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CANADIAN FOUNDATION FOR THE AMERICAS  
FONDATION CANADIENNE POUR LES AMÉRIQUES  
FUNDACIÓN CANADIENSE PARA LAS AMÉRICAS  
FUNDAÇÃO CANADENSE PARA AS AMÉRICAS

## **The Caribbean Single Market and Economy (CSME): The Case for Tracking Impacts on Women and Men**

May 2006

### **Abstract**

The economic integration of CARICOM into a Single Market and Economy (CSME) will allow goods, services, people and capital to move without restrictions within the Caribbean Community. The ability of men, women and youth to take advantage of and benefit from the co-ordination and harmonization resulting from the CSME could be different or unequal because of how the agreement is structured. For example, small-scale traders are not included in the approved categories of migrant labour. This means that most of the small businesses, which are mainly owned by women, will be unable to get needed support, such as credit, technical assistance and business training. In order to track the impact of CSME, it will be essential to create the capacity to collect data by gender in a standardized way across the region. Currently, information is not collected, not shared, or not collected on a comparable basis. This paper identifies some preliminary indicators that can be used to monitor the impact of the CSME on women and men, and makes recommendations concerning roles and responsibilities for the data collection and analysis, and the specific data to collect to ensure a capacity to report on the impact of CSME by gender and age.

*This report was prepared by Sherril A. Thompson for the Canadian Foundation for the Americas (FOCAL) and funded by the Canadian International Development Agency (CIDA). This document expresses the views of the author and does not necessarily represent the official policy of FOCAL or CIDA.*



Agence canadienne de  
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## Executive Summary

On January 1, 2006, the CARICOM Single Market and Economy (CSME) came into effect with six member states as full members (Jamaica, Barbados, Belize, Guyana, Suriname and Trinidad and Tobago). This initiative allows for a greater degree of movement for goods, services and capital within this region. Citizens of all Caribbean Community member states will in principle have the right to establish businesses throughout the region. The proposed single economy, including common macroeconomic targets and harmonisation of regional currencies, has been deferred to 2008. CSME is expected to have only a modest impact. Most traded goods are already covered by existing free-trade and intra-regional trade agreements, and amount to only a small proportion of exports, with limited potential for future expansion.

The CSME has the potential to affect men and women differently, in a way that could frustrate efforts by CARICOM member states to uphold and promote gender equality.

Some of the issues that may arise as a result of the way the CSME is structured include the following:

***a. Small-scale traders are not included in the approved categories of migrant labour.***

Small-scale trading makes up approximately 40 percent of the region's economic activity, and these businesses are predominantly owned and operated by women. The exclusion of small businesses could encourage many of these enterprises to continue to operate informally, and further limit their access to needed support, such as

credit, technical assistance and business training.

***b. Only certain categories of 'educated' workers are allowed to move within CARICOM.***

The enrolment of men and women in tertiary education programs is therefore important in ensuring a pool of educated workers for the region. In 1999/2000, 67 percent of the students registered at the University of the West Indies were women. The fact that more women than men are educated at the university level could offer the potential for more jobs for women. However, other indicators (such as the wage gap that exists between women and men and the higher unemployment rate of educated women relative to men) suggest that the higher educational achievement of women may not translate into equal opportunities for women.

***c. CSME could result in lower wages for men, thus narrowing the gender wage gap.***

Economic theories<sup>[1]</sup> argue that as trade liberalization increases competition, decreases excess profits, and lowers higher wages, businesses are no longer able to afford the luxury of discrimination by gender. As a result, the wages of male employees will fall. Applying this theory to the CSME indicates that the CSME could potentially reduce the wage gap in industries that are impacted by the CSME. However, since the CSME is not expected to result in dramatic changes in intra-regional trade, it is not clear to what extent, if any, the wage gap between men and women will narrow.

Since the CSME has the potential for different impacts on men and women, it is important that governments in the region put measures in place to monitor these impacts. Some of the

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<sup>[1]</sup> Hecksher-Ohlin/Stolper-Samuelson (HO/SS) and Becker's theory of discrimination.

issues that currently hamper the effective monitoring of the impacts of the CSME on women and men include the following:

- i. Data divided by gender are not available for the free movement of persons.*
- ii. Data on the right of establishment of businesses and the free movement of capital are not tracked.*
- iii. Data on the role of gender in the Caribbean were not yet available for 2002.*
- iv. There is a critical need to harmonize data collection methodologies in the region*

Despite these issues, some preliminary indicators have been developed to monitor the impact of the CSME on women and men. These indicators are:

- a. Intra-CARICOM labour flows*
- b. Intra- regional exports in male versus female dominated sectors*
- c. Proportion of women versus men accessing training*

This preliminary look at the potential impact of the CSME on women and men suggests that the absence of sufficient and timely data divided by gender is one of the main constraints faced by regional governments. The following recommendations aim to assist regional governments to direct scarce

resources towards this effort:

1. As the principal administrative organization for the collection, storage and dissemination of relevant information for the Caribbean Community, the CARICOM Secretariat should collect data divided by age and gender on the free movement of persons from member states.
2. Data should be collected on the right of establishment. Registrar of Companies or its equivalent in each CARICOM country should track the number of businesses that have been established as a result of the right of establishment provision in the CSME.
3. Data should be collected on the free movement of capital. The CARICOM Secretariat should request data from the member states on the free movement of capital by sector in the region.
4. Data divided by gender in the Caribbean needs to be collected more frequently. The reliance on population censuses that occur every ten years is a useful but inadequate way to monitor changes in the region.
5. CARICOM governments should continue efforts to improve the availability, quality and consistency of statistics and analysis in the region.
6. Governments in the region should increase public access to available data through the CARICOM Secretariat.

## Introduction

As the Caribbean Community (CARICOM) inaugurates its regional Single Market, CARICOM Single Market and Economy (CSME) staff, in conjunction with CIDA, have identified a need for baseline data to measure the impact of the CSME by gender. This paper examines the issue in terms of a number of factors, including gender equality, economic status, and formal education.

The paper is divided into four sections. Section 1 discusses why an analysis of the potential for the CSME to have a different impact on women and men is important. Section 2 presents the issues related to collecting the necessary data for this analysis. Section 3 provides preliminary indicators for tracking the impact of the CSME on women and men. Section 4 makes recommendations to policy makers and future researchers.

CARICOM — founded by the Treaty of Chaguaramas on July 4<sup>th</sup> 1973 — is the main organization of Commonwealth Caribbean countries. All 12 independent Commonwealth countries in the region (Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, St. Kitts and Nevis, Saint Lucia, St. Vincent and the Grenadines and Trinidad and Tobago) are members, along with Montserrat, a UK Overseas Territory. Five other UK Overseas Territories — Bermuda, The British Virgin Islands, Anguilla, the Cayman Islands and the Turks and Caicos Islands — have associate membership.

In 1989 a heads of government agreement was reached on a series of measures to fulfill the Chaguaramas Treaty obligation to establish a single market and economy by

1993. None of the obligations were met on schedule, but nine protocols agreeing to amendments to the CARICOM treaty were signed in 1999 and 2000, with a target date of 2005 for full implementation. By April 2005, Trinidad and Tobago, Barbados and Jamaica were close to implementing the single market within a year, whereas other members were expected to follow in 2006.

On January 1, 2006, the CSME came into effect with six member states as full members (Jamaica, Barbados, Belize, Guyana, Suriname and Trinidad and Tobago). This initiative allows for a greater degree of movement for goods, services and capital, while citizens of all Caribbean Community member states will, in principle, have the right to establish businesses throughout the region.

Common macroeconomic targets and harmonisation of regional currencies have been deferred to 2008. In fact, they are unlikely to materialize for some considerable time after that (The Economic Intelligence Unit, 2005).

The launch of the single market will have only a modest impact. Most traded goods are already covered by existing free trade and intra-regional trade agreements, and amount to only a small proportion of exports from most member states, with limited potential for future expansion. The movement of services and capital is effectively already unrestricted.

The movement of labour remains highly restricted. The CSME includes a commitment to free movement of labour for limited groups of qualified professionals. Full movement of labour for graduates, managers, technical staff and the self-employed is proposed for the start of 2006. Extension of the agreement to cover other categories, even of skilled labour, remains highly contentious. Caribbean countries currently have cumbersome work permit and residence regulations, which are in

most cases rigidly enforced. The main beneficiaries to date of the limited movement of labour legislation have been Trinidad and Tobago nationals, who have obtained around two-thirds of all certificates so far issued for working in other countries. The Caribbean Congress of Labour (CCL), a regional policy body, is lobbying for faster progress, but fear of large-scale immigration to countries with higher salary levels is a concern. There has been friction over admitting Guyanese workers to Barbados. The Bahamas has a strictly enforced work-permit system. The Cayman Islands has required visas from visiting Jamaicans since October 2005, in an attempt to control illegal immigration and crime.

## SECTION 1

### **The Importance of Analysing the Potential for Different Impacts of the CSME on Women and Men**

The CSME has the potential to impact women and men differently, in a way that could frustrate efforts by CARICOM member states to uphold and promote gender equality. This section of the paper takes a look at a few of these potential issues, in order to make the case to CARICOM governments for collecting data by gender.

Efforts have been made by CARICOM governments to uphold and promote gender equality. These efforts are geared towards helping women and men achieve their full potential and live healthy and active lives. Under the CSME, the Council for Human and Social Development was established to encourage and enhance the participation of youth and women in CARICOM in social, cultural and political activities. In addition, a *Plan of Action 2002-2005: A Framework for Mainstreaming Gender into Key CARICOM*

*Programmes* was implemented. The CARICOM Plan was fashioned from the Beijing Plan of Action, which has been endorsed as a strategy for achieving gender equality. The Beijing Plan specifically states that governments and other actors should promote an active, visible policy of taking into consideration the impact by gender of all policies and programmes, so that their effect on women and men is analyzed before decisions are taken. CARICOM's Plan identified three priority areas:

- education, with the aim of strengthening human resource development;
- health, specifically focusing on HIV/AIDS; and
- labour in the context of the CSME.

Much progress on gender equality has been achieved in the region. Notable recent examples include the passage of legislation in Jamaica and Trinidad and Tobago legitimizing claims of women and children to legal entitlements in a common law marriage. However, much inequality based on sex still persists.

Some of the issues that could lead to the CSME having a different impact by gender include the following:

a. *The exclusion of small-scale traders from the list of approved categories of migrant labour under the CSME.* This group is of particular interest to the region because small-scale traders account for approximately 40 percent of the region's economic activity. These businesses are predominantly owned and operated by women. Anecdotal evidence suggests that well over 70 percent of businesses owned by women in the region fall into this excluded category of labour under the CSME. (See Box 1: Women-Owned Small Businesses in the Caribbean) The exclusion of women-owned small businesses could encourage many of these enterprises to remain informal and

further limit their ability to access needed support such as credit, technical assistance and business training.

### **Box 1: Women-Owned Small Businesses in the Caribbean**

Perhaps the greatest effect that the failed promise of economic liberalization has had on the Caribbean is in the revival of the small business entrepreneurial skills and talents of women. In Jamaica, for example, anecdotal evidence suggests that in the 1980s and 1990s, when the promised benefits of trade liberalization did not materialise, women from all walks of life and educational backgrounds (illiterate, semi-literate, teachers, nurses, office workers, even some female professors) kept the economy afloat through international trade in food, clothing and household items. These small-scale entrepreneurs are called “informal commercial traders” or higglers. They dominated the small-scale trading sectors of the economy. Even big merchants in the towns of Kingston and Montego Bay began relying on these small-scale female trade entrepreneurs to move goods. Some of these developments were also observed in the Eastern Caribbean (Philip Curtin , 1955).

The emergence of this entrepreneurial spirit among women in the region occurred even where enterprise-oriented training was limited or non-existent. Women relied on their own skills and responded to the needs of local markets. The emergence of small-scale female entrepreneurs in Jamaica has:

- provided self-employment for women who would otherwise have been unemployed under economic re-structuring;
- created growth in the self-employment sector of the economy (dominated by women);
- improved access to better housing (for example, many of the houses in certain parts of Jamaica - Haven Dale, Hope Pastures, Meadowbrook, Cherry Gardens, and Beverly Hills) to the extent that Jamaican small-scale female commercial traders have been described as the “Nova Rich;” and
- improved access to education and health for their children.

Women achieved these benefits through personal and social network building, manifested in what Jamaicans like to call “Partnership”, which is the pooling of savings among themselves. The Partnership system functions like a bank or credit union, collecting small amounts of funds into larger pools and making the larger pool (called a “draw” or “drawing my partner”) periodically available to members of the network in the form of loans or credit. Professor Philip Curtin of the University of the West Indies Mona found in his study that on any given weekday, one can observe as much as the equivalent of US\$8,000 going from one individual into the Partnership System as a “draw”.

***b. The free movement of certain categories of labour.*** As noted above, only certain categories of ‘educated’ workers are allowed to move freely within CARICOM. The enrolment of men and women in tertiary education programs is therefore important in providing the educated workforce for the region. Statistics for 1999/2000 show that women registered at the University of the West Indies far outnumbered men (67 percent and 33 percent respectively). The fact that more women than men are educated at the university level could offer the potential for more jobs for women. However, other factors indicate that the higher educational achievement of women may not translate into better employment opportunities. Some of these factors include the wage gap between women and men, discussed below, and the higher unemployment rate of educated women relative to men (9 percent for women in Grenada in 1998 compared with 5 percent for men)

***c. CSME could result in lower wages for men, thus narrowing the gender wage gap.*** Data provided by the CARICOM Secretariat for selected CARICOM countries for 1991 show that more women earn at the lower end of the scale compared to men. These data are discussed below in Section 3a). Economic theories<sup>[1]</sup> argue that as trade liberalization increases competition, decreases excess profits, and lowers higher wages, businesses are no longer able to afford the luxury of discrimination by gender. As a result, the wages of male employees will fall. Applying this theory to the CSME indicates that the CSME could potentially reduce the wage gap in industries that are impacted by the CSME. However, since the CSME is not expected to result in dramatic changes in intra-regional trade, it is

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<sup>[1]</sup> Hecksher-Ohlin/Stolper-Samuelson (HO/SS) and Becker’s theory of discrimination.

not clear to what extent, if any, the wage gap between men and women will narrow.

## SECTION 2

### **The Issues Related to Collecting the Necessary Data for Analysis by Gender**

Since the CSME has the potential to have different impacts on men and women, the importance of putting in place measures to monitor these impacts cannot be overstated. However, statistical organizations in the region lack the capacity and resources to collect, analyze and report timely data by gender. Some of the issues making the collection of this information difficult include the following:

***a. The CARICOM Secretariat provides the numbers but not the genders of persons applying for free movement.*** One of the indicators used by CARICOM to monitor the impact of the CSME is the number of persons applying for certificates of recognition in order to seek employment within the community. While the total number of issued certificates or recognitions is tracked by the CARICOM Secretariat, data according to gender is not provided by the member states. It is not clear whether member states collect this information.

***b. Data on the right of establishment and the free movement of capital is not tracked.***

Data on the number of CARICOM businesses setting up offices, branches or subsidiaries in the region are not currently being tracked by the CARICOM Secretariat. While countries have established agencies responsible for registering companies and tracking business registration, there are no mechanisms currently available to track intra-regional businesses. The collection of this information would require modifications to business registration processes and the reporting of the data generated on a regional level.

*c. Data on the role of gender in the Caribbean are not yet available for 2002.* In the Caribbean, population censuses have been conducted every ten years for most of the countries, and data from these are generally available either in publications (national and regional), or are readily provided to the CARICOM Secretariat by Member States. The last census carried out in the region was in 2000/2001. In addition to the census that takes place every ten years, sample survey data are more widely available for topics dealing with employment, but not all countries have regular labour force surveys and only a few provide data on topics like salaries and incomes.

However, significant gaps exist for data divided by gender. There is no table in this report for which statistics have been presented for all countries and for the years required

*d. Data collection methodologies in the region are not harmonized.* Even when data are available for many of the countries, it is not clear when variations in the levels and trends are caused by actual differences between countries or by differences in concepts and national practices. Differences currently exist in the levels of capabilities and resources in statistical offices in the region. There are also differences in concepts and methods, even within countries. As a result, estimates may be based on different factors and data may not be comparable.

The creation of a single economic space makes the harmonization of data even more critical. In order to carry out a comparative analysis of gender roles under a liberalized CSME regime, the concepts and methods used in the collection and compilation of data should be similar across the 15

countries that make up CARICOM. Better coordination of collection and dissemination of statistics at the national level will also improve the availability, quality and consistency of the statistics.

CARICOM governments have been working to address these issues. In May 2002, the CARICOM programme on Social/Gender Statistics and Indicators was formed to develop the capacities within the various Member States to compile, on a sustainable basis, a core set of social and gender indicators. A priority list of CARICOM social/gender indicators was developed<sup>1</sup>. The category of indicators includes population, household and families, work, economy, health, decision-making, crime and poverty. The Caribbean is currently working to strengthen its capacity to compile social/gender data and indicators based on this list. In January 2005, the Council of Ministers within CARICOM gave approval to support the Regional Statistical Programme's efforts to monitor and evaluate the CSME.<sup>2</sup> The objective of the Programme is to focus on the statistical needs of the CSME and to make available statistical information for decision-making. CARICOM has embarked on a phased approach to improve the production and dissemination of core data and to reduce the current gaps and deficiencies.

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<sup>1</sup> Priority list of indicators for the CARICOM programme on strengthening capacity in the compilation of social/gender and environment statistics and indicators in the CARICOM Region, 2005

<sup>2</sup> See CARICOM Stats News and Views: Facts, figures and update from the Statistical Section of the Caribbean Community Secretariat, Volume 4, issues 2, December 2004

## SECTION 3

### Preliminary Indicators for Tracking the Impact of the CSME on Women and Men

In order to monitor the impact of the CSME on gender, baseline data was collected by gender on some relevant employment and education and training statistics. A summary of these data is presented below. A preliminary set of indicators to monitor the impact of the CSME on men and women is also presented.

#### a. Employment

More Caribbean women participate in the economy than women in Central and South America and North Africa (United Nations, 2000a). This high level of participation could be linked to shifts in employment away from traditional sectors like agriculture and manufacturing towards the services sector (World Bank, 2004), where women's share of employment is higher than men. In 2000, 60 percent of women employed in the Caribbean worked in the service sector compared with 50 percent of employed men. Only in Belize and Dominica does the proportion of agricultural employment exceed that of the services sector (by 4 and 9 percentage points respectively). Women occupied more than 65 percent of the clerical (support-giving) occupations in all countries except Suriname (53 percent) in 1990/1991.

The data available on selected countries for 1991 shows that more women earn at the lower end of the scale compared with men. For example in Antigua and Barbuda, the difference in income between men and women in 1991 was striking: almost 60 percent of employed women earned less than EC\$1,000. (See table 1 below). Even within the same occupational class, women's earnings on average were lower than men.

**Table 1: Distribution of employed population by income groups, selected countries, 1991**

Antigua & Barbuda	1991		Cumulative	
	Distribution		Distribution	
Monthly income group	Women	Men	Women	Men
Less than \$200	2	1	2	1
200-399	5	2	6	3
400-799	26	9	32	12
800-1,199	26	21	58	34
1,200 - 1,999	23	33	81	66
2,000 - 3,999	15	23	96	89
4,000 - 5,999	2	6	98	95
6,000 & Over	2	5	100	100
Not stated				
Total	100	100		

Source: CARICOM Secretariat: *Women and Men in the Caribbean Community, 2003*

In Trinidad and Tobago in 1997, women employed as clerks earned 9 percent less than male clerks while women in the crafts and related occupations earned 47 percent less than their male counterparts. A small proportion of women's lower level of earnings could be attributed to fewer hours of work performed by women. However, in general, women's hourly earnings do not equal that of men in any other sectors, except for health and social work, where women earn about 30 percent more than men on a monthly basis, and 36 percent more per hour (CARICOM Secretariat, 2003).

**Table 2: Distribution of employed population by income groups, selected countries, 1999**

Dominica	1999		Cumulative	
	Distribution		Distribution	
Monthly income group	Women	Men	Women	Men
0-499	39	25	39	25
500 -1,999	38	46	77	72
1,300 - 1,999	11	14	88	86
2,000 - 3,999	11	12	99	98
4,000 & over	1	2	100	100
Not stated	2	2		
Total	100	100		

Source: CARICOM Secretariat: *Women and Men in the Caribbean Community, 2003*

### *Impact of home duties on women's employment*

Part-time work is more common among employed women than men. In Belize, Dominica and Suriname, more than 10 percent of employed women worked part-time in 1990/1991, compared with 3 to 7 percent of employed men. More men than women worked longer than a 40-hour workweek, except in Grenada (1996) where 53 percent of women worked longer hours as compared with 28 percent of men. Women delay entry into, withdraw from, or stay out of the labour market traditionally because of the conflict between employment and family responsibilities. Having babies and raising children tend to limit their economic activity. In 1990/1991, 90 percent of Guyanese women who were not economically active reported home duties as the primary reason. The comparable figure for Guyanese men is 60 percent.

### *Unemployment*

Among the economically active, women in Caribbean society have a higher unemployment rate and are unemployed for longer periods when compared to their male counterparts, irrespective of age, country of birth or level of education<sup>3</sup>. The youth unemployment rate for 2000 averaged 20 percent in most countries. In some countries, twice as many young women as men were unemployed (for example, 43 percent compared with 20 percent in Jamaica). Grenada was the only exception, with youth unemployment rates about equal for men and women (27 and 28 percent respectively).

<sup>3</sup> This observation is based on data compiled in the study *Women and Men in the Caribbean Community: Facts and Figures 1980-2001*.

**Table 3: Unemployment rates and labour participation rates, 2003**

	Unemployment Rate 2003			Labour Force Participation Rate 2003		
	T	M	F	T	M	F
Antigua & Barbuda						
Bahamas	10.8	10	11.7	76.5	82.1	71.7
Barbados	11	9.60	12.60	69.20	75.00	64.00
Belize*	...	...	...	57.3	78.6	36.8
Jamaica	13.1	9.70	17.60	62.00	71.40	53.20
St. Kitts & Nevis						
St. Lucia	22.3	17.2	28.1			
St. Vincent & Grenadines						
Trinidad & Tobago	10.5	9.3	13.8	61.6	74.2	48.9

Source: *Caribbean Development Bank, 2004 Report*

\* 2002 data

Higher education for both women and men reduces the rate of unemployment. However, as Table 4 below shows, even at the university level, the rate of unemployment among women is still higher than that of men at the university level.

**Table 4: Unemployment rates of university graduates, selected countries, selected years**

Country	University	
	Women	Men
The Bahamas 1996	5	3
Belize, 1993	4	<1
Dominica, 1997	8	<1
Grenada, 1998	9	5
St. Vincent & the Grenadines, 1991	2	2
Trinidad and Tobago, 1997	2	1

Source: *CARICOM Secretariat, Women and Men in the Caribbean Community, 2003*

## b. Education and Training

More women than men received training in the Caribbean. For example, in Jamaica in 1999 36 percent of the women active in the economy benefited from vocational training, compared to 25 percent of the men, and 38 percent took professional training, compared to 28 percent of the men. Men benefited more than women from on-the-job training (33 percent compared to 21 percent) and apprenticeship programs (9 percent compared to 2 percent). Seventy-four percent of women and 53 percent of men active in the Jamaican economy received institutional training in 1999. In Trinidad and Tobago, the corresponding percentages were 67 percent and 37 percent respectively.

**Table 5: Ratio of girls to boys in enrolment at primary and secondary levels, 1990s**

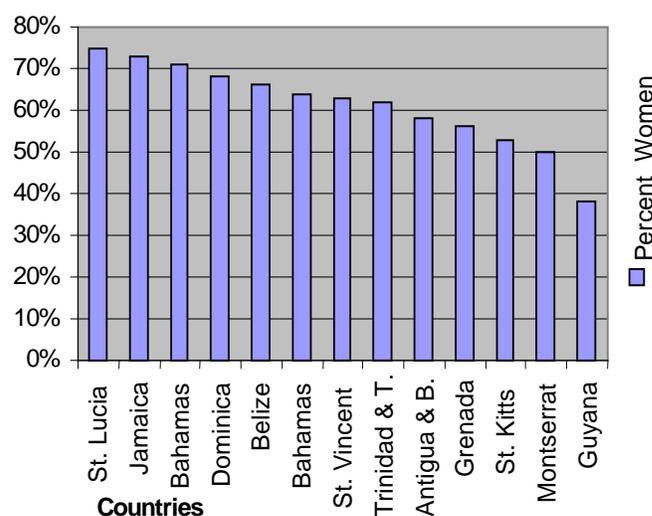
	Year	Primary	Secondary
Bahamas	1997	98	97
Belize	1997	94	113
Dominica	1995	92	139
Grenada	1995	90	141
Guyana	1998	96	103
Jamaica	1996	98	118
Montserrat	1997	96	105
St. Kitts & Nevis	1998	91	105
St. Lucia	1997	90	129
St. Vincent & Grenadines	1997	90	144
Suriname	1999	95	127
Trinidad & Tobago	1997	96	109

In 1990, more than 90 percent of Caribbean boys and girls were enrolled in primary school. In Belize, Guyana, Jamaica and Trinidad and Tobago, more boys than girls were enrolled in the 1990s at the primary level. At the secondary level, there was a striking reversal in the ratio: girls' enrolment outnumbered boys' in twelve CARICOM countries. This may be due to differences in

academic achievement and the cost of education. (See Box 2: Youth at Risk in CARICOM).

Women registered in universities far outnumbered men. For example, in 1999/2000, 67 percent of students registered at the University of the West Indies were women. The majority of students registered were from the larger more developed countries (MDCs) like Barbados, Jamaica and Trinidad and Tobago. The sex differential in university enrolment has given rise to concerns about the situation of men. (CARICOM Secretariat, 2003).

**Figure 1. Women as a Percentage of Registered Students at the University of the West Indies**



Source CARICOM Secretariat, 2003

In terms of educational performance, in 2000, women performed better than men in general proficiency examinations. More women obtained grade 1, 2, and 3 passes than men. For example in English, approximately 55 percent of women obtained passes compared with 40 percent of men.

## **Box 2: Youth at Risk in CARICOM**

Currently, youth at risk is one of the most pressing concerns for the CARICOM governments, civil society organizations, and the international community. The marginalization of youths, increased violence among young people, early pregnancies and the breakdown of the family, including lack of fathers and positive male role models in children's lives, are just some of the challenges faced by young people in the region.

While there is no universally accepted definition of youth or youth at risk, a general definition characterises youth as spanning the adolescent period between 10 to 24 years of age. Young people are at risk when they face environmental, social and family conditions that interfere with their personal development and with their successful integration into society as productive citizens. Youths are at risk when their families and society fail to provide appropriate and adequate support for them to grow into responsible and productive adults. According to the CARICOM Youth Secretariat, many Caribbean youths up to age 30 have not been successfully integrated into society, and so are included in youth interventions.

Despite historical, political, cultural and linguistic diversity, the negative outcomes observed among Caribbean youths are quite similar across the region. These include early sexual initiation, HIV/AIDs, sexual abuse and physical abuse, school leaving (dropout and exit), unemployment, crime and violence, substance abuse and drug dealing and social exclusion. (Please refer to Box 3 above for data.)

These problems plaguing Caribbean youth are costly. According to the World Bank, although it is impossible to put a value on human life or on the impact of positive or negative youthful actions, rough estimates show that losses to society from risky behaviours such as teen pregnancy, leaving school, crime and HIV/AIDS, reach into the billions of dollars in terms of both direct expenditures and foregone productivity. Some rough calculations are as follows:

- The lives of a single cohort of adolescent mothers cost over US\$2 million in St. Kitts and Nevis (This represents the cost to the government over a period of 20 years to support the teenage families for one year).
- Youth crime and violence in St. Lucia generates over US\$3 million in indirect social costs and US\$ 7.7 million in indirect private costs annually.
- A 1 percent decrease in youth crime would increase tourist receipts by 4 percent in Jamaica and by 2.3 percent in the Bahamas.
- The indirect private costs of AIDS deaths among those who contracted AIDS during adolescence range from 0.01 of GDP in Suriname and Antigua and Barbuda to 0.17 percent of GDP in the Bahamas in the year 2000.
- If female youth unemployment were reduced to the level of adult unemployment, the GDP would be higher by a range of 0.3 percent in Antigua and Barbuda to 2.9 percent in Jamaica. (World Bank, 2003)

### c. Preliminary Indicators for monitoring the impact of the CSME on gender

i. Labour Indicators and Baseline Data																
<b>Indicator:</b> Intra-CARICOM labour flows																
<b>Tracked by/Priority Indicator for:</b> <input checked="" type="checkbox"/> CARICOM																
DESCRIPTION																
<p><b>Definition:</b> The number of approved CARICOM nationals seeking employment within CARICOM. The word approved means skilled labour limited to the following categories: university graduates, artists, media workers, musicians, sports persons and entrepreneurs. These categories may be expanded in the future.</p> <p><b>Unit of Measure:</b> Number.</p> <p><b>Disaggregated by:</b> CARICOM country, sex.</p> <p><b>Rationale:</b> This indicator is used to monitor the number of persons of Caribbean origin relocating within the Caribbean as a result of the free movement of labour provision in the Revised Treaty of Chaguaramas that brings into effect the CSME.</p>																
DISCUSSION																
<p>The data below are based on available statistics. Sex-disaggregated data were not provided by member states. The data also have a number of limitations including the following: i) they do not capture the number of unauthorized persons moving within the region; ii) being issued a certificate of recognition does not constitute the right to employment; and iii) transferees can bypass certificates of recognition.</p> <p>Despite these limitations, this indicator is a very useful measure of the impact of the CSME on women and men. Future research should analyze this data using a gender analysis framework that looks at the number of women versus men who are afforded the opportunity to move as a result of CSME. This should be considered in the context of current gender biases that exist in the region.</p>																
OTHER NOTES																
<p><b>Notes on Baseline:</b> Baseline year is 2004.</p> <p><b>Other Notes:</b> At the time of collection, data were not available for all countries. The symbol ... means data were unavailable. N/A means that certificates were not issued.</p>																
YEARS																
CARICOM COUNTRIES																
	Antigua & Barbuda	Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Haiti	Jamaica	Montserrat	St. Kitts & Nevis	St. Lucia	St. Vincent & the Grenadines	Suriname	Trinidad & Tobago	
2004	0	0	N/A	15		58	176	N/A	396	0	22	N/A	18	N/A	607	
2005																
2006																
<b>Data Source(s):</b> CARICOM member states. Data compiled by the CARICOM Secretariat																
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## ii. Trade Indicators and Baseline Data

**Indicator:** Intra- regional exports in male versus female-dominated sectors

**Tracked by/Priority Indicator for:**  CARICOM  IMF

### DESCRIPTION

**Definition:** Percentage change in the distribution of intra-regional exports in male versus female dominated sectors.

**Unit of Measure:** Percentage.

**Disaggregated by:** Standard International Trade Classification (SITC) Sections.

**Rationale:** This indicator is used to monitor changes in the proportion of total intra-regional exports in female- versus male-dominated sectors to determine the sectors that are benefiting from CSME.

### DISCUSSION

Data on intra-regional trade were only available based on the Standard International Trade Classifications. Data on female- and male-dominated sectors were available by sectors such as services, agriculture, and manufacturing. The inconsistency in the availability of data made it difficult to compare male-dominated versus female-dominated sectors. Nevertheless, both sets of data are presented below.

#### Distribution of CARICOM's Intra-Regional Exports by principal S.I.T.C

S.I.T.C Sections	1996	2001
Food and Live Animals	17%	19.8%
Mineral Fuel and Related Materials	38.9%	45%
Chemicals	11.7%	8%
Manufactured Goods	15.6%	13%
Miscellaneous Manufactured Articles	6%	5.3%
Other	10.4%	8.9%

#### CARICOM Countries (2002 data)

Sectors	Antigua & Barbuda	Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Haiti	Jamaica	Montserrat	St. Kitts & Nevis	St. Lucia	St. Vincent & the Grenadines	Suriname	Trinidad & Tobago
<b>Agriculture</b>	N/A	W 1 M 8	W 3 M 5	W 6 M 37	W 14 M 32	W 10 M 17	N/A	N/A	W 10 M 29	N/A	N/A	W 15 M 28	N/A	W 3 M 7	W 4 M 13
<b>Industry</b>	N/A	W 6 M 22	W 11 M 31	W 12 M 19	W 10 M 24	W 12 M 32	N/A	N/A	W 8 M 25	N/A	N/A	W 14 M 24	N/A	W 6 M 29	W 13 M 34
<b>Services</b>	N/A	W 93 M 69	W 85 M 64	W 82 M 44	W 72 M 40	W 77 M 46	N/A	N/A	W 82 M 45	N/A	N/A	W 71 M 49	N/A	W 89 M 58	W 83 M 53

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### iii. Education and Training Indicators and Baseline Data

**Indicator:** Proportion of women versus men accessing training.

**Tracked by/Priority Indicator for:**  CARICOM

#### DESCRIPTION

**Definition:** This indicator measures changes in the numbers of men and women accessing CSME-recognized training.

**Unit of Measure:** Percentage.

**Disaggregated by:** CARICOM country, sex.

**Rationale:** While access to training does not necessarily translate into employment within CARICOM, it widens the pool of available skilled labour under the CSME.

#### DISCUSSION:

There are only limited data available on training in the region. Data are presented for Jamaica and Trinidad and Tobago, but the information was not available on the same types of training. For example, by comparing 1991 and 1999 in Jamaica for all categories of training, the proportion of women compared to men receiving training was reduced by 2%, while conversely the proportion of men increased by 2%. There was no change in the proportion of women and men receiving vocational and professional training.

#### Jamaica

Types of Training	1991		1999		Percentage change (Women)
	Women	Men	Women	Men	
Vocational	61%	39%	61%	39%	0%
Professional	59%	41%	59%	41%	0%
Apprenticeship	14%	86%	17%	83%	3%
On the job training	43%	57%	39%	61%	(3%)
Not Stated	35%	65%	46%	54%	11%
All Categories	47%	53%	45%	55%	(2%)

#### Trinidad and Tobago

	1980		1990		Percentage change (Women)
Vocational, Trade, Commercial	64%	36%	56%	44%	(8%)
Youth Training and Employment Partnership	N/A	N/A	55%	45%	N/A
Technical Institute	23%	77%	27%	73%	4%
Professional/University	29%	71%	39%	61%	10%
Private Study	29%	71%	40%	60%	11%
Secondary School	51%	49%	36%	64%	(15%)
Other Institutional Training	41%	59%	47%	53%	6%
On the job training	16%	84%	20%	80%	4%
Other training not specified	30%	70%	39%	61%	9%
Not stated	34%	66%	32%	68%	(2%)
All Categories	29%	71%	35%	65%	6%

**Source:** CARICOM Secretariat, 2003

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#### iv. Unemployment Indicators and Baseline Data

**Contextual Indicator:** Unemployment rates among male and female.

**Tracked by/Priority Indicator for:**  World Bank  ILO  CARICOM

#### DESCRIPTION

**Definition:** The number of unemployed people divided by the labour force. Unemployed people are those who are not employed during a specific reference period but are available for work and have taken concrete steps to seek paid employment or self-employment.

**Unit of Measure:** Rate.

**Disaggregated by:** CARICOM country, sex.

**Rationale:** This indicator measures the degree to which the labour force is utilized in the economy and therefore serves as a measure of the success of strategies to create jobs.

#### GOAL AND TARGET ADDRESSED

This indicator is a contextual indicator to track the rate of unemployment for women versus men. Changes in the rate of unemployment may not be attributable to the CSME, but unemployment figures help to measure the impact of environmental factors such as increased investments and economic growth. Data on unemployment by sex were not available for all CARICOM countries, but the data available indicate that women are experiencing higher rates of unemployment compared to men.

#### OTHER NOTES

**Notes on Baseline:** Baseline year is 2003.

**Other Notes:** At the time of collection, data were not available for all countries. This is represented by the symbol ... in the table below.

T = Total, W = Women, M = Men

YEARS	CARICOM COUNTRIES														
	Antigua & Barbuda	Bahamas	Barbados	Belize	Dominica	Grenada	Guyana	Haiti	Jamaica	Montserrat	St. Kitts & Nevis	St. Lucia	St. Vincent & the Grenadines	Suriname	Trinidad & Tobago
2003	...	T 10.8 W 11.7 M 10	T 11 W 12.6 M 9.6	...	...	...	...	...	T 13.1 W 17.6 M 9.7	...	...	T 22.3 W 28.1 M 17.2	...	...	T 10.5 W 13.8 M 9.3
2004															

**Data Source(s):** population census and labour force surveys. (Compiled by the CARICOM Secretariat)

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## SECTION 4

### Recommendations

This assessment of the importance of monitoring the different impacts of the CSME on women and men leads to the following recommendations for policy makers and recommendations for future study.

#### a. Recommendations to Policy Makers

##### *Improve Data Collection, Quality and Access*

Data that can determine the impacts of CSME by gender will certainly assist the CARICOM governments to meet their commitment to gender equality. The author recommends the following:

1. As the principal administrative organization for the collection, storage and dissemination of relevant information for the Caribbean Community, the CARICOM Secretariat should collect data by both age and gender on the free movement of persons from member states. The emigrant's destination, category of work, sector and duration of employment/contract should also be collected.
2. The Registrar of Companies or its equivalent in each CARICOM country should track the number of businesses that have been established as a result of the right of establishment provision in the CSME. Intra-CARICOM offices, subsidiaries or branches established should be recorded. In addition, data on the number of transferees and entrepreneurs, their sex and their occupation should also be recorded. This information should be provided to the CARICOM Secretariat on a regular basis so that regional data are available.
3. The CARICOM Secretariat should request data from the member states on the free movement of capital by sector in the region. While some of this information is private since funds originate from private flows, much of the data on capital flow from public companies and can be collected from the member states. Also, intra-regional remittance flows should be tracked by the CARICOM Secretariat.
4. Data by gender in the Caribbean needs to be collected more frequently. Relying on the population census that occurs every ten years is not the most useful way to monitor changes in the region. Regular labour force surveys should be expanded to all 15 CARICOM countries. Additional surveys should collect data on education by gender.
5. CARICOM governments should continue their efforts to improve the availability, quality and consistency of statistics and analysis in the region. The capacity of statistical offices should be enhanced and resources provided to increase the regional coordination of statistical bodies.
6. With respect to the CSME protocols, governments in the region should expand the free movement of labour provision to include small-scale traders. The size of the sector (approximately 40 percent) and the dominance of women in this sector would justify this change. This will provide greater opportunities for a significant portion of micro and small business in the region, especially women-owned business.

## **b. Recommendations for Future Study**

7. Future studies on the impact of the CSME on women and men could provide a case study on the progress of businesses owned by women under the CSME regime. A comparative analysis of pre- and post-CSME could be carried out, as well as a comparison of male versus female-owned businesses.

8. Additional data should be collected approximately every five years, to monitor the impact of the CSME on women and men. The following gender analysis framework was developed in this regard. In conjunction with the baseline data presented in this report, and subsequent data collected at five-year intervals, this framework can be used to conduct a gender analysis of the CSME. While a gender analysis of the CSME is outside the scope of this paper, future research should consider some of the following issues:

- How has liberalization in capital flows affected men and women in different categories in the region?
- What impact, if any, has the right of establishment had on the nature and type of businesses in the region?
- How has the CSME expanded intra-CARICOM trade and labour flows?
- Have the expanded intra-CARICOM trade flows increased employment opportunities for women and men?

- What is the quality of employment (as measured by skill sets, wages, salaries, and duration or stability of employment) under the CSME trade liberalization regime?
- Have more women of economically active age been marginalized in the regions' labour market relative to men under the CSME trade liberalization regime?
- What have been the impacts of the expanded trade flows on the gender income gap?
- How has trade liberalization under CSME affected employment opportunities (payroll and self-employment) among economically active males and females in CARICOM countries?
- Can the effect of CSME on intra-household socio-economic factors (education, health, employment, etc) across and within CARICOM countries be measured? If so, how?
- What progress, if any, has occurred in the availability and quality of data by gender in the region?

In this regard, the study should examine two aspects of the gender analysis framework:

1. Gender roles in development under the CSME Regime.
2. A longitudinal study of progress toward gender equality under the CSME regime. This will provide CARICOM governments and development agencies with valuable insights into the impact of the CSME on gender.

## APPENDIX A

### Appendix A: List of individuals consulted

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Published May 2006

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The preparation of this paper has been made possible thanks to support from Canadian International Development Agency (CIDA).

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