 1999 Density |
|---------------|----------------|-----------------|--------------|-----------------|--------------|
| Grand Cayman | 76 | 23,881 | 314 | 39,410 | 519 |
| Cayman Brac | 15 | 1,441 | 96 | 1,822 | 121 |
| Little Cayman | 11 | 33 | 3 | 115 | 10 |
| Total | 102 | 25,355 | 249 | 41,317 | 405 |

Source: 1997 Cayman Islands Compendium of Statistics, Economics and Statistics Office, p. 86
2001, Cayman Islands Compendium of Statistics, Economics and Statistics Office, p. 84

The proportion of males to females in the population remained virtually unchanged between 1989 and 1999, females comprising 51% of the population and males 49% of the population. In 1989 there were 12,372 males and 12,983 females, rising in 1999 to 19,987 females and 19,033 males registered as residents on the island at the time of the census. At the last two censuses of population, it is useful to note the population distribution and density in the three islands of the society (Table 5A).

In establishing a demographic gender profile of the Cayman Islands for this document, we need to carefully observe selected components of population characteristics and trends that informed the making of this policy. These include the overall rate of population growth with reference to the total male and female population, the age and sex distribution of the population, the factors of birth, mortality and migration, all of which influence population growth and trends. In addition, key indicators of difference between the male and female population such as work activity (as separate from employment in the labour force) and income levels need to be considered.

5.1 Components of Population Growth and Natural Increase

Table 5B: Total Male and Female Population Growth 1891 to 1999, censal years

| Year of Census | Total Population | Male | Female | Annual % Rate of Increase |
|----------------|------------------|--------|--------|---------------------------|
| 1891 | 4,322 | 1,904 | 2,418 | - |
| 1911 | 5,564 | 2,427 | 3,137 | 0.3 |
| 1921 | 5,253 | 2,216 | 3,037 | 1.5 |
| 1931 | 6,009 | 2,472 | 3,537 | 1.2 |
| 1943 | 6,670 | 2,955 | 3,715 | 1.1 |
| 1960 | 8,511 | 3,974 | 4,537 | 1.6 |
| 1970 | 10,068 | 4,763 | 5,305 | 1.7 |
| 1979 | 16,677 | 8,113 | 8,564 | 5.8 |
| 1989 | 25,355 | 12,372 | 12,983 | 4.3 |
| 1999 | 39,020 | 19,033 | 19,987 | 4.5 |

Source: Compendium of Statistics, 2000

Most populations demonstrate an imbalance in the male and female distribution, with generally a higher number of females than males in the total population. This is due to a higher infant mortality rate for males than females, a lower life expectancy for males, as well as a higher migration rate for males. With regard to life expectancy rates in Cayman Islands, (i.e. the longevity of life one might expect at birth), in 1989 this statistic was 77.1 years for both sexes. The average age at death in 1994 and 1995 was 66 years for males and 76 years for females. In the 1989 census, 668 persons were aged 75 and over, and of these only 234 or 35% were men. There are different clinical conditions of health for males and females. As such a greater depletion of the aging male population compared to the female may be attributed to higher mortality due to crimes or occupational hazards of male dominated jobs such as construction or shipping. Some of this may also be due to the nature of external migration, a factor which must be closely examined in relation to the population of the Cayman Islands.

In the case of the Cayman Islands where some islands experience more outflows of younger people, there are differences to be noted and catered for between the islands themselves. For instance in 1999, Cayman Brac registered the highest proportion of elderly persons with 15% of the population being 65 years and over, while North Side, East End, Little Cayman and West Bay followed with 11, 10, 8 and 6 percent respectively.

It is clear as well that in the population group 0-14 males exceed females, and that this changes in all age groups. This is particularly noticeable, as indicated previously in the population over 75 years of age where the female figure almost doubles that of the male. In 1999, 2740 or 7% of the population were under the age of five and 19% or 7,598 were under age 15.

A gender policy must work with and anticipate the different needs of each sex during their lifetime. For example, populations require different health services at different age groupings. In addition there are obvious differences in requirement based on biology. If women have a longer expectancy of life, then health needs as these relate to the female population must take into account that a higher percentage of females out live males. Similarly, if we consider the distribution of total population by sex over a series of censal years, we must examine the needs of each of these age groups in respect of the productive and reproductive years of women and men, housing, schooling requirements, career opportunities and general well being of both sexes. In addition, we need to observe trends over several decades in order to effectively plan ahead. The potential value of each citizen or resident to the society depends on the extent to which policies can cater to capabilities and needs over their lifetime.

Table 5C: Population Distribution by Age Group and Sex for Selected Census Years 1979 - 1999

| Age Group | 1979 | | | 1989 | | | 1999 | | |
|-----------|-------------------------------|-------|--------|-------------------------------|--------|--------|-------------------------------|--------|--------|
| | Total & % of Total Population | Male | Female | Total & % of Total Population | Male | Female | Total & % of Total Population | Male | Female |
| All | 16,677 100 | 8,113 | 8,564 | 25,355 100 | 12,372 | 12,983 | 39,020 100 | 19,033 | 19,987 |
| 0-14 | 4,854 29.1 | 2,454 | 2,400 | 5,758 22.7 | 2,900 | 2,858 | 7,598 19.5 | 3,830 | 3,768 |
| 15-44 | 7,996 48.0 | 3,903 | 4,093 | 13,979 55.1 | 6,803 | 7,176 | 15-29 8706 22.3 | 4,218 | 4,488 |
| 45-59 | 2,188 13.1 | 1,073 | 1,115 | 3,331 13.1 | 1,667 | 1,664 | 30-49 15966 40.9 | 7,703 | 8,263 |
| 60-74 | 1,214 7.3 | 532 | 682 | 1,619 6.5 | 768 | 851 | 50-64 4486 11.5 | 2,268 | 2,218 |
| 75+ | 425 2.5 | 151 | 274 | 668 2.6 | 234 | 434 | 65+ 2195 5.6 | 980 | 1,215 |

Source: Cayman Islands 1989 and 1999 Census of Population Reports

Note: Not stated figures for 1999 were Male/34 and Female/35

5.2 Labour Force & The Care Economy

The working age population, aged 15 to 59 was a larger proportion of the population in 1989 than it was in 1979, rising from 61% to 68%. If this is examined only as an aggregate figure, it implies that this workforce is similarly available for the labour market. If we disaggregate this figure, we need to note that of the 61% of the total population in the workforce in 1979, 24.5 % are between 15-44 or of child bearing age and as customarily expected in society, also take the major responsibility for child rearing. By 1989 this statistic had increased to 28% in the context of a social environment in which women were increasingly entering and remaining in the labour market. The 1999 census reported that the proportion of employed males and females in the Labour Force was *almost evenly split*. There were 12,523 females (49%) as compared with 12,983 males (51%).

The measurement of the labour force within the census refers to those who are available for gainful employment. The 1999 census very progressively tabulates not only those in gainful employments but also those involved in household and caring tasks, the latter a valuable data set for a gender policy. The average time spent by residents of Cayman Islands over the age of 15 doing unpaid housework was 10.5 hours per week, with females reporting that they spent 13.5 hours, while males spent just over half of that time - 7.2 hours. The census report noted, "Residents of the Cayman Islands, 15 years and over, spent an average of 6.4 hours per week on unpaid child care. Females spent 8.9 hours and males 3.7 hours. Excluding those persons who did not spend any time on child care, the average time spent by persons delivering unpaid child care was 19.1 hours, with females spending 22.5 hours and males 13.7 hours". In addition, 4,864 or 15.5% of Caymanians reported that they had spent time caring for the elderly without pay. Females reported spending 5.7 hours per week with males 5.3 hours per week.

Table 5 D: Residents in the Labour force by main activity, age group and sex Census Year 1999

| Main Activity | 15-29 | | 30-49 | | 50-64 | | 65+ | | N. S. | | Total | |
|----------------------------|-------|-------|-------|-------|-------|-------|-----|-----|-------|----|--------|--------|
| | M | F | M | F | M | F | M | F | M | F | M | F |
| Self Employed ¹ | 87 | 17 | 354 | 112 | 207 | 84 | 67 | 27 | 1 | - | 716 | 240 |
| Self Employed ² | 61 | 11 | 530 | 173 | 305 | 97 | 67 | 18 | - | - | 963 | 299 |
| Employed | 3,136 | 3,337 | 6,407 | 6,981 | 1,457 | 1,378 | 260 | 209 | 19 | 16 | 11,279 | 11,921 |
| U.F.W | 8 | 11 | 11 | 34 | 4 | 12 | 1 | 6 | - | - | 24 | 63 |
| Seeking work | 178 | 227 | 167 | 198 | 36 | 34 | 8 | 3 | - | 1 | 389 | 463 |
| Available | 37 | 82 | 51 | 218 | 17 | 72 | 5 | 10 | - | - | 110 | 382 |
| Total | 3,507 | 3,685 | 7,520 | 7,716 | 2,026 | 1,677 | 408 | 273 | 20 | 17 | 13,481 | 13,368 |

Note: ¹ Self Employed not employing others

Source: 1999 Population Census Report, Cayman Islands

² Self Employed employing others

U.F.W. Unpaid Family Worker

N. S. Not Stated

The matter of time spent on housework, childcare, caring for the elderly and employment in the gainful labour market, is not a subject for contentious debate between the sexes in a gender policy. It is a factor which must be taken into account in determining policy pertaining to the different components of “work” whether paid or unpaid, in which men and women spend their lives. Given that Caymanian male resident is reported to have earned an average of CI\$ 36,584 per annum in 1998 and female residents to have earned an average of CI\$ 24,980 per annum, we need to consider the time spent on unpaid labour in housework, childcare and care of the elderly, in relation to income earned and to the proportion of either single females or males who head households in which they are the sole income earner.

5.3 Population Movements and Impacts

The population statistics of the Cayman Islands are noticeably disaggregated by citizenship status. The factor of migration both into and out of a relatively small society makes this issue particularly crucial in terms of planning and policy making as the presence or absence of a relatively small proportion of persons can impact, sometimes favourably, on the well being of the society. There is also movement in the island itself, both within districts in Grand Cayman and among the three islands, with depletions of younger populations particularly from Cayman Brac.

The Cayman Islands attract a large tourist flow and large number of annual visitors. This is important to consider both in terms of the relatively rapid increases which the society must absorb the social influence on the community and the people who serve as well as interact with a visitor population. Since 1970, this flow per annum has exceeded the entire population resident in the island. In 1970 the total resident population was 10,068, comprised of 4,763 males and 5,305 females. In 1970 the total new immigrants, visitors and in transit tourists, amounted to 25,528: 13,454 visited for non-vacation purposes, 446 were new immigrants and there were 13, 653 tourists and in transit arrivals. By 1979, there was a total population of 16,677 of both Caymanian and non-

Caymanians resident in the islands. 90 persons were recorded as new immigrants, 53,748 visited for non-vacation purposes and 46,849 were listed as tourists. By 1998, another source records 404,200 visitors by air for this year alone (*Annual Report and Official Handbook, 1998*).

The 1999 population census calculates that 53% of the resident population this year was Caymanian either through parentage, grants of status and naturalization. This figure had declined from 67% in 1989. Caymanian status is determined either by birth of one or both parents, or by granting of status through an application process to the Board of Immigration. The 1999 census showed that the number of Caymanians in the country grew at a modest rate of 1.9% per annum between 1989 and 1999, from 16,868 persons in 1989, to 20,491 in 1999. Over the same period, however, the census reports that the non-Caymanian population more than doubled, growing at 8.2 percent per annum. The number of non-Caymanians living in the Cayman Islands on Census day in 1999 was 18,529, up from 8,387 in 1989.

The immediate response by Caymanians to the growth of a non-Caymanian population is that this constitutes a gender problem as well as a burden on resources. While this is clearly a matter that requires attention, it must be recalled that this incoming population is not homogeneous. Females comprise a large proportion of the non-Caymanian population and are concentrated especially in the areas of Education, Health and Household Services, areas that are not high paying. They provide services that would not otherwise be carried out by the local population. The influx of a large female population attracted as a varied labour resource, has posed its challenges to the society, not the least in terms of gender relations. One legislative member is reported to have stated that “she intends to press for Immigration laws which provide for deportation of those expatriate women who brazenly refuse to stop interfering with stable Caymanian families: a situation which, she believes, has resulted in the recent “epidemic” of broken homes in the society” (Cayman Net News, July 19, 2000).

Table 5 E Number of Non-Caymanians employed by Industry, Sex and Average Annual Income

| Industry | Numbers employed | | Avg. Annual Income CI\$ | |
|-----------------------|------------------|--------------|-------------------------|---------------|
| | Male | Female | Male | Female |
| Communication | 47 | 32 | 59,885 | 39,038 |
| Finance and Insurance | 428 | 343 | 77,495 | 40,463 |
| Business Services | 507 | 564 | 49,645 | 30,431 |
| Public Administration | 322 | 216 | 49,645 | 39,431 |
| Education and Health | 272 | 749 | 40,552 | 28,015 |
| Personal Services | 347 | 327 | 28,304 | 23,187 |
| Private Households | 185 | 1908 | 14,249 | 11,347 |
| Other Not specified | 79 | 82 | 29,736 | 19,932 |
| All Industries | 6,230 | 6,060 | 31,863 | 21,085 |

Source: Table 33, *Population Census Report, 1999*

The changing demographic structure of societies including its births, deaths, migration movements and so on, cannot be fully anticipated for its future impact. What a gender

policy must concern itself with is the contemporary issues which the present and future population components indicate for attention.

5.4 Contemporary Socio-Economic Indicators

The last decade of the twentieth century brought new challenges for Caymanians. The economy and society experienced rapid economic growth through finance, insurance, banking and increased corporate registrations, massive expansion of tourism, coupled with increase in population through immigration. From the 39,020 population counted in the 1999 census, less than half or 15,554, were born to Caymanian parents.

From the eighties onwards, the society was also more exposed to the international media and television programming. In the early 1980s satellite dishes were first introduced to Cayman, reaching Cayman Brac in 1982, a first locally owned television station in 1991 and cable television in 1993.

The Cayman Islands became progressively a society that attracted more and more tourist visitors from the decade of the sixties onwards. The islands have enjoyed the visits of ships, and in the early sixties when these visits were fewer, the islanders warmly welcomed the visitors. By 1995 this was no longer a novelty but a part of the necessary tourist industry, with the island receiving its millionth cruise ship visitor in this year. In 1998, it was reported that over 850,000 persons came ashore from the cruise ships. Air arrivals alone in 1997 contributed over US\$490 million to the Cayman Islands economy, compared to the CI\$203 million in 1995. Thus, not only was there growth in industries, but in the incomes, and expenditure patterns, and expectations of life for persons in the Cayman Islands.

In the financial industry there has also been incrementally improving developments between the mid 1970's and 1998. The total company registration, both local and foreign, shows a steady increase each year, from 6,618 in 1975 to 18,347 in 1985, 33,982 in 1995, and in 1998 this figure was 45,169. The number of Banks and Trust companies operating in the island rose from 546 in 1990 to 584 in 1998 while the number of offshore Insurance licences rose from 367 in 1991 to 473 in 1998.

Consequent with such changes in the economy and global influences on the Cayman Islands in the private sector, there have also been expansive interventions in the public sector. In this respect in 1998 the Government undertook several modernization initiatives, opening its Information Technology Strategy Unit in January charged with leading the modernization of the financial management system and introduced the National Health Insurance Law which made it mandatory for all employed persons to be covered by health insurance. The latter law applied equally to Caymanian and permanently resident workers to be part of a health insurance scheme immediately upon gaining employment. The health services including insurance, primary health care and drug abuse and rehabilitation was one of the key initiatives that the government spearheaded to improve the lives and conditions of Caymanian citizens and residents.

While this demonstrates sensitivity to development, these initiatives may be enhanced with gender awareness.

By 1995, the Government, recognising the pressures exerted by accelerated development within the society, spearheaded research into the status and welfare of the Caymanian family and community through the Ministry responsible for social welfare. From an extensive survey carried out by Dr. Eleanor Wint, 25 recommendations were made which in summary addressed the following:

- § the need for recreational and development activities for youth
- § developing family and parenting skills in the communities and schools
- § provision of employment opportunities and other economic support
- § reintegration of extended or dysfunctional families, and
- § limiting real estate development

This study identified major problems that had begun to affect both communities and individuals in the context of growth and change of society. Some of these areas cited by Dr. Wint have been directly addressed in the Youth Policy.

In the process of change in the Cayman Islands we have noted from our own surveys of the statistics, literature, interviews and from various institutions that in respect of gender relations the following are directly affected:

- § the divisions of labour within the family and household
- § the impact of immigration of non-Caymanian males and females on the local ideas of gender and sexuality
- § hiring practices of private and public firms and the equitable treatment of male and female employees
- § health provisions for male and females both in the workplace and within the home
- § understanding the shifts which must take place in curriculum choices in education to offer equal opportunities to both sexes
- § an acceptance of different religious belief systems and understanding of differences and growth even of religious thoughts and ideas
- § a constitutional and legislative framework which incorporates the progressive ideas which people now hold of their identities, roles and rights and the obligations of the state in respect of these rights

Although a gender policy attempts to disaggregate sectors through which various issues are selectively related, in actuality the issues which pertain to gender relations are combined and interrelated. In order to formulate the gender policy as outlined in the following section, we examined both the sector specific issues as well as the cross cutting issues which gender analysis calls into question. To do this we drew on quantitative data from statistical, government and non-government agencies and institutions, and combined this with a consultative process. Through consultation with local experts in various fields, we gained a thorough qualitative assessment of the situation of women in

relation to men and the actual problems which women and men encountered in the homes, workplaces, social spaces and institutions of the society.

Section 6 – The Cayman Island National Gender Policy on Equity and Equality

The Family, Household, Housing, Immigration, Labour, Health, Education, Religion and Constitutional and Legislative Framework constitute the central focus of this policy. Gender cross cuts all the issues and brings into sharp focus the links between issues and between policies formulated to address the issues.

These nine issues have emerged as priorities. Two issues, the Household and Housing, are analysed within the context of the overarching issue of the Family. They are, however, viewed as deserving of distinct treatment in the formulation of policies. They address crucial sectors which impact considerably on gender relations within the private spheres of life.

The nine priorities contain great potential for gender-based transformations and have bearing on gender equality in other sectors. These priorities represent strategic choices appropriate for channeling efforts and resources effectively and for gaining the requisite impact on the ground.

This manageable number of priorities will enable the National Machinery to optimize policy implementation, while reinforcing its strategic responsibility for gender-sensitive policy dialogue and advocacy within the public, private and NGO sectors. In addition, the visibility of the National Machinery in key regional and international fora will be enhanced thereby increasing support from the regional and international community in addressing these issues.

6.1 The Family

The Family provides the starting point to analyse, with a gender perspective, issues to be addressed by the gender policy. As a social unit based on kinship, marriage and parenthood and as a policy area, the family also brings into sharp focus its inseparability from the Household. R.T Smith expresses the consensus of many writers that:

The main functioning family unit in the Caribbean is a household group which is composed of people occupying a single dwelling and sharing a common food supply. In many instances, this group contains no conjugal pair.

Solien (1971) defines family in this way:

A group of people bound together by that complex set of relationships known as kinship ties, between at least two of whom there exists a conjugal relationship.

The family has however not maintained a static composition or definition and is constantly adapting to the changing occupational demands on both women and men. In the Caribbean, one of the primary factors affecting the family is that of migration. Merle Hodge (2002) defines the family as:

...an organization of people that provides for its member's material needs (food, clothing and shelter), and their emotional needs (approval, acceptance, solidarity and warmth), and socializes the young. There are different kinds of groupings that perform the functions of the family. In the Caribbean, the term "family" could refer to one, or to all, of three organizations: a sexual union and its offspring; a household; or a network not confined to any one household.

Indeed, the varied definitions of the family demonstrate that concerns emanating from the other eight policy issues are strongly reflected in the Family. One of the issues impacting the family is the extent to which the concept and structure of Family has changed in Caymanian society. Traditionally, the family was perceived to be the cohesive force behind the stability of Cayman communities and society, generally. This is far less the case now as, in the process of modernization, individualism is replacing the family and its extensions to community. The Family Study carried out by Eleanor Wint in 1995 identifies several indicators of change in the society, which impacts the family. Wint observed for instance that "divorces filed have made a dramatic increase from 121 in 1992 to 164 in 1993. Marriage rates remained high through 1989 and then started dropping steadily up to 1993 (Wint p. 21-22, Vol 1).

The policy upholds the family as the main institution of socialization representing the smallest unit of compensation and security in the society. The policy recognizes that social reproduction processes i.e. the care of children, the elderly and all members of the household well and sick, are carried out by women. These processes are as valuable to society as is expanding productive employment. It is in fact women's management of reproductive work that makes productive work possible.

It is in this light that the policy advocates for the development of a gender-sensitive family code and for the creation of a Family Wellness Agency which will give equal support to men and women in accordance with their needs. Among its programmes will be services targeting the emotional well being of men. A Male Support Officer strategically located will be able to assist with programming. This policy supports Vision 2008: Strategy 4, Action Plan 1, by advocating for a National Parenting Skills Programme which will strengthen parenting skills where they now exist and enable young parents especially to gain skills in effective parenting.

This policy denounces all forms of violence in the family and views its manifestation as a form of family pathology that is an integral part of violence within the wider community. The continued support of victims of abuse, along with rehabilitative services for perpetrators in and out of prison, is upheld by this policy.

This policy advocates for stronger emphasis to be placed on the problem of incest by raising public awareness of the issue. In addition, this policy deems it mandatory for all

relevant agencies and individuals dealing with domestic abuse and related matters to receive sensitivity training with a gender perspective.

Mindful of the findings of the Committee of Inquiry into the Causes of Social Breakdown and Violence Among Youth in the Cayman Islands, the policy seeks to reinforce the recommendations emanating from the Inquiry with a gender-perspective. Specifically the recommendation that calls on employers and the Corporate Citizenry to exercise greater social responsibility by supporting the Family through a number of provisions aimed at strengthening the bond between working parents, working mothers and their children and at ensuring family-friendly workplace environments (i.e. breast pumping breaks/facilities, paternity leave, on-site daycare/afterschool programmes).

Specifically also, the recommendation to ratify existing legislation to introduce mandatory parenting classes and to ensure that all child care establishments are properly monitored and staffed with quality childcare providers, is underscored by the policy.

Summary Policy Objectives re the Family

- ◆ To heighten awareness among policy makers of the impact of macro-economic development policies and plans on the family.
- ◆ To ensure the formulation of gender-responsive, family supportive macro-economic policies and implementation practices.
- ◆ To promote the critical and indispensable role of the family as the primary socialization agent of the child and to that end promote healthy self-concepts, gender relations and interpersonal relationships.
- ◆ To support the development of the family as an institution of equality by advocating that men and women share the responsibilities of care-taking family members and for more equal access and control over material and non-material resources within the family.
- ◆ To advocate for a gender sensitive Family Code which addresses *inter alia*, issues of parental rights and responsibilities, the role of government in relation to the family and the roles of the family in Cayman Islands society.
- ◆ To advocate for a Family Wellness Centre with strong preventive, educative and treatment dimensions of service.
- ◆ To advocate for the creation of a Male Support Officer to assist with programming.
- ◆ To advocate for an Effective Parenting Skills Programme to prepare parents for their role.
- ◆ To support the development of Health and Family Life Programming in schools using modalities which organically link the family with other stakeholders – community, church *inter alia*.
- ◆ To support ongoing efforts in addressing domestic violence and sexual abuse and enable all stakeholders and actors to apply a gender perspective to the problems and resolution of domestic violence and sexual abuse.
- ◆ To advocate for the amendments to laws so as to allow easier access to restraining orders.
- ◆ To amend the Child Laws so rights of youths for greater protection are assured.

- ◆ To support the Youth and Sports Policies in efforts to provide youths with positive choices and alternatives to negative high risk behaviours aimed to reduce drug and alcohol use and abuse and teenage pregnancy.

It should be noted that during the process of formulating the gender policy, the National Machinery in collaboration with NGOs undertook the establishment of The Cayman Islands Crisis Centre that will operate from the 'Long' Celia Memorial House and provide temporary shelter for battered women and their children. It is to be officially opened in early 2003.

6.2 The Household

The Family Study provides a basis for gender analysis. When applied to approaches proposed in that study, we can observe that the demographics of households in the Cayman Islands have changed. The number of households in the Cayman Islands increased to 14,907 in the 1999 Census from a total of 8,115 in 1989. The average household size in the Cayman Islands declined from 3.1 in the 1989 Census to 2.6 in 1999. Formerly, childbearing and rearing co-existed easily with older systems of farm and home production of goods and services. Children were viewed not as a burden to the household but as new members of the household who would one day participate in its subsistence activities. This is no longer the case. Perhaps the way to view the changes that have taken place at the household level, is to view them as changes in development of the society itself.

In the Cayman Islands, accelerated economic development from the sixties brought economic prosperity, to some if not to all. Men, as well as women, work away from the home in the public sector, commerce or industry today, with more women participating in the paid productive labour force than at any other time. However, this increased demand for women's time in the labour market has neither been accompanied by a compatible increase in male responsibility for household tasks such as child-care, nor by provisions in on-site day care by the corporate sector.

These employment changes have transformed relationships between spouses and between members of households. Households in the Cayman Islands, especially those in Grand Cayman, are increasingly dependent on immigrant domestic workers to function in terms of care that must be dispensed within the household. This intervention of domestic help has in and of itself changed the demographics of households and altered relations between women and men.

The household as a residential unit is the site for domestic activities such as food preparation, cleaning and family entertainment. However, the socialization of the young and cultural transmission, hitherto responsibilities undertaken by the family as a social unit has in large measure passed inadvertently to the domestic helper in the home.

The policy asserts that if women's economic contribution to society and ability to provide goods and services for her household are of value, then this must be recognized through public education that reverses ideologies of gender inequality. Further, the value of women's economic contributions must be enhanced by support services provided by the public and private sectors and by gender –responsive Immigration policies.

The policy recognizes that in order to ensure a higher health and educational level for the next generation – to raise capital endowment – greater focus must be given to women's relationship to household resources.

This policy does not support assumptions (a) that domestic helpers are responsible for poor socialization of children or (b) that a minimum wage standard will address the fluctuations in wages paid to household helpers. Rather, the policy strongly advocates an appreciation for women's and men's access to and control over resources at the household level so as to determine who contributes what to the overall household budget, and who decides the amount of financial resources to be spent on matters like domestic help.

In this connection, the policy declares that equal consideration needs to be given to *household decision-making*, *household behaviour* and *household utility* by policy makers as is given to corporate decision-making, organizational behaviour and functions. Not only is this key in making policy linkages between the micro and macro levels of economic activity, but it will bring to the surface gender inequities in resources management and control at the household level, especially that of the female headed household. Additionally, it will raise awareness and recognition that all members of the household, including the domestic helper, contribute to the welfare of the household unit and to the wider society.

Summary of Policy Objectives re the Household

- ◆ To enable gender responsive policies regarding the household as a residential unit.
- ◆ To recognize that as a residential unit, the household in the Cayman Islands often includes vulnerable groups such as children, older people, female headed households, the landless and people with disabilities among others.
- ◆ To promote closer links between micro and macro-economics in development planning by underscoring the value of women's economic contribution to society and to the welfare of her household.
- ◆ To advocate that policies aimed to address needs at the household level are based on data on decision-making regarding the allocation of resources within households, and on data on access and control over resources by women and men, including that by men who may live in other households.
- ◆ To advocate that policies to address immigrant domestic workers are based on gender disaggregated household surveys as on Immigration Laws.

6.3 Housing

Housing is a major problem facing the family. The lack of low-income housing is a primary dilemma facing many single mothers who cannot afford housing and who must compete with unskilled expatriate labour for available housing. High construction and mortgage costs also make adequate housing prohibitive. Some victims of domestic violence have to seek financial assistance for accommodation.

The 1999 Census reported that rental properties accounted for 49 % (7,265) of the total number of households on the islands. A further 6% were provided “rent free”, 22% (3,280) were owned outright and 23% (3,3383) owned with a mortgage. Thus nearly one half of the population depends on rented property. Of the 15,108 persons who lived in rented accommodation in 1999, 21 % were Caymanian. Many are unable to afford decent housing due to the high cost of construction or mortgage schemes.

Overcrowding results in a lack of privacy for household members and in limited space for the family to partake in recreational and other activities. As a result, many youths congregate in areas outside of the home in an attempt to claim their own space. They lack supervision and are more likely than not to engage in antisocial behaviours. Some parents report avoiding the home for the same reasons, thereby increasing their children’s neglect and exposure to negative influences including drugs, sexual abuse by strangers and family incest. In situations where the Department of Social Services have pinpointed “housing” as key factor in aggravating family situations, including those which have led to domestic violence, the high cost of housing or relocating the abused has ensured that the problem remains unaddressed.

In housing situations where the physical structure itself is substandard, occupants are more susceptible to health hazards and accidents. Costs to occupants and to the healthcare system are incurred.

Domestic workers who provide care to Caymanian families live in substandard housing conditions due to inadequate affordable housing and to financial constraints. Some immigrant workers have addressed the problem by living as groups and sharing the cost of rent and utilities. The majority, however, are at the mercy of property owners who capitalize on their dilemma by constructing marginally habitable structures for workers to rent. This impacts the quality of life of the individual who in turn compromises on the level of service they will provide at the household level. In this cycle, it is primarily children and other vulnerable household members who are adversely affected.

It is noteworthy that during the process of formulating the Gender Policy, Government undertook feasibility studies towards establishing an affordable housing scheme. This policy endorses attempts by the Ministry of Community Services to respond to the crisis of inadequate low-income housing. It advocates the need to institute regulatory controls on rent so as to ensure the availability of affordable and proper rentals. A standard housing code and guaranteed mortgage scheme must be devised.

The gender policy as it applies to housing urges the targeting of female single headed households as a priority category for housing especially in Bodden Town - the largest growing community in Cayman, in George Town and surrounding urban vicinities in Grand Cayman. In promoting this target, the policy further urges policy makers to make every effort to ensure the participation of female household heads in all aspects of housing development.

Summary Policy Objectives re Housing

- ◆ To promote a gender-responsive approach to formulation and implementation of sustainable housing policies and programmes.
- ◆ To ensure that equity between men and women in their access to housing is enhanced through gender aware housing policies.
- ◆ To raise awareness among policy makers that women are the primary users of housing and for that reason they should be consulted on proposed housing projects.
- ◆ To underscore the importance to sustainable planning of the analysis of low-income households as heterogeneous and not homogeneous in terms of family structure, and that women in low-income families are usually heads of households.
- ◆ To ensure that there is an appreciation that female heads of households typically perform a triple role of care-giving, productive work from which they make an income and community management – the first and last often an extension of their domestic work. The burden and complexity of these roles impact their availability to participate in shaping housing policies. The onus is therefore on the Ministry of Community Services to collaborate with church groups, community health clinics and employers who are in contact with female household heads for outreach and consultation.
- ◆ To raise awareness of policy makers to the critical nature of sustainable housing for single female households and low-income beneficiaries as more than addressing the practical need for shelter; rather this must be viewed as a response to the different strategic interests of women and men.
- ◆ To promote women as good loan recipients. Because women have a greater need than men to secure their dwelling, they are an excellent risk.
- ◆ To promote the participation of women in decisions regarding housing design so as to ensure sensitivity to reproductive responsibilities and lifestyles and to building maintenance, which women typically bear as an extension of their domestic tasks.

6.4 Immigration

The importance of gender in Immigration policies is borne out by the fact that there are over 15,000 people on work permits 5,000 of whom are domestic helpers. The number of Caymanians in the country grew at a modest rate of 1.9% per annum between 1989 and 1999, while the non-Caymanian population more than doubled, growing at 8.2% per annum.

It was reported in the Census of 1999 that the Household sector was the largest employer of females. Black, Jamaican women of a lower socio economic background constitute the majority of these household helpers. They seek domestic work in the Cayman Islands because of its proximity to Jamaica, the high value of the Cayman Island dollar and in hopes of 'living-in' so as to save on living expenses. Women from the Philippines and Honduras are also among this class of workers.

Among the remaining 10,000 plus work permits, are those to women from Central America, Honduras in particular, who work in other areas in the service sector such as retailing, food services and bars. These women, however, number less than domestic helpers and enjoy a higher level of autonomy due to the nature of their employment and to their living arrangements.

As a unit of analysis in the Cayman Islands' Immigration policy, gender bears out several factors important to equity and equality. One feature pertains to the differences based on class, race, nationality and ethnicity between the women who are permitted into the country to work. In this regard, the gender policy advocates that immigration policies should not be created around the assumption that women are a homogeneous category. Another relates to gender insensitive policies regarding the issuing of work permits for domestic helpers.

The demand for domestic help comes from families and households in the society. Help in the home enables women's and men's participation in the paid productive sector. Immigration and labour policy approaches to the demand for labour in the domestic sphere are not adequate when criteria designed to address corporate labour requirements are applied to assess domestic labour requirements. A gender sensitive approach that takes into consideration the critical and direct relationship between the care giving provided in the domestic sphere, with performance and productivity at the corporate sphere, is advocated by the gender policy.

Gender analysis also bears out policy inequities and gender blindness as regards professional males on work permits and domestic helpers on work permits. The first are permitted with their family while the latter are permitted without their family as per Directive 3(2) of the Immigration Directive (2001 Revision). The low earning power of the domestic helper versus the high earning power of professional males in the high cost of living environment of the Cayman Islands is used as a basis for justifying this difference.

The gender policy advocates on behalf of the domestic worker for equal treatment with professional males and that consideration be given to the reality that in most instances, she is the single head of her household back home. In some instances only make shift arrangements have been made by her, with extended family members and friends for the care of her children while she is at work overseas. It should not be assumed that if equality of treatment were granted, domestic helpers would flood the system with their children and family members and thereby cause a burden on the resources of the country.

The gender policy promotes the view that domestic helpers are important to the stability and function of homes in the Cayman Islands. As care givers they ensure environmental hygiene, family nutrition and supervision of children, the elderly and the sick in the household setting, hence they are key actors in the social reproduction of the Cayman Islands. Given this perspective, the policy advocates that the practical and strategic interests of these women as holders of work permits be understood and addressed.

The gender policy recognizes that Cayman Islands Immigration laws and policies must safeguard and protect the welfare of the peoples of the Cayman Islands. In this respect, it is noteworthy that Immigration Law now accords equal rights by proof of paternity to Caymanian fathers seeking Caymanian status for their children born out of marriage.

The gender policy advocates further equalizing of the law by removing the clause relating to proof of paternity. This would serve to promote male responsibility and the concept of paternity as being more than biological, but include social, economic emotional and psychological support.

It is noteworthy that the Immigration Department engaged conscientiously in the formulation of the national gender policy and has already begun to infuse the mandate of the department with a gender-sensitive perspective. Specifically, officers of the Department are sensitized to domestic abuse. Gender sensitivity at the operational level is an imperative for gender responsive policies and signifies the gender mainstreaming which must emanate to other sectors.

Summary Policy Objectives re Immigration

- ◆ To ensure that Immigration policies adhere to international Human Rights standards, in particular Article 8 of the European Convention on Human Rights which deals with the right to respect for private and family life.
- ◆ To advocate equality for unskilled workers as with skilled workers in Immigration policies, specifically Directive 3(2) of the Immigration Directive (2001 Revision) to be amended.
- ◆ To support the continued sensitization of the Immigration Board and Immigration staff to gender issues including domestic violence.
- ◆ To promote the pro-social impact that the integration of expatriate human services personnel can have on the Caymanian society.
- ◆ To promote public literacy on Immigration Laws and policy so as to prevent infringements and empower individuals to exercise their rights.

6.5 Labour

The gender policy views labour as a critical multidimensional aspect of a framework for the whole economy of the Cayman Islands. As noted in Section 2, females and males were equally represented in the labour force in 1999. It was also noted that females spend more time than males on unpaid activities such as housework, childcare and caring for the elderly. The policy recognizes that 'the whole economy' concept combines the unpaid care economy with the paid productive economy. It advocates that human resources are the main component of human development and that 'development' must support the well being of people. It also recognizes that achieving gender equity and equality in Labour cannot be sustained by any one single measure but rather, it needs to be constructed through an interlocking series of institutional changes at local, national and international levels. This is especially important because of the highly globalized nature of the Cayman Islands economy. Family and market labour are dispensed in a globalized economy which is becoming increasingly privatized and liberalized. The gender policy, therefore, seeks to strengthen social coordination.

The gender policy advocates equal sharing of the cost of family labour between men and women. The International Labour Organisation (ILO) recommended minimum of 14 weeks maternity leave for women with monetary benefits and health coverage is upheld by the policy. The mother-child needs to be addressed by this policy are mother-infant bonding, maternal healing and establishment of breastfeeding and adjustment of the infant to a new environment. When infants are placed in day care very early this often results in frequent illness and loss of work time for the mother.

Paternity leave is advocated with the recommendation that research into the best practices of parental leave and impact legislation be undertaken. This should include the minimum ILO recommended leave with benefits. Paternity leave should also be provided with safeguards to prevent misuse and abuse.

The policy anticipates that maternity and paternity leaves will increase valuation of unpaid reproductive labour (family labour) and men's role in it. In addition to the mother-child benefits of maternity leave, paternity leave will promote father-child care and bonding in the earliest stages of child development.

Public compensation for the value of family based labour is another requirement advocated by the gender policy. Domestic helpers are not covered under the Pension Law, nor are mothers at home. The Pension Law needs gender-responsive reform.

The policy advocates for workplace policies that encourage men and women to combine family work and corporate/market work. Opportunities for job sharing should be created and sought. Employers are encouraged to introduce job sharing programs and flextime. The policy promotes job sharing and flextime as innovations towards people-led over market-driven development.

The policy advocates closing the gender gap in earnings. Invariably, whether Caymanian or non-Caymanian, earnings by male residents outstrip those by females. In 1999 for example, Caymanian males earned CI\$ 36,551 in total income while Caymanian females earned CI\$ 27,372. To this end, a clear minimum wage by job classifications needs to be established.

The gender policy promotes the CARICOM Model Legislation as a point of reference in reviewing, reforming and developing Labour Laws in the Cayman Islands. CARICOM Model Legislation regarding Sexual Harassment should inform the framing of much needed legislation in this area. In addition, employers and the general public ought to be sensitized to sexual harassment on the job and to respond to cultural diversity in the multi-national work force of the country.

The classifying and stereotyping of some jobs as male or female is inimical to gender equality. Being a senior officer or manager remains largely a male domain. The policy endorses more gender-inclusive language be used in advertising jobs. It advocates affirmative action to provide equal opportunity and equity in hiring practices.

These gender-responsive labour standards advocated by the policy will raise the money cost of labour. Most of these standards will also raise the productivity of labour. There will be cases and stages in the process of instituting these standards where labour costs are raised more than labour productivity. Policy implementation processes need to be vigilant to the likelihood of pressure to extract the maximum profits from labour in paid work. In the interest of transforming the paid economy to recognise the community and family responsibilities of both men and women, the paid economy itself must be induced to value people as ends in themselves and not just as factor inputs whose cost is to be minimized.

Summary of Policy Objectives re Labour

- Ø To promote the “whole economy” concept which combines the unpaid care economy with the paid productive economy.
- Ø To advocate for the human development approach over and above the human resources approach.
- Ø To increase maternity leave to a minimum of fourteen weeks with continued monetary benefits and health coverage.
- Ø To adopt the minimum ILO recommended paternity leave with benefits.
- Ø To include family based labour (domestic helpers, mothers) within the national pension scheme.
- Ø To introduce workplace innovations such as job sharing, flex time and at home work that encourage men and women to combine family work and corporate work.
- Ø To establish a clear minimum wage by job classifications.
- Ø To formulate sexual harassment legislation.
- Ø To promote the rights of working people by raising their literacy through the dissemination of information on labour legislation and policies.

6.6 Health

Health is an integral part of development. In this vein the Constitution was amended in 1993 to allow the establishment of a new Ministry of Health, Drug Abuse Prevention, and Rehabilitation. Gender analysis of health issues reveals, however, that health problems, opportunities for health services and health hazards are not the same for men and women.

As noted in Section 5, health problems differ both by sex as well as age group. A total of 155 hospital admissions were recorded in 1995, a rate of 82 per 1000 in the age group 15 to 19. Of these, the most common causes of admissions among females were normal delivery (33%), obstetric causes (18.2%), genitourinary diseases (7.4%), and diseases of the digestive system (8.3%). Thirty-four males were admitted in this age group in 1995, accounting for 11 admissions due to injuries (33.4%), and diseases of the digestive system (20.6%). Of the 244 clients seeking drug counseling for this year, 21% were under the age of 19. A pattern of complaints by sex follows fairly similarly repeated for the age group 20-64, who accounted for 1,801 of 2,936 of hospital admissions in 1995. The main causes for admission for women were normal delivery (16.4%), obstetric causes (17%), genital-urinary diseases (12%), and diseases of the digestive system (8.7%). Among males the main causes of admission were injuries (21.5%), diseases of the digestive system (16.8%), diseases of the circulatory system (10.3%) and mental disorders (9%).

Among the elderly, over 65 years of age, females accounted for 57% admissions. The main causes for elderly female admissions were diseases of the circulatory system, diseases of the digestive system, diseases of the musculoskeletal system and endocrine and metabolic diseases. Among elderly males, the main causes were diseases of the circulatory system, followed by diseases of the digestive system, diseases of the respiratory system, and diseases of the genital-urinary system. Of the diseases of the circulatory system, ischemic heart disease accounted for 40% of male admissions, followed by diseases of the pulmonary system and cerebrovascular diseases.

Caymanian culture, the male image reinforced by seafaring and persisting into the present is that men are strong and capable of bearing pain without complaint and without "running to the doctor". This image influences help-seeking behaviors of males in times of illness and towards health prevention. Women are more likely to take advantage of community health services primarily because they are the main caretakers in households.

The gender policy advocates for more data gathering on the full effects of gender on the status of health. Based on the existing mortality and morbidity data, and supported by further research, a gender sensitive health policy must develop programmes for disease prevention that meet the specific needs of both men and women.

According to health profiles in the Commonwealth Caribbean, males show higher rates of communicable diseases and the death rates for Sexually Transmitted Infections (STIs) among them far surpass the rates for females.

The Report of the Royal Cayman Islands Police Force noted 363 cases of offences against the person crimes being reported, in which grievous bodily harm, wounding and assault accounted for 358 of these crimes, the majority of which involves males. Deaths from violence are much higher among males in particular between the ages of 18-35.

The policy advocates for more emphasis on health promotion strategies. Health promotions should target men more than is done at present.

Further Research in Mental Health and Well-being, on the health needs of an aging population and into HIV/AIDS and other sexually transmitted diseases is advocated.

The policy advocates for gender equity in health insurance coverage, which is seen to have a gender bias towards men. Women on local work contracts are not given coverage for their male spouse while men on contract are given coverage for their female spouse.

Privatized health services are costly. Women constitute the majority of the poor and also have a longer expectation of life. Therefore the policy views with concern the shift from subsidized public health care to privatized health services.

The policy advocates for a comprehensive assessment of the gender impact of a privatized health system.

Summary Policy Objectives re Health

- ◆ To ensure equity in the health status of women and men in the Cayman Islands regardless of socio-economic status, sexual orientation, age, physical or mental disability.
- ◆ To strengthen the role of gender-sensitive research in health policy making and planning.
- ◆ To ensure equitable access to health services by placing emphasis on health promotion.
- ◆ To encourage health seeking behaviours among men by targeting men in health promotion.
- ◆ To enlist the support of men in safeguarding the reproductive health of their partners through appropriate and sensitive programmes.
- ◆ To strengthen community health participation within the framework of gender and the family by improved coordination of health education and promotion programmes.
- ◆ To promote and to retain public health services.
- ◆ To support other health and well being endorsing policies such as Youth, Sports and Culture.
- ◆ To foster respect for and support to the health needs of non-heterosexuals in the population.
- ◆ To promote health education so that people are motivated to take responsibility for their own health and to seek preventative and curative measures.

6.7 Education

A goal of the Education sector is to ensure widespread ownership of and involvement in the education process. To that end, the Education Department has been working with community partners. The gender policy supports the goal of the sector, and advocates a gender perspective to the measures to attain this goal.

The proportion of males to females in all levels of school enrollment between 1991 and 1997 has remained relatively consistent although not fixed. In 1991 there were 2,413 males and 2,313 females enrolled in all government and private schools at primary, middle and secondary levels. By 1997 the ratio had remained steady with 2,855 males and 2,837 females enrolled. When these figures are disaggregated by levels for 1991, it was found that at primary level, males exceeded females (1,143 males to 1,061 females) at middle school level, 510 males to 524 females, and at secondary school level, 607 males to 575 females. By 1997, a shift takes place between primary and secondary with 1541 males and 1538 females at primary level, 522 males and 475 females at middle school, and 623 males and 657 females at secondary level.

The almost equal proportion of males and females coupled with changing ideas regarding the options which should be made available to both sexes in the classroom indicate the need for gender sensitive curricula along with sensitization training programmes for schoolteachers, administrators and parents. These are recommended as key measures in addressing gender disparities in education at present, and those which may occur in the future.

A gendered history of the Cayman Islands is an output of the research conducted during the formulation of the Gender policy. This material should be formally produced and used as a tool to enhance sensitivity among educators, influence curricula and educate the general public.

The gender policy supports efforts undertaken during the Human Rights Today Caribbean Symposium, 2001 to bring awareness of human rights issues to school populations. Towards an objective of institutionalization, the policy advocates the development of human rights education programmes that incorporate gender dimensions and promote the study of human rights of women as put forth in UN conventions.

The policy endorses efforts made in collaboration with corporate sponsors to promote mathematics and sciences. The Mathematics and Science Exhibitions and Mathematics Fair held in 2001 are commendable. They are seen as excellent mechanisms to promote gender equality in curriculum access as well as in career choices associated with mathematics and science.

The policy aims to reduce gender bias in career choices by promoting non-stereotypical choices in professions among girls and boys in secondary and tertiary guidance programmes.

The policy supports Vision 2008 in its aim to develop and implement a Career Advisory Service and to that end advocates a tripartite relationship involving public and private agencies and schools so as to expose students to opportunities and rewards of non-stereotypical jobs.

The promotion of instructional and motivational practices that do not marginalize members of either sex is advocated. Current educational research findings indicate that girls receive more attention from teachers than boys. The policy advocates the preparation of a manual to promote equity in instructional and classroom management practices.

The policy advocates strengthening the Life Skills programme to ensure promotion and development of positive attitudes by both sexes towards non-traditional gender roles and equal sharing of work and family responsibilities between women and men, boys and girls. In meeting this objective the policy looks to cooperation between schools, the churches and other social agencies and organizations in promoting shared gender roles.

The policy seeks to enhance the Young Parents Programme (YPP) by advocating for a more holistic approach to the education of its participants by ensuring that participants of school age continue the education curricula throughout their pregnancy.

Further, the YPP has the potential for promoting male responsibility for parenting and gender equality. School age fathers do not now participate in the programme and should be encouraged to do so.

There is also a need to develop peer education and peer counseling programmes within the school to foster both male and female role models.

There is a growing concern that the teaching profession is undervalued in the Cayman Islands. Caymanians, in particular, are not attracted to the teaching profession and men, less so than women hence over the last few decades there has been a decrease in the number of male teachers. The policy advocates for promoting and raising the value of this profession and endorses the need for equal participation of males and females in the teaching profession.

Adult education is important to an individual's self esteem. It provides opportunity for adults to learn new skills that enhance their ability to compete in the changing labour market. The policy advocates gender sensitive adult education programmes that address both the practical gender needs and strategic gender interests of men and women.

Summary Policy Objectives re Education

- § To promote instructional and motivational practices which do not marginalize members of either sex.

- § To review the Life Skills programme to ensure promotion and development of positive attitudes of both sexes towards non-traditional gender roles by starting within the school system.
- § To promote the profession of teaching as a valuable one among both male and female teachers and within the Cayman Islands' communities, generally.
- § To promote gender sensitization through the productions of educational materials pertaining to gender in the Cayman Islands.
- § To educate the public on gender sensitization initiatives within the education system.

6.8 Religion

The Cayman Islands pride itself on being a God-fearing nation. Religion plays a key role in the life of the people. According to the Family Study, women and persons over 44 years of age most frequently attend church. Women predominate in the membership of the church and religious organizations but do not participate in its leadership.

The policy endorses the assertion made by the Gender and Religion Team during the formulation process that there is a need for more women in church leadership. The church's will towards the promotion of that objective is imperative to changing the corporate, hierarchical structure of male leadership, which the church models.

The gender policy seeks the support of the church in promoting a fact of gospel, that men and women were created equal. Church programmes, which educate and promote equity and equality, are endorsed.

While the population of the Cayman Islands predominantly follows the Christian faiths, due to the continuous influx of migrants, some of whom come with different religious beliefs, the population has to maintain ideas of respect for other faiths.

The policy recognizes the church as instrumental to the advancement of gender equality and calls on the church to be an advocate for male participation in family, religious and social life.

The church is an institution that recognizes equality of all human beings despite diversity and so should uphold such beliefs in equality.

Summary Policy Objectives re Religion

- § To ensure the use of gender inclusive language in religious education in church as well as school settings.
- § To recognize and ensure that both women and men are represented in leadership roles in the church and religious organizations.

- § To encourage male participation in family life through religious and social life.
- § To foster an understanding and respect for different religious beliefs.

6.9 Constitutional and Legislative Framework

Legal issues are very closely linked to Constitutional rights.

The gender policy advocates that in the absence of constitutional rights to gender equality, gender-based rights should be enshrined in a written Bill of Rights or in a Human Rights Act. The gender policy deems constitutional and legislative affirmation of gender equality an imperative.

The gender policy views as an imperative the extension of ratification of the CEDAW by the UK to the Cayman Islands. As an international bill of rights for women, the CEDAW is a tool dedicated to the elimination of all forms of discrimination against women. It encompasses all the civil, political, economic and cultural rights, which every human being ought to enjoy throughout her/his life cycle. Essentially, the CEDAW reiterates the belief in the dignity and worth of the human person, through the enjoyment of equal rights by men and women.

In light of the Constitutional Modernization process undertaken by the Cayman Islands Government and with particular regard to Fundamental Rights and Freedoms of the Individual, the gender policy advocates that the CEDAW be cited in the text. In this connection, the CEDAW is seen to be most pertinent in strengthening Protection of Rights to Personal Liberty and Protection from discrimination on grounds of race etc.

The policy advocates that the Women's Convention, The Universal Declaration of Human Rights, The European Convention on Human Rights, the UN International Convention on Civil and Political Rights and the Rights of the Child become an integral part of the human rights culture of the Cayman Islands. Public education about amended legislation and new legal entitlements must be systematically introduced to develop and sustain a human rights culture.

Summary Policy Objectives re Legislation

To reform the Maintenance/Affiliation Law.

- ◆ To expand the jurisdiction of the Summary Court to make committal orders.
- ◆ To ensure progressive, enforcement alternatives for violations of the law e.g. the suspension of driver's licences or notes on credit reports.

- ◆ To ensure available Legal Aid to assist with pursuing maintenance/affiliation arrears in Grand Court.
- ◆ To incorporate parental rights (parental responsibility to visitation and access) with consultation with the parents, child, social services, judiciary and any other relevant agency.

To reform the Domestic Violence Law so that effective prevention and protection measures obtain for victims thereby ensuring that they are able to participate equally in the rights and freedoms afforded to all.

- ◆ To expand the law to protect not only married couples or persons living together as husband and wife and children within these families but to include the range and variety of relationships that currently or previously existed regardless of the current residential relationship between the two parties.
- ◆ To ensure affordability of remedies such as the granting of Legal Aid in Grand Court for restraining orders.
- ◆ To ensure mandatory counselling and sentencing alternatives
- ◆ Compensation orders
- ◆ 24 hours remedies involving the police and judiciary.

To implement the Children's Law and to expand the concept of parental responsibility, especially between unmarried parents.

To reform the Penal Code.

- ◆ The Penal Code under which the legal minimum age of sexual consent of boys is 14 years and of girls it is 16 years highlights the interrelationship between the Family and Legislation. The law sets a double standard that reinforces the association of sexual prowess with masculinity, modesty and caution with femininity without appreciation for the immaturity and vulnerability of both genders. The gender policy advocates for changes in the law to 16 years for both genders so as to protect both.

To reform Labour/Employment Law.

- ◆ Maternity Leave, Family Sick Leave, Paternity Leave and Equal Pay are all areas for improvement in the law.
- ◆ To expand remedies for breach of anti-harassment/discrimination legislation – include civil remedies.
- ◆ To expand on anti-discrimination provisions.

To pass legislation on Sexual Harassment and Sexual Legislation. As indicated above under Labour, refer to CARICOM model legislation in these areas.

- ◆ To make sexual harassment and stalking a criminal offence with penalties.
- ◆ To ensure equality in penalties for sexual abuse against children of either sex.

Section 7 - Strategies for Implementation

Gender Mainstreaming and *Agenda Setting*, are mutually reinforcing strategies. Mainstreaming implies that gender issues are addressed within the existing development strategies and priorities of the government and its internal and external development partners. *Agenda Setting* implies a transformation of the existing development agenda with a gender perspective.

Several international development organizations have institutionalized gender mainstreaming into their mandate and processes. The exception is The United Nations Fund for Women (UNIFEM), which is a specialized institution for the advancement of women. By so doing these organizations develop gender responsiveness which influences their cooperation with governments. *Agenda Setting* for national development is potentially more transformational and sustainable when mainstreaming occurs within local and national organizations as well as in international development organizations.

7.1 Gender Mainstreaming in International Development Organizations

The **United Nations Development Programme (UNDP)** is a good example of gender mainstreaming. Clear definitions of what gender mainstreaming means in the UNDP context are included in initiatives aimed at changing organisational culture. Also included is the placing of responsibility for compliance with senior management, making information on gender mainstreaming part of regular reporting and enforcing responsibility through staff appraisals. UNDP has established targets for gender mainstreaming and indicators of gender equality and women's empowerment. For example, it has specified targets of 10 percent of the global programme resources and 20 percent of funding at regional and country level for these purposes. These resources are designed to assist the mainstreaming of gender within priority thematic areas and in the development, application and consolidation of methodologies and tools for gender mainstreaming. Further, these resources are used to develop models and good practices of gender mainstreaming and to support the empowerment of women and their inclusion into decision-making processes. Success in changing institutional culture was further supported by setting targets and timeframes for internal gender equality.

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

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

The World Bank's commitment to gender mainstreaming is formulated in its 1994 policy paper on gender, as well as in its Operational Directive, Best Practice Note, and "Mainstreaming Gender in World Bank Lending: An Update" (1997). Its gender policy focused specifically on expanding girls' education, improving women's health, increasing women's participation, expanding women's options in agriculture, and providing financial services to women. In addition, the World Bank has expanded its gender work beyond traditional social sectors to address gender needs in Country Assistance Strategies (CAS) as well as public infrastructure and transport. Moreover, the World Bank seeks to reduce gender disparities and enhance women's participation in economic development through several strategies. These include the design of gender-sensitive policies and programs; the review and modification of legal and regulatory frameworks related to women's access to assets and services; engendering databases; and training of country officials in gender analysis.

The World Bank has also elaborated regional gender strategies and developed gender country profiles for the African and Asian regions, which are made accessible through the web site. An external consultative group on gender, which meets on a yearly basis, has been established. Its role is to assist in making World Bank activities more gender responsive to the specific needs and priorities of member countries, to provide technical advice and to initiate dialogue with the highest levels of World Bank governance and between the World Bank and NGOs.⁴

Gender mainstreaming at the **Commonwealth Secretariat** involves a multi-pronged strategy of several components including political will demonstrated at the levels of Heads of Government and Ministerial meetings. Heads of governments formally endorsed the 1995 Commonwealth Plan of Action on Gender and Development. Ministers addressed themselves to engendering the agendas of the Commonwealth Ministerial meetings. At the internal Secretariat level, structures representing various layers of mainstreaming responsibilities are in place. The Gender and Youth Affairs Division, which has oversight of all matters affecting gender equality; a Gender Steering Committee made up of Directors of Divisions and Gender Focal Points – professional staff trained in gender planning to assist with implementing and monitoring the Plan of Action within their Divisions. Three Divisions collaborate on Gender Training. An

⁴ Source: African Development Bank.

output of this mainstreaming strategy is the gender-sensitive technical assistance the Commonwealth seeks to deliver to Commonwealth governments through the Commonwealth Fund for Technical Co-operation (CFTC).

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

Accountability for the promotion and implementation of the policy on gender rests with The Ministry of Community Services, Youth, Sports and Gender Affairs, however, the cross-cutting themes of a gender policy makes promotion and implementation the responsibility of an array of stakeholders. A partnership of representatives of public, private and NGO sectors, forming a Gender Management System, is required to support a gender mainstreaming strategy. The Media is a key promotional partner in this undertaking especially as regards the development of public education on policy issues and bringing to the surface concerns relating to gender relations in the community.

The first task in the mainstreaming strategy is for the Cayman Islands Government to seek extension of ratification of the CEDAW from the UK Government. The process and execution of this task will affirm the value of the three structures proposed for the Gender Management System. Collaboration and co-operation must be at the core of the GMS so as to enable stakeholders at every level to effectively participate in gender mainstreaming into government's policy and programmes. The GMS structures are as follows:

- 1. The Legislative Assembly Gender Caucus** leads the Gender Management System. Chaired by the Minister of CSYSGA, the LA Gender Caucus is the highest structure of the GMS representative of the requisite political will to formally ensure extension of the CEDAW to the Cayman Islands. Essentially this structure is eminently placed to address matters relating to gender and the Constitution and to lobby for gender-sensitive legislation. Raising awareness, lobbying and advocating on behalf of the National Gender Policy as well as promoting equity and equality in the procedures of the LA and about substantive matters under debate are the mainstreaming and agenda setting actions that the Gender Caucus will carry out.

The Minister of Gender Affairs has the privilege of determining who and how many other members will comprise the Caucus. It is anticipated that numerical gender balance will be sought and that members of the LA already sensitive to gender issues will be included. The Chairman of the Gender Caucus cum Minister of the National Machinery will also provide the direct line of communication between this structure and the others.

- 2. A Gender Management Team** provides the managerial and administrative supports to the political structure of the Gender Caucus and the operational structure of the Gender Focal Points. This second structure of the GMS is chaired by the Permanent Secretary and consists of the Gender Affairs Officer, a Male Support Office and a Director of the Women's Resource Centre as well as a representative each of the private and NGO sectors. In addition to the

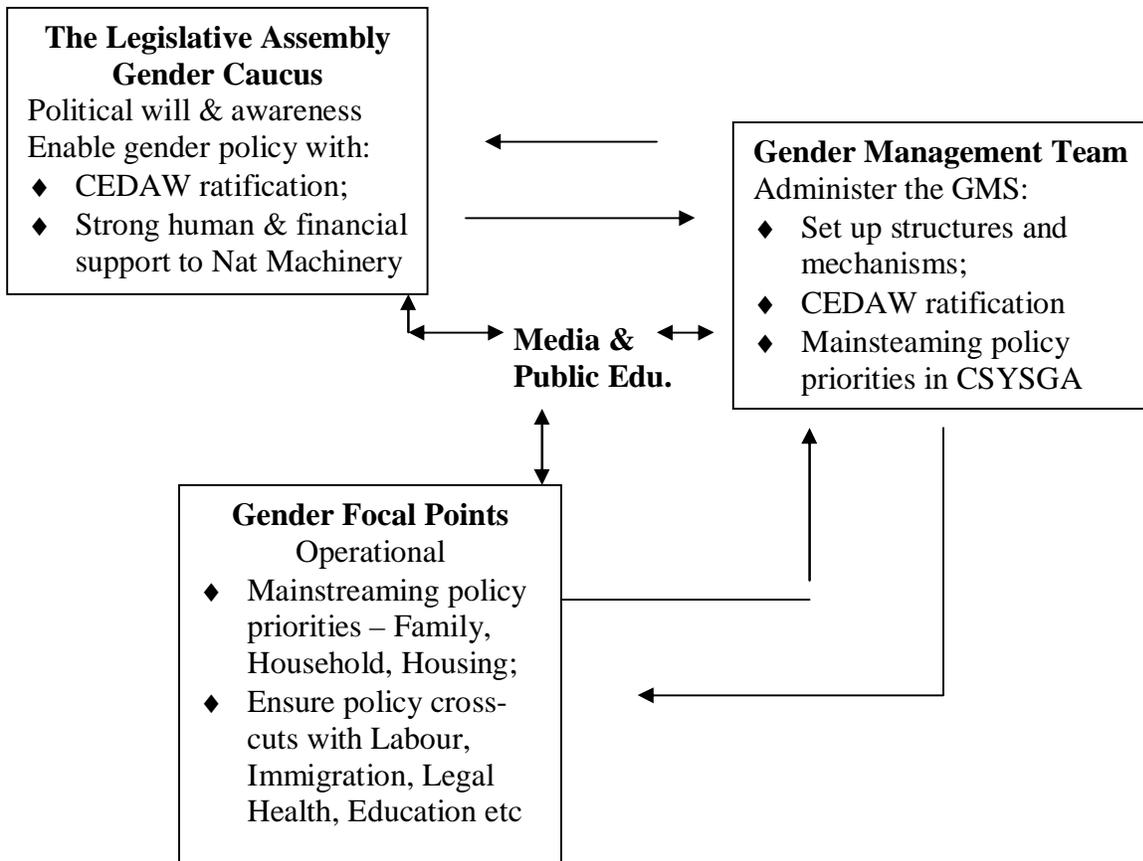
administrative work involved in seeking CEDAW ratification extension from the UK Government, gender policies regarding the Family, the Household and Housing are seen to be within the ambit of the Ministry of CSYSGA and should constitute its mainstreaming agenda. Housing, which is in fact a current Ministry project, provides an excellent groundbreaking opportunity for mainstreaming within the Ministry. Of the no more than 6 persons proposed for this structure, one should, in the first instance therefore, be a senior level public officer with responsibility for Housing. The Gender Management Team will initiate the Gender Policy implementation process by first ensuring that the GMS structures are set up. Following this, the Team will plan the steps to mainstreaming within the Ministry and will prepare to promote the policy by setting broad operational guidelines, indicators of effectiveness, timeframes and performance monitors possibly over a five-year period. The Team will also establish financial accountability to the policy at the outset. Annex 2 sets out guidelines for mainstreaming within the Ministry in general terms and actions for mainstreaming in housing, specifically.

Gender Focal Points (GFPs) constitute the operational structure of the GMS, which works very closely with the Management Team to address the priorities of the policy. Gender Focal Points are led by the Gender Affairs Officer. GFPs should consist of the core group of the Research and Development Team that led the gender policy formulation process. A Male Support Officer, to be appointed to the National Machinery, also carries the role of a GFP. GFPs should therefore represent and be located in the following agencies:

- ◆ National Machinery (Gender Affairs Officer and Male Support Officer)
- ◆ Community Services Agencies
- ◆ Immigration
- ◆ Labour
- ◆ Health
- ◆ Education
- ◆ Religion
- ◆ Legislative and Constitutional
- ◆ Media

No more than 10 persons are recommended for this structure. The private sector and NGOs should also be included in this representation. The focal points will be required to communicate and promote the policy within the agencies and departments they represent and ensure that the policies of their departments reflect a gender perspective. Although it is envisioned that this structure will always include the Gender Affairs Officer, it is anticipated that as mainstreaming deepens in the institutions directly addressed by policy at this time, the mainstreaming process will also expand to include other agencies that are not now directly implicated. When this organically occurs, the structure will adapt to accommodate the inclusion of new focal points.

Figure 1. **The Gender Management System in the Cayman Islands**



7.3 Initiating Mainstreaming within Ministry of CSYSGA

It is fitting that actions to mainstream the gender policy should be spearheaded by and within the Ministry of Community Services, Youth, Sports and Gender Affairs given its responsibility for social development. Two start-up action steps to be taken by the National Machinery following the approval of this policy document are as follows. Although these actions are set out in linear form here, it should not be taken that action results need to be realized completely before further action is taken:

Action 1:

Minister, Permanent Secretary and Gender Affairs Officer meet to discuss the setting up of the GMS structures including human, technical and financial resources required
Steps towards seeking CEDAW ratification extension identified
Permanent Secretary initiates internal promotion of gender policy with Directors and Department Heads in CSYSGA (see annex for details)

Action 1 Results:

- Human, technical and financial resources approved.
- Male Support Officer appointed to National Machinery.
- Housing Administrator identified.
- GMS structures set up.
- Gender Management Team - administrative preparations for CEDAW ratification.
- Gender Focal Points prepare basic public information on CEDAW.
- Legislative Assembly Gender Caucus address CEDAW ratification extension.
- All levels of CSYSGA informed about the gender policy and mainstreaming to begin.
- Media coverage of all action results plus achievement of CEDAW ratification extension and what it means.

Action 2:

GM Team identifies mechanisms for effecting gender sensitivity in CSGAYS (see annex for details).

GM Team and GFPs review Ministry policies, projects and programmes and design strategies for engendering including integrating gender policies on the Family, The Household and Housing as appropriate; plans to mainstream gender in housing are developed (see annex for details)

Action 2 Results:

Mechanisms such as gender analysis and indicators, gender training, information and communication are in place and incentives to encourage gender training and use of gender skills are being utilized.

Mainstreaming action plan developed (organization based).

Mainstreaming action plan for Housing developed (project based).

7.4 Monitoring and Evaluation

The gender policies are multidimensional therefore their full implementation involve several agencies, covering a wide range of interlocking issues and a large number of anticipated beneficiaries, hence efficient and effective monitoring and evaluation mechanisms are necessary. The Gender Focal Points will be required to set up the monitoring and evaluation system. An effective system will enable identification of problems of implementation as well as approaches to address these.

ANNEX 1

GLOSSARY OF GENDER TERMS AND CONCEPTS

BENEFITS: Status, power, respect and recognition as well as the typical meaning of income, material goods or services for consumption or sale.

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

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

GENDER: the social meanings given to being either female or male in a given society. It may also be defined as the economic, social, political and cultural attributes and opportunities associated with being male or female. These meanings and definitions vary from one society to another, are time bound and changeable.

GENDER RELATIONS: the social relations of boys and girls and men and women as these are observed and experienced in traditions of courting and romance, institutions of marriage and the family, the quality and tensions in sexual relations between and among masculinity and femininity, the sexual and occupational divisions of labour in the private and public spheres of life, and the way in which these are constantly being negotiated between males and females in society.

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

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

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

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

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

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

PRACTICAL GENDER NEEDS: Women and men have practical gender needs. Such needs emanate from the actual condition women and men experience due to the roles ascribed to them by society. Often women's practical gender needs are related to roles as mothers, homemakers, wives, and community managers. For example, day care or sewing machines in a community centre. Men's practical gender needs are related to their income-generating role primarily. For example, skills upgrading would be a practical need. The relative position of men and women in society is not necessarily changed when practical gender needs are met.

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

ANNEX 2: ACTION PLAN AND INDICATOR MATRIX

| Objective1: (General) To mainstream gender issues within the Ministry of Community Services, Youth, Sports and Gender Affairs and its areas of responsibilities. | | | |
|---|---|--|--|
| STRATEGIES | PROPOSED ACTIONS and /or ACTIONS TAKEN | INDICATORS | RESPONSIBILITY AND TIME FRAME |
| 1. Promote the gender policy internally within the Ministry and Statutory bodies. | PS meet directors, senior officers and Dept. Heads in Ministry and Statutory Bodies to introduce and discuss policy & integration with other policies, programmes, activities such as Youth, Sports, Housing, etc. | Meetings held. Directors, HOD's, etc aware of gender policy. Gender policy serves to guide plans for gender mainstreaming in Ministry and its responsibilities. | Permanent Secretary. Within the first quarter of 2004 - 2005 financial year after acceptance of Gender Policy by Cabinet. The quarter after passage of Gender Policy by Legislative Assembly and set up of the GMS structures. |
| 2. Promote equal access to Ministry resources and opportunities as a mainstreaming strategy. | <ul style="list-style-type: none"> ◆ Systematic use of gender analysis and planning tools in designing, implementing, monitoring and evaluating all projects. ◆ Increase the number of gender components in general projects of Ministry. ◆ Widen the participation of CBOs and ♀NGOs throughout the project cycle – more heterogeneous (youth, disabled, elderly etc). ◆ Support activities identified under priority areas of Ministry. | <p>Percentage of Ministry projects with significant gender related dimensions;</p> <p>Financial allocations of projects gender component;</p> <p>Number of women and men as a proportion of total number of project beneficiaries;</p> <p>Number of projects targeting males/females in priority project areas such as Youth, Housing;</p> <p>Number of CBOs & ♀ NGOs involved throughout the project cycle;</p> <p>Number of research proposals on gender issues in project development funded by the Ministry.</p> | <p>Gender Focal Points in Ministry accountable to the Permanent Secretary.</p> <p>Time frame to be discussed and decided.</p> |

| | | | |
|---|---|--|---|
| <p>3. Ensuring equal impact of Ministry interventions</p> | <ul style="list-style-type: none"> ◆ As above (/increase participation throughout the project cycle.) ◆ Engender activities directed at Ministry priorities. ◆ Include cost of gender expertise (staff or consultants in project administration budgets) | <p>Evidence of equality in ♀ & ♂ access and control over Ministry services – Social Services, Sports, Substance Abuse etc;</p> <p>Change in societal perception of gender relevance of Ministry services e.g. from Social Services as women-based to equally responsive to men and women; from Sports as male-based to equally for men and women.</p> <p>Participatory decision-making at household level and equal sharing of household labour. Number of projects that include gender experts.</p> | <p>GFPs in Ministry</p> <p>Discuss and decide timeframe</p> |
| <p>4. Enhancing the gender competence of the Ministry</p> | <ul style="list-style-type: none"> ◆ Organize and conduct gender training of staff at all levels ◆ Intensive training for Gender Affairs staff | <p>Enhanced capacity to translate gender analysis techniques and tools to policy, programmes and project cycle as evidenced by: substantive reference to gender issues in Ministry documents and reports; capacity to refine goals and strategies of Community Services, Youth, Sports & Gender Affairs for more effective integration of gender priorities;</p> <p>Enhanced capacity to design projects that address gender differences and seek to empower women;</p> <p>Ability to raise gender issues during Budget and Development Planning;</p> <p>Number of visible gender-responsive projects</p> <p>Frequency of use of gender disaggregated data in Ministry portfolios;</p> <p>Evidence of new gender-responsive policy direction of Ministry;</p> <p>Frequency of gender training programmes; budgetary allocations for gender training.</p> | <p>GFPs under the direction of Permanent Secretary.</p> <p>Technical Assistance input from external sources.</p> <p>Time frame to be discussed and decided.</p> |

| 5. Gender-sensitizing Ministry policies, processes and procedures. | <ul style="list-style-type: none"> ◆ Engender the National Youth Policy ◆ Engender the Sports Policy (some action taken) ◆ Design guidelines and checklists for gender mainstreaming in Ministry priorities ◆ Establish quantitative and qualitative gender monitoring and evaluation indicators | <p>Gender analytical review of Youth Policy;</p> <p>Sports Policy reflects gender equity goals;</p> <p>Evidence of increased consultation and participation of Sports Leaders in national level sports decision-making;</p> <p>Evidence of enhanced Social Services outreach programmes to men;</p> <p>Guidelines and checklists developed and in use.</p> | <p>GFPs with Technical Assistance</p> <p>Timeframe to be determined.</p> |
|---|--|--|---|
| Objective 2: (specific) To mainstream gender into Ministry project: Housing. | | | |
| STRATEGIES | PROPOSED ACTIONS and/or ACTIONS TAKEN | INDICATORS | RESPONSIBILITY & TIME FRAME |
| 1. Formulating gender-responsive housing policy | <ul style="list-style-type: none"> ◆ Data gathering re stock and characteristics of existing housing (action taken?). ◆ Data gathering socio-demographic gender profile¹. ◆ Increase gender factors in decisions re settlement location and infrastructure. | <p>Enhanced housing planning documents – technical info re stock quantity and quality + socio-demographic gender data;</p> <p>Gender aware decisions re locations and infrastructure</p> <p>Proposed beneficiaries participation in decision-making.</p> | <p>Gender Focal Points in Ministry accountable to the Permanent Secretary.</p> <p>Time frame to be decided.</p> |
| 2. Addressing practical and strategic gender needs and interests of women and men. | <ul style="list-style-type: none"> ◆ Do gender analysis of P/needs & S/interests of women and men; assess differences. ◆ Integrate community services, | <p>Documented lists of practical and strategic needs and interests of men and women used in planning;</p> <p>Enhanced capacity to translate analysis re needs</p> | <p>GFPs in Ministry accountable to PS.</p> <p>Time frame to be decided.</p> |

| | | | |
|--|--|---|--|
| | <p>private & NGO support into the planning system re addressing P/needs and S/interests.</p> <ul style="list-style-type: none"> ◆ Support activities to promote men and health (S/interest) ◆ Promote better parenting program as per policy priority. | <p>and interests into different levels of action involving beneficiaries and in some situations led by beneficiaries;</p> <p>Evidence of multidimensional planning and institutional responses to strategic gender interests such as men's health awareness, enabling parenting;</p> <p>Participation of NGO, private sectors and households in responding to needs and interests of ♂ & ♀ housing beneficiaries.</p> | |
|--|--|---|--|

ⁱ Information addressing the questions: What are the roles of men and women in households? What is their housing status? What are their income, health and family status? What characterizes housing insecure women? What characterizes housing insecure men? Where are female and male single household heads?

ANNEX 3

List of Persons and Organizations Consulted from June, 2000- January, 2003

The following is a list of persons, including the organizations that they represent, who met with the Policy Coordinators and the External Advisors during the information gathering process of the National Policy on Gender Equity & Equality:

1. Loxley Banks, Director, Broadcasting Department
2. Brian Boxill, Chief Statistician, Economics Unit
3. Karlene Bramwell, Senior Social Worker Assistant, Social Services Department & WRC Volunteer
4. Hazel Brown, Senior Nursing Officer, Health Services Department
5. Larry Bryan, Fire Department (CYB)
6. Business and Professional Women's Club, Cayman Brac (CYB)
7. Chief Inspector Denzie Carter, R.C.I.P. Family Support Unit
8. Lennon Christian, Information Officer, Government Information Services
9. Charles Clifford, Permanent Secretary, Ministry of Tourism
10. Sarah Collins-Francis, Attorney, Legal Befriender
11. Orett Connor, Chief Immigration Officer, Immigration Department
12. Sarah Diggle, Health Promotion Officer, Health Services Department
13. Katherine Dinspell-Powell, Counselor, Caribbean Haven Outpatient Services

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14. Alicia (Jen) Dixon, Deputy Director, Social Services Department
 15. Magistrate Grace Donalds, Courts Office
 16. Pastor Al Ebanks, Agape Family Worship Centre
 17. Alice Ebanks, Expanded Programme of Immunization (EPI) Manager, Health Services Department
 18. Carson K. Ebanks, JP, Permanent Secretary, Ministry of Community Services, Sports, Youth & Gender Affairs
 19. Donavan Ebanks, Deputy Chief Secretary, Vision 2008
 20. Pat Ebanks, Chief Information Officer, Government Information Services
 21. Tammy Ebanks Bishop, Programme Manager, Women's Resource Centre
 22. Bruce Eldemire JP, Little Cayman District Officer
 23. HMP Fairbanks (Various prisoners and guards)
 24. Karen Ferruccio, Director, Department of Substance Abuse Services
 25. Pauline French, STD Coordinator, Health Services Department
 26. Nyda Flatley, Deputy Chief Education Officer, Education Department
 27. Allan Godley, Human Resources Manager, Health Services Department
 28. Cathy Gomez, Chief Administrative Officer, Health Services Department
 29. Durl Grant, Public Works Department, Cayman Brac
 30. Roy Grant, Deputy Fire Chief
 31. Lois Hall, Assistant to Medical Officer of Health, Health Services Department
 32. Magistrate Nova Hall, Courts Office
 33. Jennifer Hessing, Public Health Nurse, Health Services Department

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34. Cecilia Holden, Attorney, Legal Befriender
 35. Dr. A.K. Kumar, Medical Officer of Health, Health Services Department
 36. Jean Lachan, Public Health Nurse, Health Services Department
 37. Deanna Look Loy, Director, Social Services Department
 38. Franz Manderson, Deputy Immigration Officer, Immigration Department
 39. Jenny Manderson, Permanent Secretary, Personnel
 40. Dr. Panos Maouris, Obstetrician/Gynaecologist, Health Services Department
 41. Lorna Medina, Befriender (support for Legal Befrienders) & BPW Club Member Grand Cayman
 42. Reverend Godfrey Meghoo, President, Ministers' Association
 43. Dr. the Honourable Frank McField, Minister for Community Services, Youth, Sports & Gender Affairs
 44. Norma McField, Deputy Director, Broadcasting Department
 45. Heather McLaughlin, Memory Bank Co-ordinator, Cayman Islands National Archives
 46. Joy Merren, Genetic Coordinator, Health Services Department
 47. Edna Moyle, JP, Former Minister for Community Development, Women's Affairs, Youth & Sports
 48. Father Devon Nash, St. Ignatius Catholic Church
 49. Kirkland Nixon, Fire Chief
 50. Honourable Julianna O'Connor-Connolly, Former Minister for Community Affairs, Sports, Women, Youth, and Culture
 51. Liz Parsan & Staff, Economic Research & Development
 52. Dr. Philip Pedley, Director, Cayman Islands National Archives
 53. Wil Pineau, CEO, Cayman Islands Chamber of Commerce

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54. Annie Kay Price, Public Health Nurse, Health Services Department
 55. Nurse Eloise Reid, Senior Nursing Officer, Health Services Department
 56. Melgreen Reid, Linesman Little Cayman (Cayman Brac Power & Light Co., Ltd)
 57. Darryl Rankine, Cable & Wireless (Cayman Brac)
 58. Louisa Robinson, BPW Club Member Grand Cayman
 59. Magistrate Margaret Ramsay-Hale, Courts Office
 60. Zim Rochez, BPW Club Member Grand Cayman
 61. Dr. Paulino Rodriquez, Research Officer, Health Services Department
 62. Annie Mae Roffey, Community Midwife, Health Services Department
 63. Kenny Ryan, District Commissioner, Cayman Brac
 64. Levonne Ryan, MLA Office Cayman Brac
 65. Annie Rose Scott, Community Development Officer, Social Services Department (Cayman Brac)
 66. Ernie Scott, Deputy District Commissioner, Cayman Brac
 67. Joan Scott-Campbell, Public Affairs Co-ordinator, Government Information Services
 68. Simone Sheehan, Dietician, Health Services Department
 69. Colin Brown Smith, Chief Financial Officer, Health Services Department
 70. The Former Governor, HE Peter Smith
 71. Sports Policy Task Force Members
 72. Melvorn Stewart, Public Health Nurse, Health Services Department

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73. Mayca Thompson, BPW Club Member Grand Cayman
 74. George Walton, Counsellor, Carribean Haven (Sister Island Branch- CYB)
 75. Sergeant Kurt Walton, R.C.I.P. (Cayman Brac)
 76. Joan Watler, Deputy Director, Department of Labour
 77. Debbie Webb, Social Worker Manager Social Services Department
 78. Dorine Whittaker, Senior Assistant Secretary, Ministry of Community Services, Sports, Youth & Gender
 79. Sandy Wilson, BPW Club Member Grand Cayman

Other Consultative Means of Information Gathering

In addition to individual meetings with representatives from various departments, agencies, and organizations, information was gathered for the formulation of the Gender Policy through other means such as the Critical Stakeholders' Workshop and Focus Groups.

Eighty (80) persons representing various organizations and the Issue Groups attended the 2-day Critical Stakeholders' Workshop (June 2001) that was designed to discuss the research and data collected on gender issues by Research and Development Team's Issue Groups, and it was also an opportunity to bring together the R & D Team, Issue Group Co-opted Members and various stakeholders in the community for dialogue, information sharing, analysis and advice and decision-making.

Each Issue Group represented in the Gender Policy conducted Focus Groups. Focus Groups were a casual means to collect information on the various issues via individual responses to questions and group discussions that resulted from the questions. The Focus Groups represented diverse populations (i.e., male/female, youth/elderly, Caymanian/Non-Caymanian, Government/non-Government) who made their views and opinions known to the Research and Development Team through this method.

ANNEX 4

Members of the National Policy On Gender Equity & Equality's Research & Development Team

Since June 2000, a Research and Development (R & D) Team has been involved in developing this task with assistance from two External Advisors: Audrey Ingram Roberts, Consultant, who consulted with the Commonwealth on developing the Gender Management Systems and piloted a GMS model in St. Kitts and Dr. Patricia Mohammed, Senior Lecturer and Head of the Centre for Gender and Development Studies, University of the West Indies, Jamaica.

Representing a wide cross section of the society, the following is a list of the members of the Research and Development Team and the organizations that they represent. The list includes those who may have only been able to serve on a temporary basis.

1. Carson Ebanks
Chairperson of R & D Team
Permanent Secretary (Ministry of Community Services, Youth, Sports & Gender Affairs)
2. Estella Scott
Former Coordinator of the Gender Policy
Officer for Gender Affairs (Ministry of Community Services, Youth, Sports & Gender Affairs)
3. Marilyn Conolly
Former Coordinator of the Gender Policy
Officer for Women's Affairs (Ministry of Community Development, Women's Affairs, Youth & Sports)
4. Tammy Ebanks Bishop
Secretary of the Research & Development Team
Programme Manager (Women's Resource Centre)

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5. Allister Ayres, Rotary Club Central
 6. Dale Banks, Department of Human Resources
 7. Cindy Barnes-Ruiz, Law Student
 8. Tricia Bodden, Department of Broadcasting
 9. Hazel Brown, Health Services Department
 10. Constable Michael Cansell, Royal Cayman Islands Police Service
 11. Nicole Carter, Cayman Islands Students' Association
 12. Dr. Desiree Charles, Department of Education
 13. Lennon Christian, Public Relations Liaison (Government Information Services)
 14. Sara Collins-Francis, Attorney
 15. Katherine Dinspel-Powell, Department of Substance Abuse and Rehabilitation (Caribbean Haven Outpatient)
 16. Patrice Dixon, Cayman Islands Hotel & Condo Association
 17. Patrice Donalds, Arts & Culture Representative
 18. Pastor Al Ebanks, Minister's Association
 19. Annie Ebanks, Civil Society- Economy Representative
 20. Dwene Ebanks, Cayman Islands Civil Service Association
 21. Craig Fredrick, Cayman Islands Students' Association
 22. Tanya Glen, Civil Society- Legal Representative
 23. Pastor Dee Dee Haines, Church Representative, John Gray Memorial Church
 24. Lisa Hurlstone, Department of Environment

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25. Suzanne Look Loy, Legal Department
 26. Franz Manderson, Immigration Department
 27. Hon. Sybil McLaughlin, Civil Society-Decision Making & Parliamentary Process
 28. Rev. Godfrey Meghoo, Minister's Association
 29. Zena Merren-Chin, Attorney
 30. Annie Multon, Business & Professional Women's Club/Tourism & Hospitality Representative
 31. Jennodell Myles, Personnel Department Cayman Islands Government
 32. Reginald Nixon, Lions Club of Grand Cayman
 33. Wil Pineau, Chamber of Commerce
 34. Rayle Roberts, Department of Substance Abuse and Rehabilitation
 35. Peter Schmid, Rotary Club Central
 36. Esmie Smith, Courts Office
 37. Raquel Solomon, Health Services Department
 38. Karin Thompson, Attorney
 39. Debbie Webb, Department of Social Services