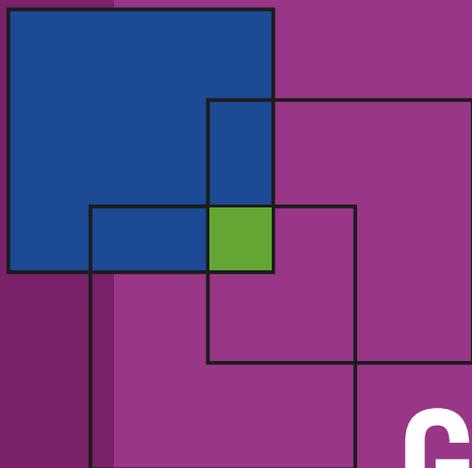




International  
Labour  
Organization

Office for the  
Caribbean



# GENDER at WORK in the CARIBBEAN

COUNTRY REPORT:

## Saint Lucia





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**Saint Lucia**



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## Foreword

Despite the progress towards achieving gender equality in the world of work, considerable constraints remain. As a result, and as the Organization approaches its centenary in 2019, the Director-General launched the Women at Work Centenary Initiative. The initiative aims to better understand and address why progress on delivering on decent work for women has been so slow and what needs to be done towards securing a better future for women at work.

In March 2016, the ILO published the Women at Work – 2016 Trends Report, which presented in-depth analysis of the gender gaps in the world of work and explored the key policy drivers for gender transformative change. Taking this publication as a reference guide, the ILO Decent Work Team and Office for the Caribbean commissioned country studies to establish an up-to-date and comprehensive picture of five ILO member States: Antigua and Barbuda, Dominica, Guyana, Jamaica and Saint Lucia.

This research is timely since at this juncture we do not have a comprehensive overview of the situation of women at work in the Caribbean. The findings of the report would provide information relevant for the implementation in the Caribbean of the “Montevideo Strategy for Implementation of the Regional Gender Agenda within the Sustainable Development Framework by 2030”, adopted in October 2016. It will also contribute to SDG 5 on Gender Equality, SDG 8 on Decent Work and Economic Growth, and SDG 10 on Inequalities, as well as the UN Women initiative on 50 50 by 2030.

The goal is to widen our knowledgebase on gender dimensions in the world of work in the Caribbean and how they are currently addressed. It is our hope that this will help direct policy makers as they mainstream gender in decent work policies. The studies use existing data to address important questions such as: What are the gender inequalities in the labour market? What is causing them? Do we have the data we need to understand the realities? Where are the inequalities mostly concentrated in terms of sectors and groups of workers? Are there legal protection and policy issues that are to be addressed? How well have countries done in mainstreaming gender equality dimensions across policies? What institutions, measures, policies and laws exist which promote women’s labour force participation, including in non-traditional types of work, as well as in trade unions, political and social organizations and how well are they being used? What are the good practices that can be identified and possibly replicated?

This initial study is expected to then further inform and guide additional research into the situation of women and men at work and the obstacles to equality and economic empowerment.

I would like to acknowledge, with deep appreciation, the guidance provided by Dagmar Walter, Deputy Director, and Shingo Miyake, Specialist, Labour Law and International Labour Standards, ILO DWT and Office for the Caribbean, in supervising the project and preparing this publication. I would like to express special thanks to Caroline Allen who conducted the research and prepared the draft text, with the invaluable assistance of representatives of the Gender Ministries who provided the information relating to their respective countries. Finally, I am also grateful of all Specialists of ILO Decent Work Team and Office for the Caribbean who have provided comments and inputs to the draft text.

Claudia Coenjaerts  
Director  
ILO Decent Work Team and  
Office for the Caribbean





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## Acknowledgements

Ms Caroline Allen, PhD, undertook the research and authored the present reports, which are aimed at providing a comprehensive overview of the Gender at Work situation in the Caribbean. Drawing from her regional level work, she focused on five country studies – Antigua and Barbuda, Dominica, Guyana, Jamaica and Saint Lucia. Ms Chantal Toby, Research Assistant, provided support for this report. Mr Edwin St. Catherine, Director of Statistics, provided access to data analysed in the report. The findings and insights will allow for informed discussions with constituents and partners to take the subject forward in the countries concerned and beyond.

We thank UN Women and other collaborators who shared literature, data and recommended additional sources of information.

Staff of the ILO Decent Work Team and Office for the Caribbean (DWT/O-POS) contributed in various ways to this report. Managing the initiative from start to finish were Ms Dagmar Walter, Deputy Director, and Mr Shingo Miyake, Labour Law and International Labour Standards Specialist. Mr Diego Rei, Employment and Labour Market Specialist, provided extensive contributions with respect to statistical data. Other colleagues of the DWT/O-POS provided further technical inputs and administrative support.



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## List of abbreviations

|           |                                                                            |
|-----------|----------------------------------------------------------------------------|
| BelFund   | James Belgrave MicroEnterprise Fund                                        |
| BPfA      | Beijing Platform for Action                                                |
| CAFRA     | Caribbean Association for Feminist Research and Action                     |
| CANTA     | Caribbean Association of National Training Agencies                        |
| CARE      | Centre for Adolescent Renewal and Education                                |
| CARICOM   | Caribbean Community and Common Market                                      |
| CBOs      | Community-Based Organizations                                              |
| CDB       | Caribbean Development Bank                                                 |
| CEACR     | Committee of Experts on the Application of Conventions and Recommendations |
| CEDAW     | Committee on the Elimination of All Forms of Discrimination Against Women  |
| CIM/OAS   | The Inter-American Commission of Women, Organization of American States    |
| CPIP      | Constituency Projects and Infrastructure Programme                         |
| CIWIL     | Caribbean Institute for Women in Leadership                                |
| CSO       | Central Statistical Office                                                 |
| DGR       | Division of Gender Relations                                               |
| DWT/O-POS | Decent Work Team and Office for the Caribbean                              |
| ECLAC     | Economic Commission for Latin America and the Caribbean                    |
| GBV       | Gender Based Violence                                                      |
| GFPs      | Gender Focal Points                                                        |
| GOSL      | Government of Saint Lucia                                                  |
| HDI       | Human Development Index                                                    |
| IGDS      | Institute of Gender and Development Studies                                |
| IDRC      | International Development Research Centre                                  |
| ILO       | International Labour Organization                                          |
| KSL       | Koudemen Sent Lisi Programme                                               |
| MESECVI   | Follow-up Mechanism to the Belém do Pará Convention                        |
| NAPP      | National Apprenticeship and Placement Programme                            |
| NCVWO     | National Council of Voluntary Women's Organizations                        |
| NELP      | National Enrichment and Learning Program                                   |
| NGOs      | Non-Governmental Organizations                                             |
| NICE      | National Initiative to Create Employment                                   |



|               |                                                           |
|---------------|-----------------------------------------------------------|
| NSDC          | National Skills Development Centre                        |
| NSPP          | National Social Protection Policy                         |
| NTC           | National Tripartite Committee                             |
| OECS          | Organization of Eastern Caribbean States                  |
| PANCAP        | Pan Caribbean Partnership against HIV/AIDS                |
| SBTAP         | Small Business Targeted Assistance Programme              |
| SLCSI         | Saint Lucia Coalition of Service Industries               |
| SMILES        | Single Mothers in Life Enhancement Skills                 |
| SLNRWP        | Saint Lucia Network of Rural Women Producers              |
| STEM subjects | Science, Technology, Engineering and Mathematics subjects |
| TEPA          | Trade Export Promotion Agency                             |
| TVET          | Technical and Vocational Education and Training           |



# Introduction

To mark the commitment of constituents of the International Labour Organization (ILO) to gender equality, and as the Organization approaches its centenary in 2019, the Director-General launched the **Women at Work Centenary Initiative**. The Initiative takes stock of the status and conditions of women in the world of work, and identifies action taken in response to gender inequalities found.

This Country Report is part of an ILO Project to take stock of the situation and identify the response to gender issues in the world of work in the Caribbean. It presents an initial assessment of gender at work in Saint Lucia, one of five countries initially included in the Project. The information presented is based on desk review of research, policy documents and legislation.

An overview of gender at work in the five countries is presented separately in the Project's **Synthesis Report**, which presents a literature review based on Caribbean research on gender at work. It summarizes the results and draws general findings from the five countries. Readers are invited to review the Synthesis Report alongside the individual country reports.

The information in this Country Report is based primarily on secondary sources of information, accessible via publications and the Internet.<sup>1</sup> A wide variety of statistical, policy, national and multilateral agency reports, laws and academic studies were identified and reviewed. The aim of these country studies (and the Synthesis Report) is to provide a basis on which to engage with constituents and stakeholders to further refine and enrich the analysis and fill information gaps, as well as foster explicit gender equality actions in the world of work over the years to come.

The Saint Lucia Country Report begins with an overview of the general features of gender at work in the Caribbean, based on a review of research literature (Part One). It is based mainly on quantitative data analysis of the labour market situation of women and men.

The focus of Parts Two and Three is analysis of the institutional and legal response to gender at work issues, again comprising mostly qualitative information from reports, laws and academic studies. In the discussion of the findings in Part Four, there is an examination of the specific barriers to gender equality in the world of work in Saint Lucia, and an evaluation of the actions taken to address them.

---

<sup>1</sup> All web links listed in this Report were accessed on various occasions during the period January 2016 to December 2017.





## Overview of gender at work in Saint Lucia — Key trends and research findings

Saint Lucia is an island with a current estimated population of around 185,000 people, up from 165,595 as at the 2010 Census.<sup>2 3</sup> It is classified as having high human development, ranking 88th out of 187 countries in the Human Development Index in 2012.<sup>4</sup> Life expectancy is 77.4 years, and higher for women (80.2 years), than men (74.7 years).<sup>5</sup>

Within the school system, girls generally outperform boys and take up more of the opportunities available to them. This is evident in examination passes and grades from age seven upwards, as well as in the relative numbers of boys and girls enrolled in courses and examinations at secondary and tertiary levels.<sup>6 7</sup>

2 United Nations Department of Economic and Social Affairs (UNDESA): *World population prospects, the 2015 revision*. (Geneva, UNDESA, 2015). Authored by the Population Division, Population Estimates and Projections Section.

3 *Population and housing census 2010*, Government of Saint Lucia. Available online at <http://192.147.231.244:9090/stats/images/OtherPublications/StLuciaPreliminaryCensusReport2010.pdf>

4 United Nations Development Programme (UNDP): *Human development index fact sheet for Saint Lucia* (New York, UNDP, 2013). The human development index (HDI) amalgamates data on education, life expectancy and income per capita.

5 A. Ranjitsingh: *Country gender assessment: Saint Lucia* (Wilbey, Barbados, CDB, 2014).

6 R. Chaitoo, C.F. Allen and M. Hustler: *Situational analysis of gender issues affecting the services sector in Saint Lucia* (Castries, Saint Lucia, Saint Lucia Coalition of Service Industries, 2016). Available online at [slesi.org.lc/download/service\\_policy\\_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf](http://slesi.org.lc/download/service_policy_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf)

7 D. Budlender: *Gender and labour in Saint Lucia: Evidence from household surveys. UN Women brief* (Hastings, Barbados, UN Women, undated).



For example, more girls than boys achieved Grades One to Three in 19 out of 31 subjects taken for Caribbean Secondary Education Certificate (CSEC) Examinations in 2014 – 61.3 per cent.<sup>8</sup> Two-thirds of students attending tertiary educational institutions in 2013-2014 were women, ranging from 57.1 per cent at the Offshore Medical Schools to 83 per cent at the UWI Open Campus. At the largest tertiary educational institution in Saint Lucia, the Sir Arthur Lewis Community College, 62.6 per cent of students were female.<sup>9</sup> Also in common with other Caribbean countries, women comprise a substantial proportion of heads of households – 43.6 per cent in 2006.<sup>10</sup>

At 55.4 per thousand females aged 15-19 in 2013, Saint Lucia's adolescent fertility rate is higher than the global average of 46.1, and that of the non-Hispanic Caribbean of 46.9. It is lower than the average for Latin America and the Caribbean (66.5), but much higher than for the "more developed regions" (19.2).<sup>11</sup> While adolescent fertility tends to put a brake on the economic opportunities of women, on the other hand, these opportunities have been facilitated by overall fertility decline. In 1985, the average number of children per woman was 3.5; in 2012, it was 1.5.<sup>12</sup> The latter has occurred concomitant with greater labour force participation.

Overall, there is a mixed picture in terms of health, education and other social indicators, regarding their likely impacts on the world of work for women and men. For instance, high levels of life expectancy and education, along with low levels of fertility, appear likely to offer advantages in terms of labour force participation and career advancement. On the other hand, high levels of adolescent fertility represent a hindrance to many girls and young women. High female headship may challenge female labour participation in a context where there are few official facilities for child and elderly care, and women perform the majority of caring and domestic tasks, as will be explored later in this Report.

The prospects for gender and work in Saint Lucia should also be viewed within the dynamics of the general economic context. Saint Lucia was badly affected by the 2008 global financial crisis,<sup>13</sup> which led to the Government introducing several fiscal measures in response.

- In 2012, 15 per cent Value Added Tax (VAT) on goods and services was introduced.
- In 2013, the Government proposed a 5 per cent salary cut and wage freeze for public servants.
- In 2014, 10 per cent VAT was added to some services from tourism providers.
- In 2014, a national budget deficit informed cuts in social spending and removal of goods from the VAT-exempt list.<sup>14</sup>

It is reasonable to assume that all these measures would have had more of an impact on women than men, given that women are the ones more likely to purchase goods and services for their families (and that they generally do so on lower incomes), in addition to the reality that women are more likely to be unemployed than men. However, over the long term, gender patterns of work have shifted and continue so to do.

8 Data supplied by the Ministry of Education, Human Resource Development and Labour, and presented in Chaitoo et al, *ibid*.

9 Data supplied by Saint Lucia CSO and presented in Chaitoo et al, *ibid*.

10 A. Ranjitsingh, 2014, *ibid*.

11 C.F. Allen: "Analysis of progress towards the goals of the Adolescent and Youth Regional Strategy and Plan of Action. Summary document 5: Adolescent fertility rates" (Washington DC, PAHO, 2015) UNDESA, 2015, *ibid*.

12 R. Chaitoo et al., 2016, *ibid*.

13 L. Gimenez et al.: *The aftermath of the 2008 Global Financial Crisis in the Eastern Caribbean: The impact on the Saint Lucia labour market* (Castries, Saint Lucia, CSO with World Bank Group, UNDP and OECS, 2015).

14 A. Ranjitsingh, 2016, *ibid*.



In 2001, the World Trade Organization ruled that the European Union's banana import regime, which granted preferential access to export markets for bananas from the Windward Islands, discriminated against Latin American exporters. This led to the erosion of access to European markets for bananas<sup>15</sup> – which were a major source of foreign exchange for Saint Lucia – and necessitated a diversification of the economy. This diversification has impacted the country's Gross Domestic Product (GDP) to the extent that the share of the Services Sector has increased especially that of Tourism. This has led to growth in the number of women employed, partly because they are the majority of employees in the Services Sector (described further, below).<sup>16</sup>

Saint Lucia is in an intermediate position in the Caribbean regarding availability of quantitative data on gender and work. It appears in some collections of data by international and regional agencies, but larger countries such as Jamaica and Guyana appear more often. Local surveys are generally available online. This Report benefitted from recent labour force survey data submitted to ILO by the Saint Lucia Central Statistical Office (CSO).

## ■ 1.1 Labour force participation

*The labour force participation rate is a measure of the proportion of a country's working-age population that engages actively in the labour market, either by working or looking for work; it provides an indication of the size of the supply of labour available to engage in the production of goods and services, relative to the population at working age.*<sup>17</sup>

In the first quarter of 2017, labour force participation in Saint Lucia was 69.8 per cent -- 77.7 per cent for men and 62.6 per cent for women.<sup>18</sup> Male participation exceeded female by 15 percentage points.<sup>19</sup> This compares favourably with trends in other countries across the world. Globally, a gap of 26 percentage points separates women and men in labour force participation (76 per cent of men and 50 per cent of women are in the global labour force).<sup>20</sup>

Between the first quarter of 2015 and the first quarter of 2017, the average male labour force participation rate was 78.2 per cent, while the average for women was 66.3 per cent. Thus, on average, the difference in male and female labour force participation was 11.9 percentage points.<sup>21</sup>

15 M. Mlachila, P. Cashin and C. Haines: *Caribbean bananas: The macroeconomic impact of trade preference erosion* (Washington DC, IMF, 2010). IMF working paper WP/10/59.

16 R. Baksh: *CDB gender assessment synthesis report* (Wilbey, Barbados, CDB, 2014).

17 *Key indicators of the labour market*, International Labour Organization, [www.ilo.org/global/statistics-and-databases/research-and-databases/kilm/WCMS\\_422090/lang--en/index.htm](http://www.ilo.org/global/statistics-and-databases/research-and-databases/kilm/WCMS_422090/lang--en/index.htm). [accessed 7 May 2017]

18 A. Ranjitsingh, 2014, *ibid*.

19 "Table 6", in *ADePT ILO Labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

20 Gallup, Inc. and International Labour Organization: *Towards a better future for women and work: Voices of women and men* (New York and Geneva, Gallup and ILO, 2017).

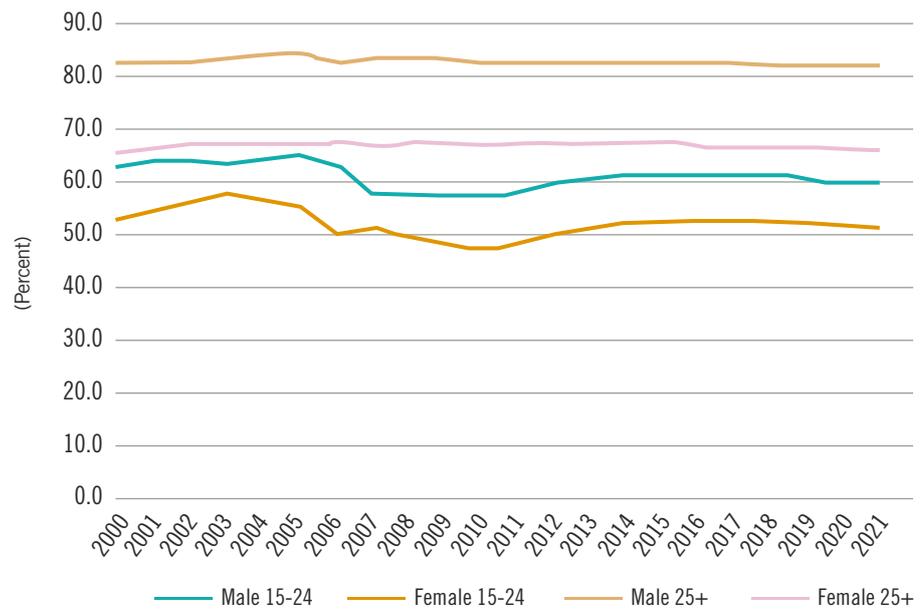
21 "Table 6", in *ADePT ILO Labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



Figure 1 shows that gender gaps in labour force participation in Saint Lucia have persisted since the turn of the twenty-first century, both for youth aged 15–24 years and for older adults. For the youth category, ILO estimates and projections covering the period 2000 to 2021, show average male labour force participation of 60.1 per cent and average female labour force participation of 51.5 per cent. Young men’s participation exceeded that of young women by 8.6 percentage points. Among people aged 25 years and older, average male labour force participation was 81.6 per cent, while average female labour force participation was 66.2 per cent. In this age category, the gender gap was wider than for youth: some 15.4 percentage points. This may suggest a decrease in the gender gap in labour force participation in the younger generation. However, the data show little shift in patterns of labour force participation over time.

Youth labour force participation is much lower than that of older adults and has declined to around 30 per cent lower over the time period depicted. The participation of older men in the labour force exceeds that of younger men, on average, by 35.7 per cent, over the full 2000–2021 time-period. The equivalent difference between older and younger women is smaller, at 28.5 per cent.

Figure 1.  
Labour force participation rate in Saint Lucia by sex and age group, 2000–2021 (ILO estimates and projections) <sup>22</sup>



Source: *Key indicators of the labour market (ILO modeled estimates, July 2015)*

Figure 2, illustrates how men’s labour force participation has exceeded that of women by between 19 and 24 per cent over the period studied. Since 2011, it is estimated to have settled at around 21 per cent higher among men than women. The data suggest little change in the ratio of men and women participating in the labour force over time.

<sup>22</sup> “Labour force participation rate” in *Key indicators of the labour market: ILO modeled estimates*, ILO, July 2015, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI\\_ID=15](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=15)

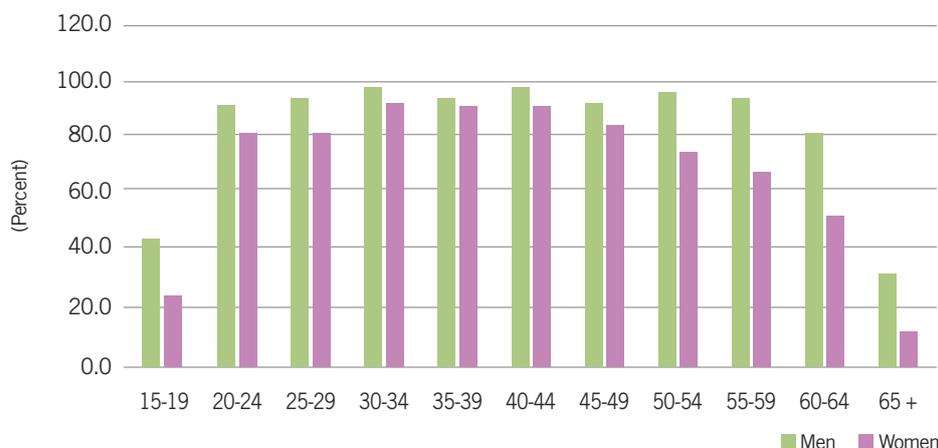
Figure 2.  
Male-to-female ratio in labour force participation in Saint Lucia, age group 15+, 2000–2021 (ILO estimates and projections) <sup>23</sup>



Source: Key indicators of the labour market (ILO modeled estimates, 2015)

Figure 3 shows that more men than women participate in the labour force *at all ages*. The disparity decreases with age until the age group 30-35, where the difference is only 3 per cent, then widens. The largest gaps emerge from age 50 onwards, with the widest difference of 30.7 per cent in the 60 to 64 age group. Thus, efforts to address gender gaps in labour force participation should especially target youth and middle-aged persons.

Figure 3.  
Labour force participation in Saint Lucia by sex and age group, January to March 2017 <sup>24</sup>



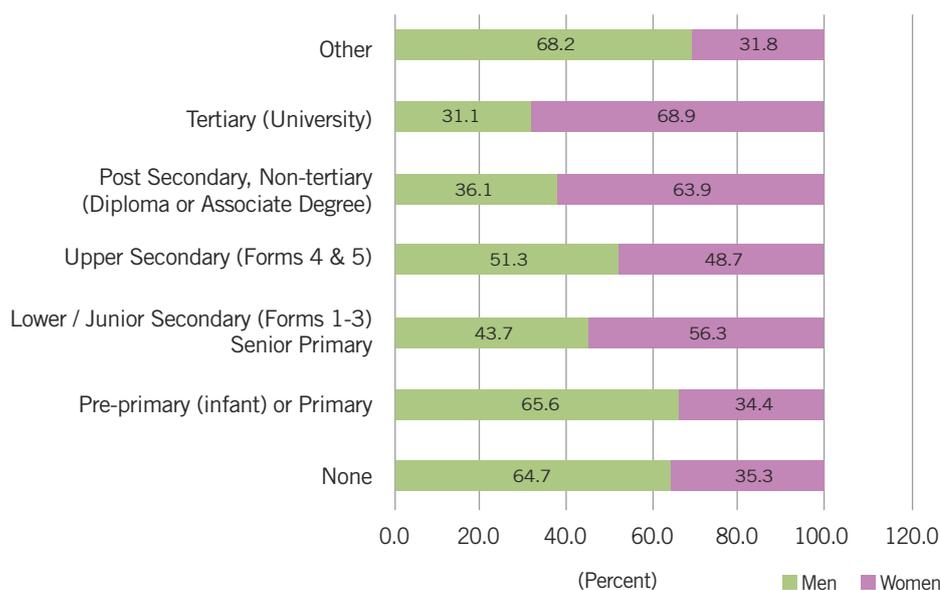
Source: Saint Lucia Central Statistical Office, 2017

Labour force participation might be expected to increase with the level of education. No data were found showing labour force participation by level of education. However, data were found on the male and female shares of the labour force by level of education. The following chart shows that the majority of those in the labour force with post-secondary and tertiary education in Saint Lucia are women, suggesting that for women, higher levels of education can lead to greater levels of labour force participation.

23 “Labour force participation rate” in *Key indicators of the labour market: ILO modeled estimates*, ILO, July 2015, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jsp?MBI\\_ID=15](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jsp?MBI_ID=15).

24 “Table 6”, in *ADePT ILO Labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

Figure 4.  
Male and female share of the labour force in Saint Lucia, by level of education, January to March 2017 <sup>25</sup>



Source: Saint Lucia Central Statistical Office, 2017

## 1.2 Employment-to-population ratios

More men than women are employed in Saint Lucia, both in the youth and older adult age categories. The graph below shows a slight decline in the employment prospects of women and men in both age groups.

Gaps between men and women and between adults and youth are larger for the employment-to-population ratio than for labour force participation. This may indicate systematic discrimination against women and young people, or other barriers to participation; fewer women than men get jobs and among those able and willing to work; fewer younger people compared with older people get jobs.

Over the time period, on average the older adult male employment-to-population ratio was 73.5 per cent; 33.9 per cent higher than the average older adult female ratio of 54.9 per cent. The gender gap was similar among youth: on average the male youth employment-to-population ratio was 39.6 per cent; 35.6 per cent higher than the average female youth ratio of 29.2 per cent.

As Figure 5 illustrates, on average, older men had an employment-to-population ratio 85.9 per cent higher than that of young men. Older women had a similar difference over their younger counterparts: their employment-to-population ratio was 88.2 per cent higher than that of young women.

<sup>25</sup> "Table 8B", in *ADePT ILO Labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

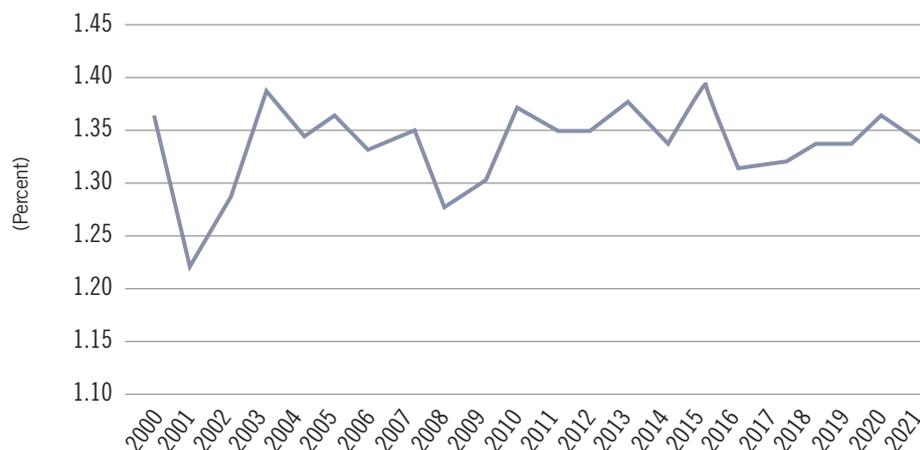
Figure 5.  
Employment-to-population ratios in Saint Lucia by sex and age group, 2000–2021 (ILO estimates and projections) <sup>26</sup>



Source: Key indicators of the labour market (ILO modeled estimates, Nov. 2016)

For the two age groups combined, the graph shows that there was little change across the period in the difference between men and women with regard to employment prospects. In 2000, the employment-to-population ratio was 36 per cent higher among men than women; however, in 2015 it was 39 per cent higher. The average difference over the period 2000–2021 as estimated and projected by ILO, is 33 per cent.

Figure 6.  
Male-to-female ratio in employment to population ratio in Saint Lucia, age group 15+, 2000–2021 (ILO estimates and projections) <sup>27</sup>



Source: Key indicators of the labour market (ILO modeled estimates, Nov. 2016)

26 “Employment-to-population ratio” in *Key indicators of the labour market: ILO modeled estimates*, ILO, Nov. 2016, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI\\_ID=7](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=7)

27 “Employment-to-population ratio” in *Key indicators of the labour market: ILO modeled estimates*, ILO, Nov. 2016, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI\\_ID=7](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=7)

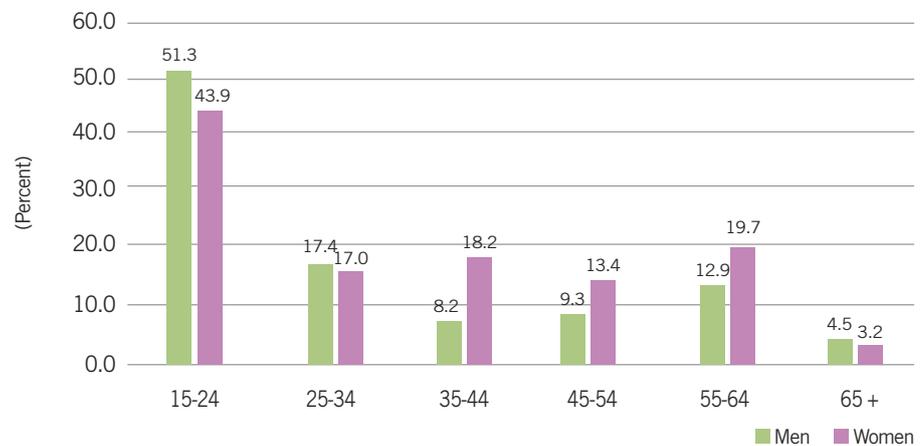


### 1.3 Unemployment rates

For the period January to March 2017, the unemployment rate stood at 19 per cent for men, 21.4 per cent for women, and 20.1 per cent overall.

In the younger age groups – up to the age of 34 – the unemployment rate is lower for women than men, suggesting increased access to jobs among younger women, as shown in Figure 7. However, data for the years 2015 and 2016 suggest that this may be temporary or seasonal, as unemployment was higher for women in all age groups, when both of these years taken as a whole. Unemployment rates for men and women respectively were 21.3 per cent and 27.4 per cent in 2015, and 19.4 per cent and 23.5 per cent in 2016.

Figure 7.  
Unemployment rate in Saint Lucia by sex and age group, January to March 2017 <sup>28</sup>



Source: Saint Lucia Central Statistical Office (2017)

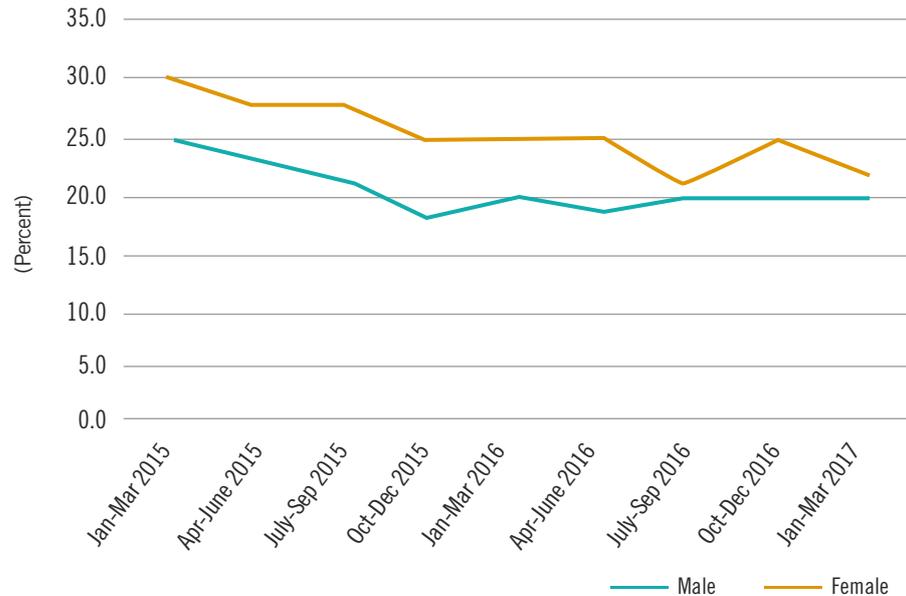


<sup>28</sup> “Table 35”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



Quarterly data since the beginning of 2015 shows a decline in the unemployment rate for both sexes, but unemployment shows consistently higher among women than men. Unemployment rates were more variable among women than men, suggesting greater insecurity or shorter-term employment among women. Over this two-year period, there was no evidence of seasonal patterns in unemployment As Figure 8 illustrates.

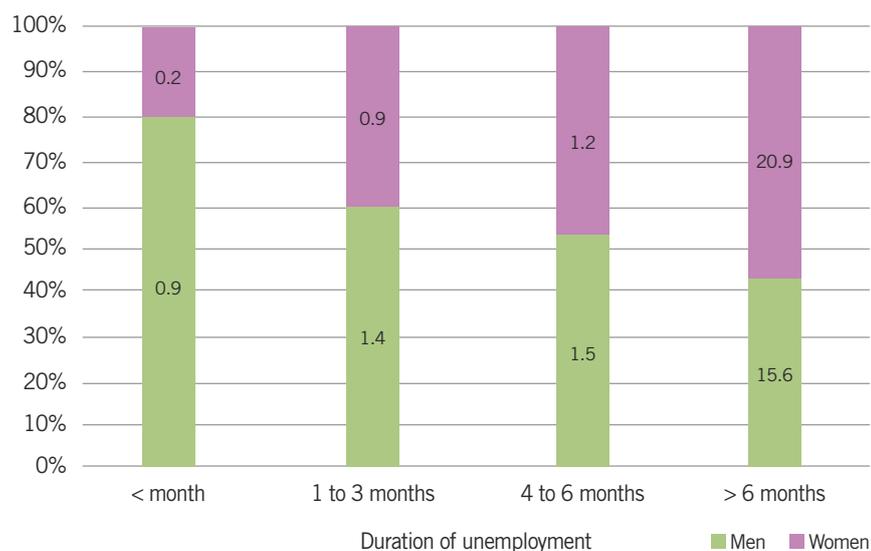
Figure 8.  
Trends in unemployment rates by sex in Saint Lucia, quarterly data, January 2015 to March 2017 <sup>29</sup>



Source: Saint Lucia Central Statistical Office (2017)

Figure 9 shows that women remain unemployed for much longer periods than men. It can be seen that the percentage of unemployed women increases as the time period of unemployment lengthens. Most of those unemployed have been out of a job for more than six months.

Figure 9.  
Unemployment rate shares in Saint Lucia by sex and length of time unemployed, 2016 <sup>46</sup>



Source: Saint Lucia Central Statistical Office (2017)

<sup>29</sup> “Table 35”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

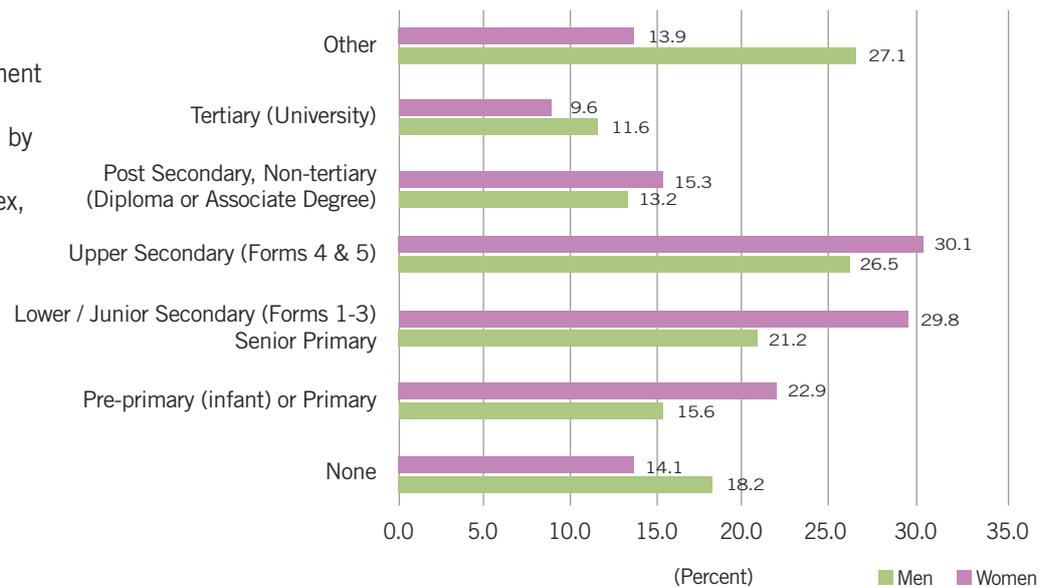
<sup>30</sup> “Table 37”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



In Figure 10, gender differentials in unemployment vary by level of education. For all levels of education – from pre-primary to post-secondary – unemployment rates are higher for women than men. It appears that tertiary education gives women an employment advantage, as unemployment is lower among tertiary-educated women than men. Unemployment is also lower among women than men, for those with no education.

Figure 10.

Unemployment rates in Saint Lucia by education level and sex, 2016<sup>31</sup>



Source: Saint Lucia Central Statistical Office, 2017

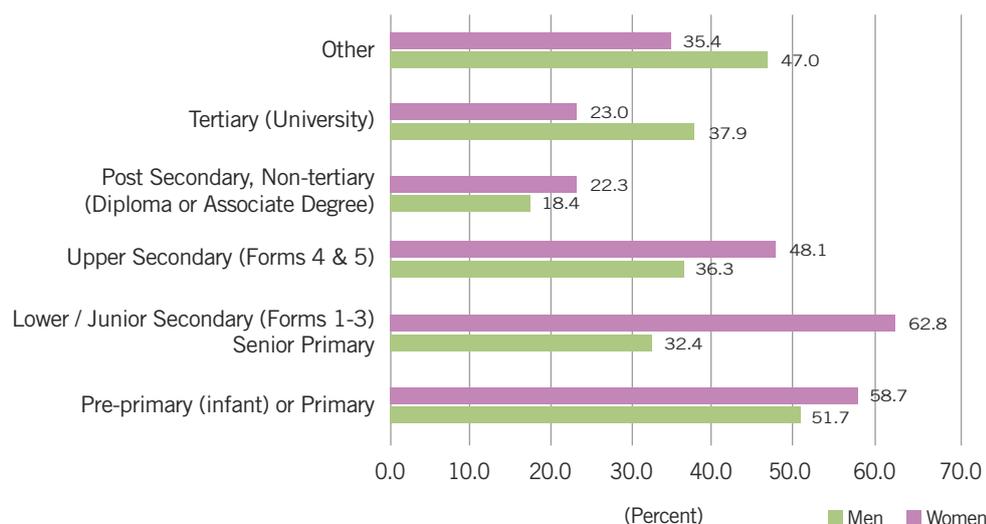
For the youth population aged 15–29, unemployment is substantially higher overall: in 2016, 35.4 per cent (male youth) and 42.1 per cent (female youth), as against 19.4 per cent and 23.5 per cent for men and women respectively. The ratio of youth-to-adult unemployment is higher among men than women, at 3.9 for males and 2.2 for females, for the period January to March 2017. The adult-youth ratio has increased by 1.2 for males and 0.1 for females since January to March 2015.<sup>32</sup> The relative increase in youth unemployment is of concern, especially for young men, whose employment prospects are worsening. Consequences may include increasing informal economic activities, including crime.

A similar pattern is found among youth in terms of the association between gender and education in determining unemployment. Here again, tertiary education was associated with lower unemployment among women than men; but among people with levels of education lower than tertiary, unemployment was higher among women than men. The difference in male and female unemployment rates among those with tertiary education was larger for youth than for the labour force as a whole. Thus, tertiary education presents a distinct advantage for women in terms of raising their prospects of employment, and this is especially so for the younger generation. This may help explain why girls and women strive to achieve academically. However, girls and women who do not reach tertiary education continue to be disadvantaged in terms of obtaining employment relative to men with similar levels of education.

31 “Table 38”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

32 “Table 40”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

Figure 11.  
Unemployment rates in Saint Lucia among youth aged 15–29 years, by education level and sex, 2016<sup>33</sup>



Source: Saint Lucia Central Statistical Office, 2017

Figure 11 shows that, apart from an unusual jump in female employment in 2001, male rates of unemployment have hovered around 60 per cent of female rates of unemployment since the turn of the twenty-first century. In 2000, male unemployment was 61 per cent of the female unemployment rate. In 2015, the situation had scarcely changed, with male unemployment standing at 59 per cent of the female rate. A report examining data from 2008 to 2013 confirms consistently higher rates of unemployment among women than men.<sup>34</sup>

Figure 12.  
Male-to-female ratio in unemployment in Saint Lucia, age group 15+, 2000–2021 (ILO estimates and projections)<sup>35</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

Findings thus far confirm those of a UN Women Study of Saint Lucia in which results from the 2012 Labour Force Survey and the 2005–2006 Survey of Living Conditions were analyzed and compared. The authors of that Study concluded: “Women are less likely than men to participate in the labour market, are less likely than men to be employed and more likely than men to be unemployed.”<sup>36</sup>

33 “Table 38”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

34 L. Gimenez et al.: *The aftermath of the 2008 global financial crisis in the Eastern Caribbean: The impact on the Saint Lucia labour market* (Castries, Saint Lucia, CSO with World Bank Group, UNDP and OECS, 2015). p. 21.

35 “Unemployment rate” in *Key indicators of the labour market: ILO modeled estimates*, ILO, Nov. 2016, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI\\_ID=2](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=2).

36 D. Budlender: *Gender and labour in St. Lucia: Evidence from household surveys. UN Women Brief* (Hastings, Barbados, UN Women, undated). p. 2.



## ■ 1.4 Division of labour, employment sectors and occupational segregation

In examining the division of labour between men and women, it is important not only to look at employment, but at the balance between productive and reproductive work. According to traditions in many countries, men are supposed to work primarily in “productive” roles, mainly through employment, while women are supposed to be responsible for “reproductive” roles, namely, caring for families and members of society less able to participate in “production”. Reproductive activities refer to domestic duties as well as all those activities associated with the care, maintenance and social reproduction of the family. They include caring for children and other members of the family, cooking, cleaning, washing, ironing, etc., and participating in community and social activities.<sup>37 38</sup> Reproductive work is generally unpaid or paid at a low rate, and the time taken to accomplish reproductive tasks reduces the amount of time available for formal employment.

This aspect of the sexual division of labour is often taken for granted and is hardly ever the subject of study or policy-making. The United Nations Economic Commission for Latin America and the Caribbean (UN ECLAC) has promoted the conduct of time-use surveys to compare the allocation of time to employment, domestic chores, childcare and other matters, between men and women.<sup>39 40 41</sup> In 2014, ECLAC conducted a seminar to provide training in time-use surveys, with Saint Lucia being one of the participating countries. However, the current review did not find evidence that any time-use survey has been carried out in Saint Lucia.<sup>42</sup>

Nevertheless, it is likely that the gender gaps in labour force participation and employment can be partly explained by greater time allocation to reproductive tasks by women than by men. In the first quarter of 2017 in Saint Lucia, 22.2 per cent of men and 37.3 per cent of women were classified as “economically inactive”, in that they were classified as “outside the labour force”.<sup>43</sup> However, many of these people are playing critical economic roles in supporting the development of the population.

With regard to paid employment, in 2015, there were slightly more men than women in wage employment in Saint Lucia -- 28,141 male employees and 25,983 female employees. In 2016, the figures had risen somewhat, to 30,073 male and 29,154 female employees.<sup>44</sup> There has been a shift in the pattern of overall employment between the major economic sectors in Saint Lucia, as shown in Figure 13.

37 D. Cummins and E.C. Harvey: *Women food producers in Barbados: National summary* (San José, Costa Rica, IICA and IDB, 1996).

38 Andaiye: *Domestic care workers at the interface of migration & development in the Caribbean: Action to expand good practice* (Planning Institute of Jamaica and Jamaica Ministry of Foreign Affairs and Foreign Trade, 2011).

39 United Nations Statistics Division: *Gender statistics: Allocation of time and time-use*, UNSD, 2016, <https://unstats.un.org/unsd/gender/timeuse/>.

40 S. Stuart: *Situation of unpaid work and gender in the Caribbean: The measurement of unpaid work through time-use studies* (Port of Spain, Trinidad and Tobago, ECLAC Subregional Headquarters for the Caribbean, 2014).

41 R. Aguirre and F. Ferrari: *Surveys on time use and unpaid work in Latin America and the Caribbean Experience to date and challenges for the future* (Santiago, Chile, ECLAC, 2013).

42 ECLAC and ECLAC Subregional Headquarters for the Caribbean: *Report of the regional seminar on time-use surveys, 10-11 December 2014, Kingstown, Saint Vincent and the Grenadines* (Port of Spain, Trinidad and Tobago, ECLAC Subregional Headquarters for the Caribbean, 2015).

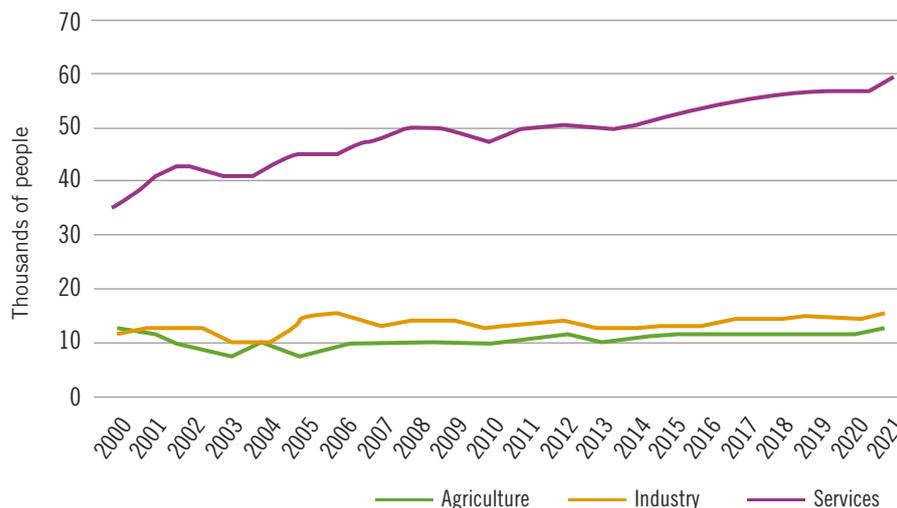
43 “Table 42”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

44 “Table 26”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



The data show that the service sector has been the major employer for some time, and that the numbers employed in this sector have increased, while the numbers in agriculture and industry are low and have remained relatively fixed since the turn of the century.

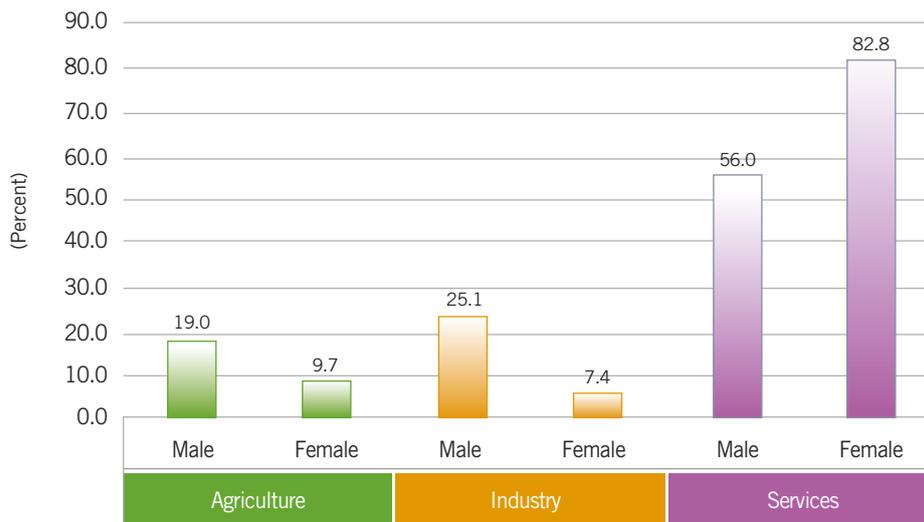
Figure 13.  
Number of people employed by sector in Saint Lucia, 2000–2021 (ILO estimates and projections) <sup>45</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

Agriculture and industry employ mostly men; however, small proportions of the working population are employed in these sectors. On the other hand, most employees in the growing service industries are women. Thus, an increase in the employment of women in these areas can be expected over time. However, as shown above, this has not happened, which may hint at systematic barriers to women’s employment.

Figure 14.  
Occupational distribution by sex in Saint Lucia in 2015 <sup>46</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

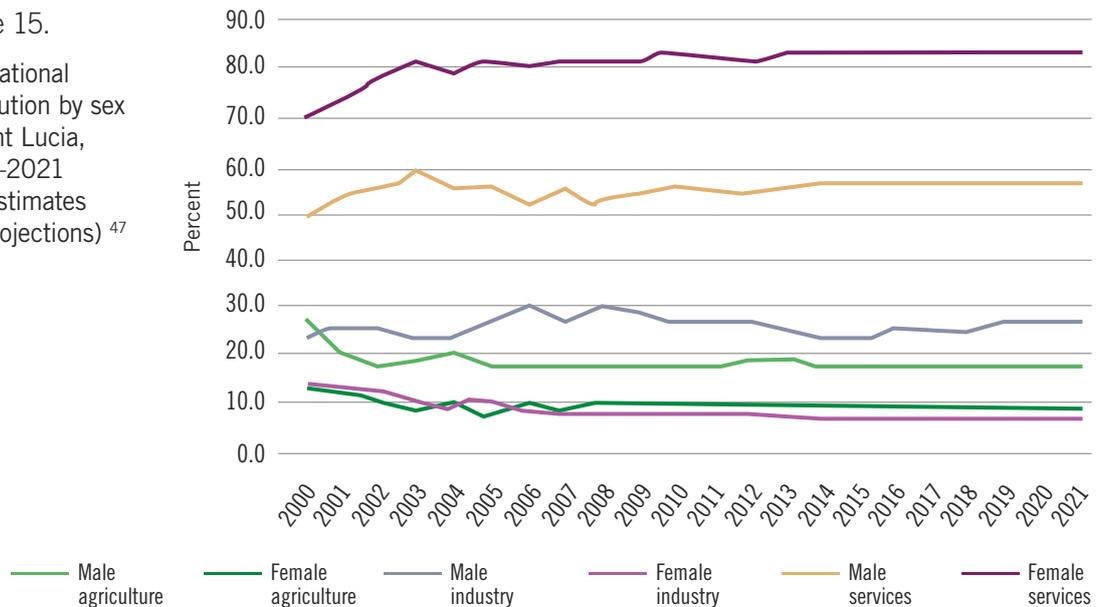
<sup>45</sup> “Employment by sector” in *Key indicators of the labour market: ILO modeled estimates*, ILO, Nov. 2016, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI\\_ID=33](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jspx?MBI_ID=33)

<sup>46</sup> Ibid.



Over time, agriculture has declined in its share of male and female employment. Industry has remained steady in its share of male employment, but declined in its share of female employment. Services has increased its share of both male and female employment, from 48.6 per cent to 56 per cent for males between 2000 and 2015, and from 71 per cent to 82.8 per cent for females in the same time period.

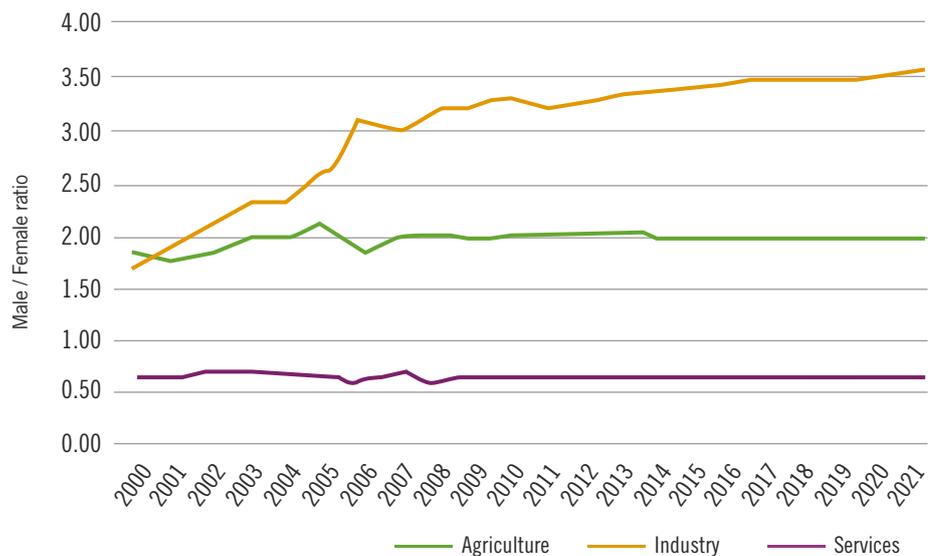
Figure 15.  
Occupational distribution by sex in Saint Lucia, 2000–2021 (ILO estimates and projections) <sup>47</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

Figure 16 illustrates that the male-to-female ratio in employment in services and agriculture has remained steady, while it has increased in industry, as a result of the decrease in the percentage of women working in this sector.

Figure 16.  
Male-to-female ratio in employment by sector in Saint Lucia, 2000–2021 (ILO estimates and projections) <sup>48</sup>



Source: ILO Key Indicators of the Labour Market, Nov. 2016.

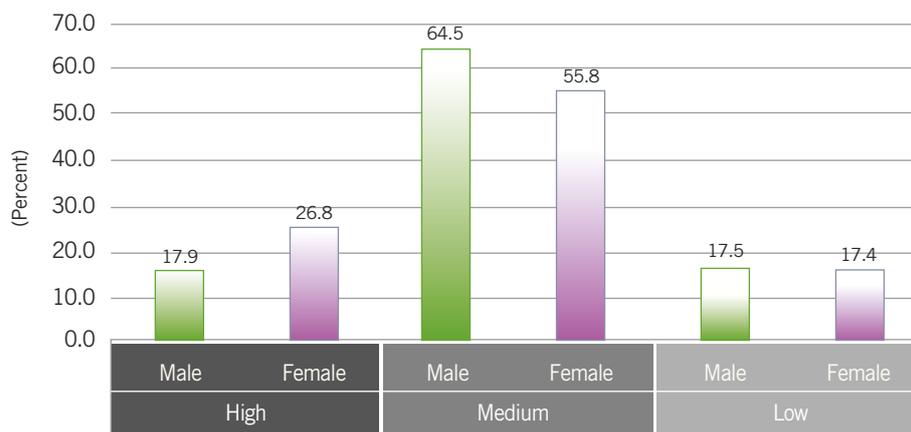
<sup>47</sup> Ibid.

<sup>48</sup> Ibid.



When examining skill levels, Figure 14 shows that more of the female employees held highly skilled occupations than the male employees in 2015; while more of the men than the women held jobs with medium levels of skill. More of the women than the men had jobs with low levels of skill.

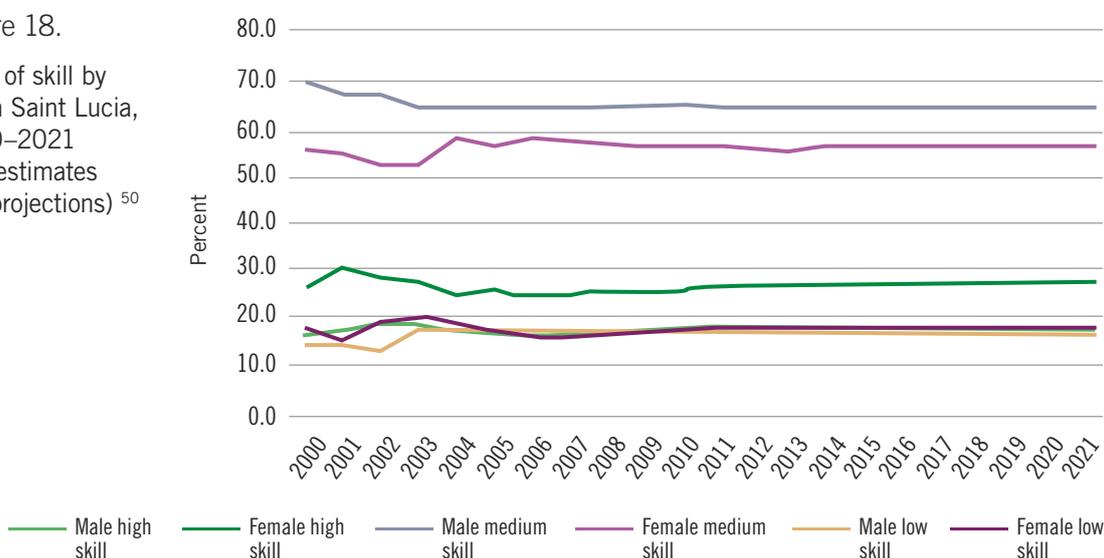
Figure 17.  
Level of skill among employees by sex in Saint Lucia, 2015 (ILO estimates and projections) <sup>49</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

In Figure 18, there has been little shift over time in gender distribution with regards to skill levels in the workforce. The relatively high skill level among female employees is long-standing.

Figure 18.  
Level of skill by sex in Saint Lucia, 2000–2021 (ILO estimates and projections) <sup>50</sup>



Source: Key Indicators of the Labour Market (ILO modeled estimates, Nov. 2016)

Figure 19 illustrates that employment in some sectors is dominated either by men or women. Groupings where there are more than twice as many men as women are mining and quarrying; construction; transportation and storage; water supply, sewerage, waste management and remediation activities;

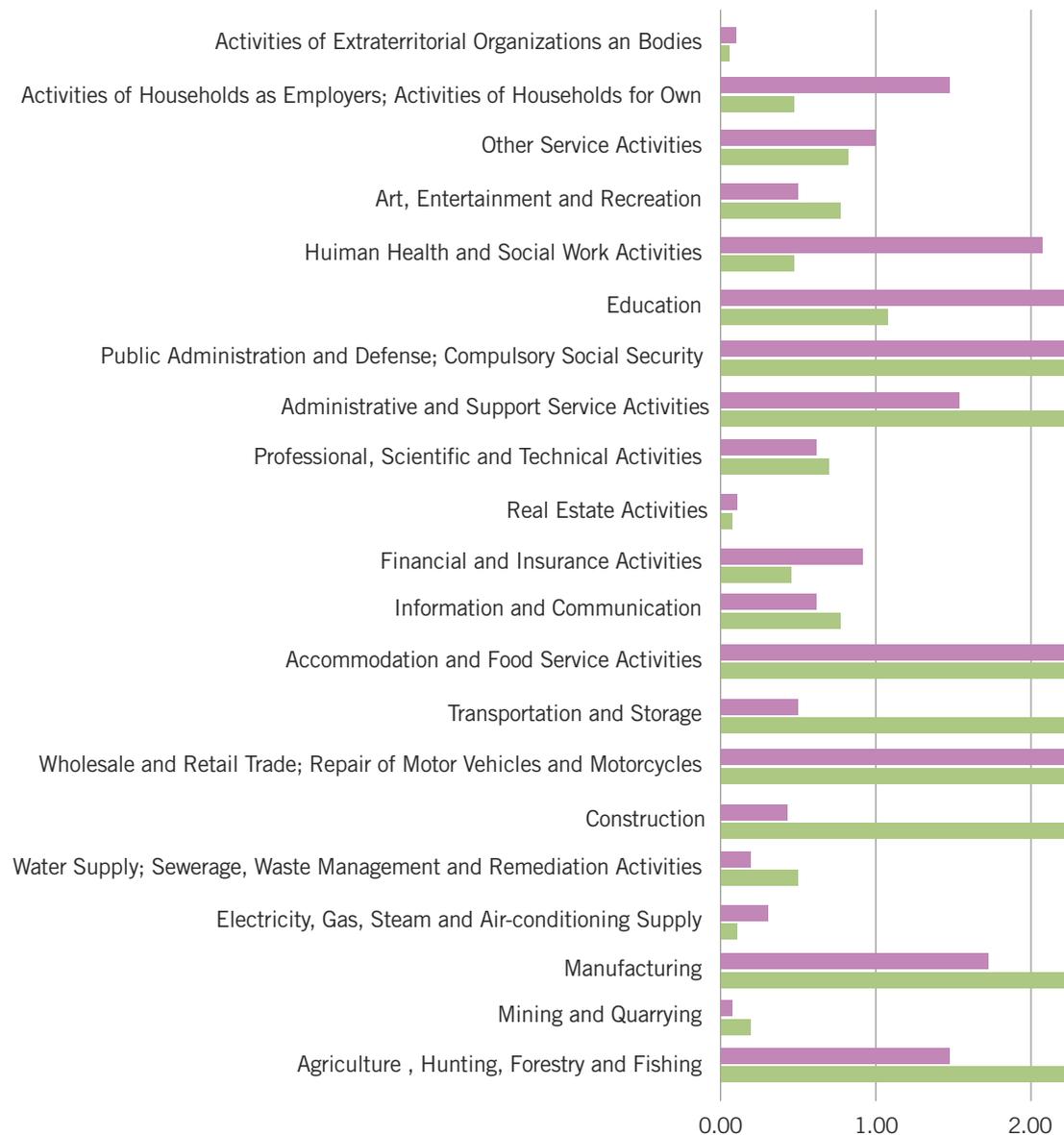
49 “Employment by occupation” in *Key indicators of the labour market: ILO modeled estimates*, ILO, Nov. 2016, [www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jsp?MBI\\_ID=12](http://www.ilo.org/ilostat/faces/oracle/webcenter/portalapp/pagehierarchy/Page3.jsp?MBI_ID=12).

50 Ibid.



and agriculture, forestry and fishing. These line up with general trends showing the traditional focus of males on manual labour. In their analysis of the share of the employment of these sectors, Chaitoo et al (2016) comment that agriculture, forestry and fishing is declining in importance in the Saint Lucian economy, while construction, transportation and storage are highly vulnerable to economic cycles. However, it may be noted that in 2015 and 2016, agriculture, forestry and fishing was the third largest employment sector in Saint Lucia, accounting for some 10.5 per cent of employment in 2016.

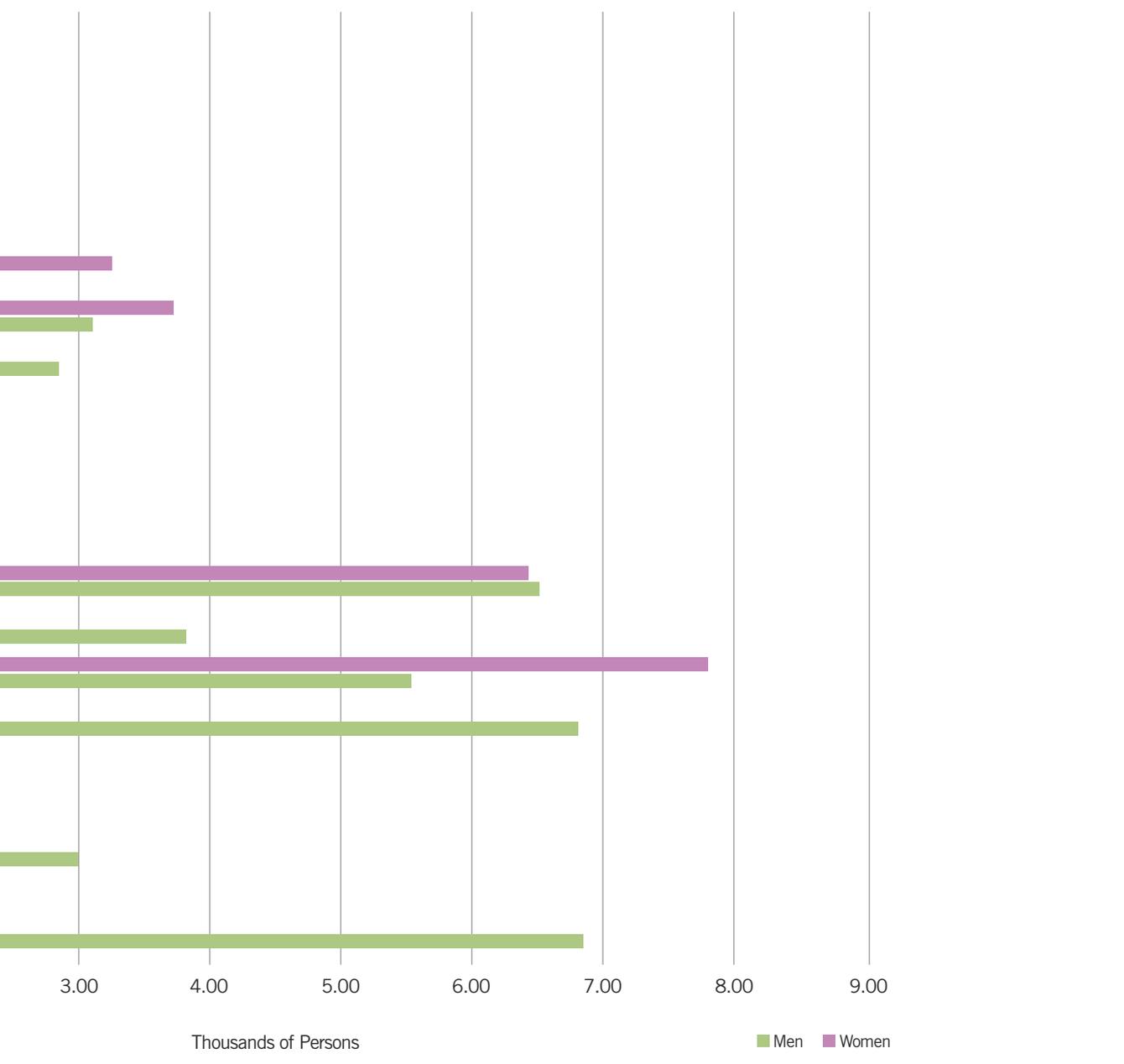
Figure 19.  
Employment in Saint Lucia by sector and sex, 2016 <sup>51</sup>



Source: Saint Lucia Central Statistical Office (2017)



Occupations in which women predominate are mostly in the services sector. The data reveals that there are more than twice as many women as men in “activities of households as employers” (domestic workers); real estate; education, health and social work; and finance and insurance. Women are also the majority in wholesale and retail. Interestingly, in 2016, they were also the majority of employees in electricity, gas, steam and air conditioning supply. The two largest contributors to overall employment in Saint Lucia are service industries: wholesale and retail at 16.5 per cent; and accommodation and food services in tourism at 16.3 per cent.



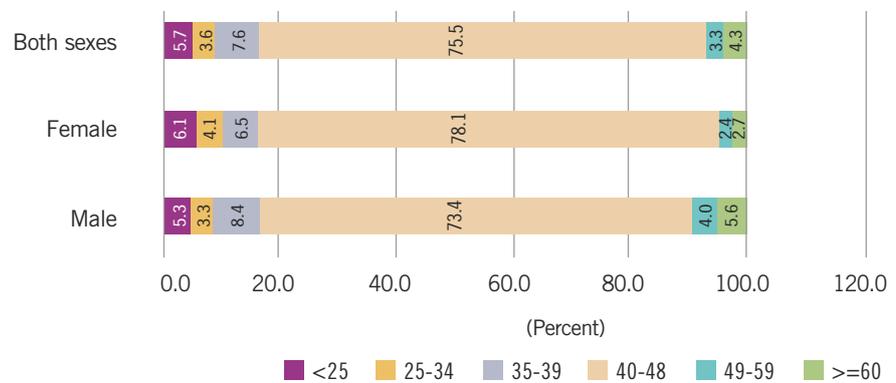
51 “Table 17”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



## 1.5 Working time

Analysis of the distribution of working time between male and female employees (Figure 21) reveals that men generally work longer hours, with 9.6 per cent of male employees and 5.1 per cent of female employees working for more than 48 hours per week. However, the differences are not large, with most employees of both sexes working 40 to 48-hour weeks. The small percentages working fewer than these hours suggest there may be few part-time employment options in Saint Lucia. Lack of part-time employment may deprive people with substantial caring responsibilities from entering the labour market.

Figure 20.  
Employment shares  
in Saint Lucia by  
hours of work  
and sex, 2016 <sup>52</sup>



Source: Saint Lucia Central Statistical Office (2017)

Taking a second job may be a sign of financial insecurity, for instance, when wages in the first job are insufficient to meet perceived needs. A small percentage of employees have a second job in Saint Lucia: in 2016, 0.3 per cent of men and 0.7 per cent of women. Evidence on which of the sexes is more likely to have a second job is inconclusive, since in 2015, more men than women had a second



<sup>52</sup> "Table 29", in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

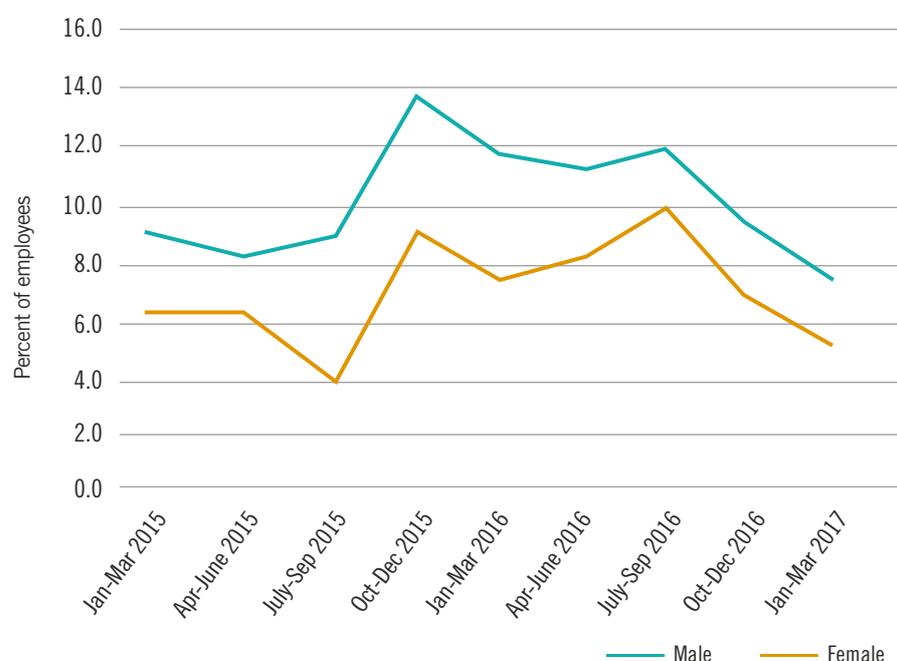


job (1.2 per cent and 0.6 per cent respectively), and quarterly figures available since the first quarter of 2016 show no clear pattern of one sex having a greater percentage of persons with a second job.<sup>53</sup>

Under-employment refers to people whose hours of work are insufficient relative to “a more desirable employment situation in which the person is willing and available to engage”.<sup>54</sup> Data from the first quarter of 2015 show that there are more under-employed men than women—whether counted as a share of the employed population or of the entire labour force.

In 2016, under-employment stood at 11 per cent of the overall labour force, and at 13.7 per cent of employees for men, with equivalent figures for women being eight per cent and 11.9 per cent, respectively. The following diagram shows the trend, by sex, as a share of the employed population. Men and women’s under-employment showed a similar trend, with an overall decline in under-employment by 4.3 per cent for men and 2.4 per cent for women.

Figure 21.  
Under-employment as a share of employment, by sex, in Saint Lucia, first quarter 2015 to first quarter 2017<sup>55</sup>



Source: Saint Lucia Central Statistical Office (2017)

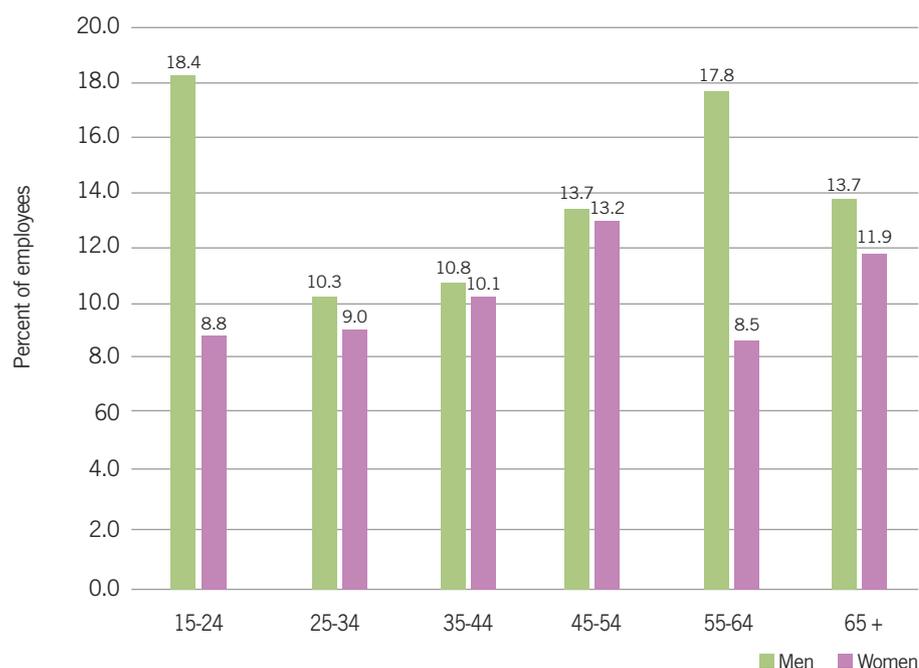
Men’s under-employment is higher than women’s in all age groups, as shown in Figure 23. The difference is particularly pronounced among youth and in the 55–64 age group. Among youth, this may be associated with the high propensity for young women to be involved in studying, which reduces time available for employment. In all age groups, the higher under-employment among men may indicate that they have more available time, as a result of a lower level of involvement than women in reproductive work.

53 “Table 27”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

54 “Table 32”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017. Quoting ILO’s *Key indicators of the labour market 12*, Seventh Edition.

55 “Table 32”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

Figure 22.  
Under-employment  
as a share of  
employment in  
Saint Lucia,  
by age group and  
sex, 2016 <sup>56</sup>



Source: Saint Lucia Central Statistical Office (2017)

## 1.6 Gender wage gaps

UN Women conducted an analysis of earnings data as part of its Saint Lucia Study in which results from the *2012 Labour Force Survey and the 2005–2006 Survey of Living Conditions* were analysed. They found that women tended to earn less than men across a range of different comparisons – occupation, industry, status in employment and educational achievement. They noted: “*The fact that this finding holds in respect of analysis by educational achievement suggests that lack of education is not the reason behind women’s lower earnings. Instead, the difference might in part reflect the clustering of women in the less monetarily valued service-oriented industries and occupations...*” <sup>57</sup>

A further report from UN Women stated that women in Saint Lucia continue to be paid, on average, 10 per cent less than their male peers. <sup>58</sup>

Another report cited analysis of data from 2008 to 2013 showing that males earned, on average, XCD 317 more per month than females. The same analysis showed that education was strongly and positively associated with income. <sup>59</sup> Therefore, while the stronger educational performance of females could be expected to result in higher incomes than for males, the fact of being female counters and contributes to cancelling out the educational advantage for the population as a whole. <sup>60</sup>

In gender analysis was conducted on recent data on wages in Saint Lucia, it was revealed that as educational level increases, so do wages, as illustrated in Figure 24. It shows that at all levels of education (except tertiary), wages are higher for men than women. It is notable that there is a clear

<sup>56</sup> “Table 32”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

<sup>57</sup> D. Budlender: *Gender and labour in St. Lucia: evidence from household surveys*. UN Women Brief. (Hastings, Barbados, UN Women, undated). p. 7.

<sup>58</sup> J. Xavier: *Final report: Gender aware beneficiary analysis of Saint Lucia’s Public Assistance Programme* (Barbados: UN Women, 2015).

<sup>59</sup> L. Gimenez et al.: *The aftermath of the 2008 global financial crisis in the Eastern Caribbean: The impact on the Saint Lucia labour market* (Castries, Saint Lucia, CSO with World Bank Group, UNDP and OECS, 2015).

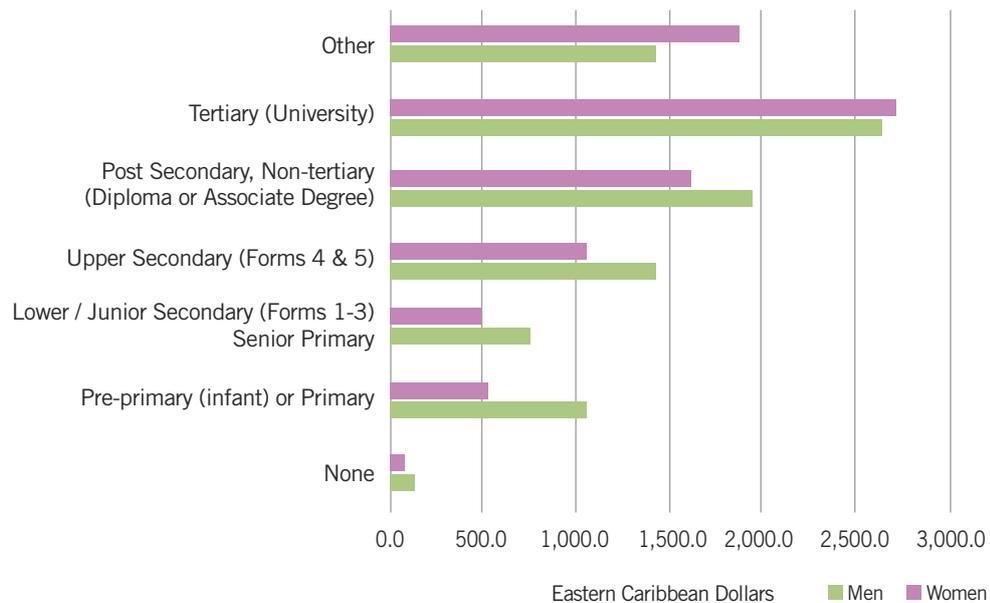
<sup>60</sup> R. Chaitoo, C.F. Allen and M. Hustler: *Situational analysis of gender issues affecting the services sector in Saint Lucia* (Castries, Saint Lucia, Saint Lucia Coalition of Service Industries, 2016). Available online at [http://slcsi.org.lc/download/service\\_policy\\_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf](http://slcsi.org.lc/download/service_policy_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf)



positive relationship between education level and wage increases of women relative to men, as shown in Figure 25. This may reflect the greater educational achievement of girls and women relative to boys and men, in terms of number of subjects taken and examination results at each educational level, in Saint Lucia.<sup>61</sup> Thus, while education alone does not eliminate the gender wage gap except at the top level of education, it serves to reduce the size of the gap with each increase in the level of education.

Figure 23.

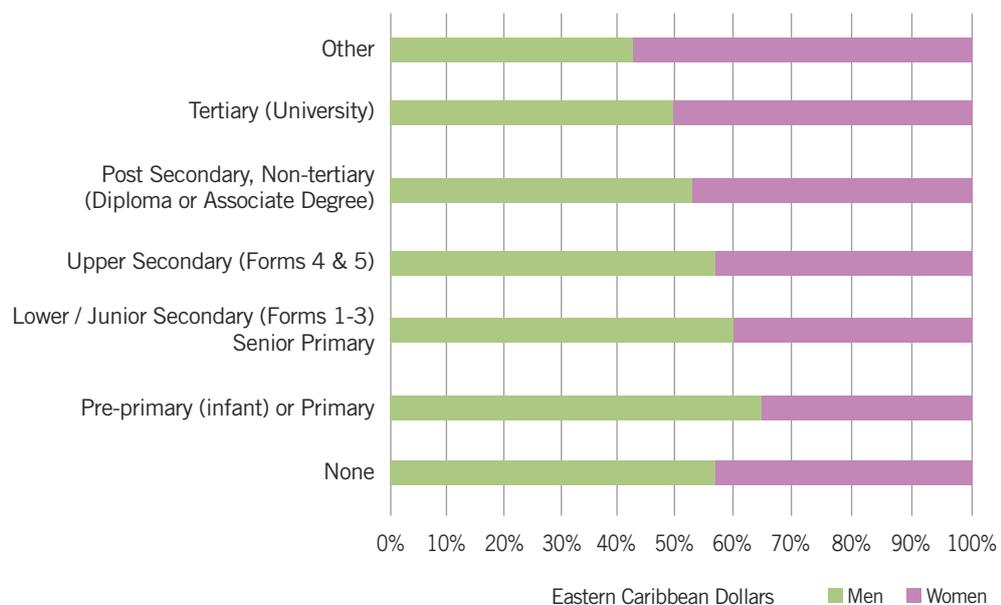
Wages and earnings in Saint Lucia by level of education and sex, 2016



Source: Saint Lucia Central Statistical Office (2017)

Figure 24.

Share of wages and earnings in Saint Lucia by sex and level of education, 2016<sup>62</sup>



Source: Saint Lucia Central Statistical Office (2017)

61 R. Chaitoo et al., 2016, *ibid.*

62 "Table 51", in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017



The highest paid employees in Saint Lucia are managers and professionals, and in both categories, men earned more than women, in 2016. Indeed, in all occupations except clerical support workers and technicians and associate professionals, men earn more than women. This suggests that equal pay for work of equal value may not be a reality in Saint Lucia.

Figure 25.  
Average wages in Saint Lucia, by occupation and sex, 2016<sup>63</sup>



Source: Saint Lucia Central Statistical Office (2017)

In most sectors, men earn more than women, as shown Table 1. Exceptions include: construction, administrative and support service activities; education, and – with the largest difference in favour of women – human health and social work activities. In the case of construction, the difference may be explained by seniority, since most construction employers are women (see Section 1.7 of this Report), but the vast majority of construction employees are men (see Section 1.4 above). In education, and administrative and support service activities, most managers are women, but most employers are men. In human health and social work, most managers and employers are women.<sup>64</sup>

<sup>63</sup> “Table 49”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

<sup>64</sup> “Table 21B” and “Table 24B”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

**Table 1. Average wages and earnings in Saint Lucia, by sector and sex, 2016<sup>65</sup>**

| Industry group                                                              | Male    | Female  | Both sexes | Male/Female ratio |
|-----------------------------------------------------------------------------|---------|---------|------------|-------------------|
| Agriculture, forestry and fishing                                           | 1,621.7 | 1,585.2 | 1,615.0    | 1.02              |
| Mining and quarrying                                                        | 3,858.1 | 1,421.1 | 3,190.4    | 2.71              |
| Manufacturing                                                               | 2,300.7 | 1,937.6 | 2,173.4    | 1.19              |
| Electricity, gas, steam and air conditioning supply                         | 3,308.1 | 3,323.4 | 3,317.9    | 1.00              |
| Water supply; sewerage, waste management and remediation activities         | 2,797.0 | 2,008.3 | 2,599.3    | 1.39              |
| Construction                                                                | 2,190.5 | 2,472.8 | 2,202.9    | 0.89              |
| Wholesale and retail trade; repair of motor vehicles and motorcycles        | 2,296.5 | 1,901.5 | 2,066.5    | 1.21              |
| Transportation and storage                                                  | 2,589.3 | 2,426.6 | 2,571.5    | 1.07              |
| Accommodation and food service activities                                   | 2,209.4 | 2,099.8 | 2,155.3    | 1.05              |
| Information and communication                                               | 2,880.5 | 2,461.1 | 2,700.1    | 1.17              |
| Financial and insurance activities                                          | 3,090.3 | 3,035.6 | 3,052.0    | 1.02              |
| Real estate activities                                                      | 3,927.7 | 3,300.1 | 3,483.8    | 1.19              |
| Professional, scientific and technical activities                           | 4,176.5 | 2,516.1 | 3,370.1    | 1.66              |
| Administrative and support service activities                               | 2,018.0 | 2,081.6 | 2,042.1    | 0.97              |
| Public administration and defence; compulsory social security               | 2,551.8 | 2,483.0 | 2,515.2    | 1.03              |
| Education                                                                   | 2,788.0 | 2,924.0 | 2,889.2    | 0.95              |
| Human health and social work activities                                     | 67.8    | 262.2   | 166.7      | 0.26              |
| Arts, entertainment and recreation                                          | 2,467.2 | 2,425.1 | 2,451.4    | 1.02              |
| Other service activities                                                    | 3,126.0 | 2,670.4 | 2,860.0    | 1.17              |
| Activities of households as employers; activities of households for own use | 1,573.3 | 1,222.8 | 1,274.8    | 1.29              |
| Activities of extraterritorial organizations and bodies                     | 3,541.2 | 3,593.0 | 3,568.7    | 0.99              |
| ADePT: N/A                                                                  | 1,957.4 | 2,082.1 | 2,016.0    | 0.94              |

Source: Saint Lucia Central Statistical Office (2017)

65 "Table 50", in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



## 1.7 Seniority and business ownership

According to a Study from the ILO, more than half of managers in Saint Lucia are women. Saint Lucia is one of only three countries in the world where most managers are women – the others are Jamaica and Colombia. However, the ILO Study notes that the larger the company, the less likely a woman is to own or manage it.<sup>66</sup> In 2016, 53.1 per cent of managers were women.<sup>67</sup>

Labour market survey data from 2016 corroborate the ILO observation that most managers in Saint Lucia are women, as highlighted in Figure 27. This also shows that women are the majority of professionals, technicians and associate professionals and thus, tend to occupy most of what may be seen as senior positions in the labour force. The greatest gender difference is at the level of clerical services workers (such as secretaries); women also lead among service and sales workers. As noted above, men predominate in mostly manual occupations in the agricultural sector, among trades workers and plant and machine operators. In addition, among unskilled or elementary occupations, there are more men than women, though not by such a wide margin. The general picture appears to be one where women have relative seniority and appear to have made major inroads into the professional and “middle class” occupations.

Figure 26.  
Share of employment in Saint Lucia, by occupation and sex<sup>68</sup>



Source: Saint Lucia Central Statistical Office (2017)

In Figure 28, women are the majority of managers in several sectors in which most employees are men, such as: transportation and storage; manufacturing; and agriculture, forestry and fishing. Indeed, the sector in which the number of female managers outstrips the number of male managers the most is transportation and storage, where there are more than ten times as many female as male managers.

66 International Labour Organization: *Women in business and management: Gaining momentum* (Geneva, ILO, 2015).

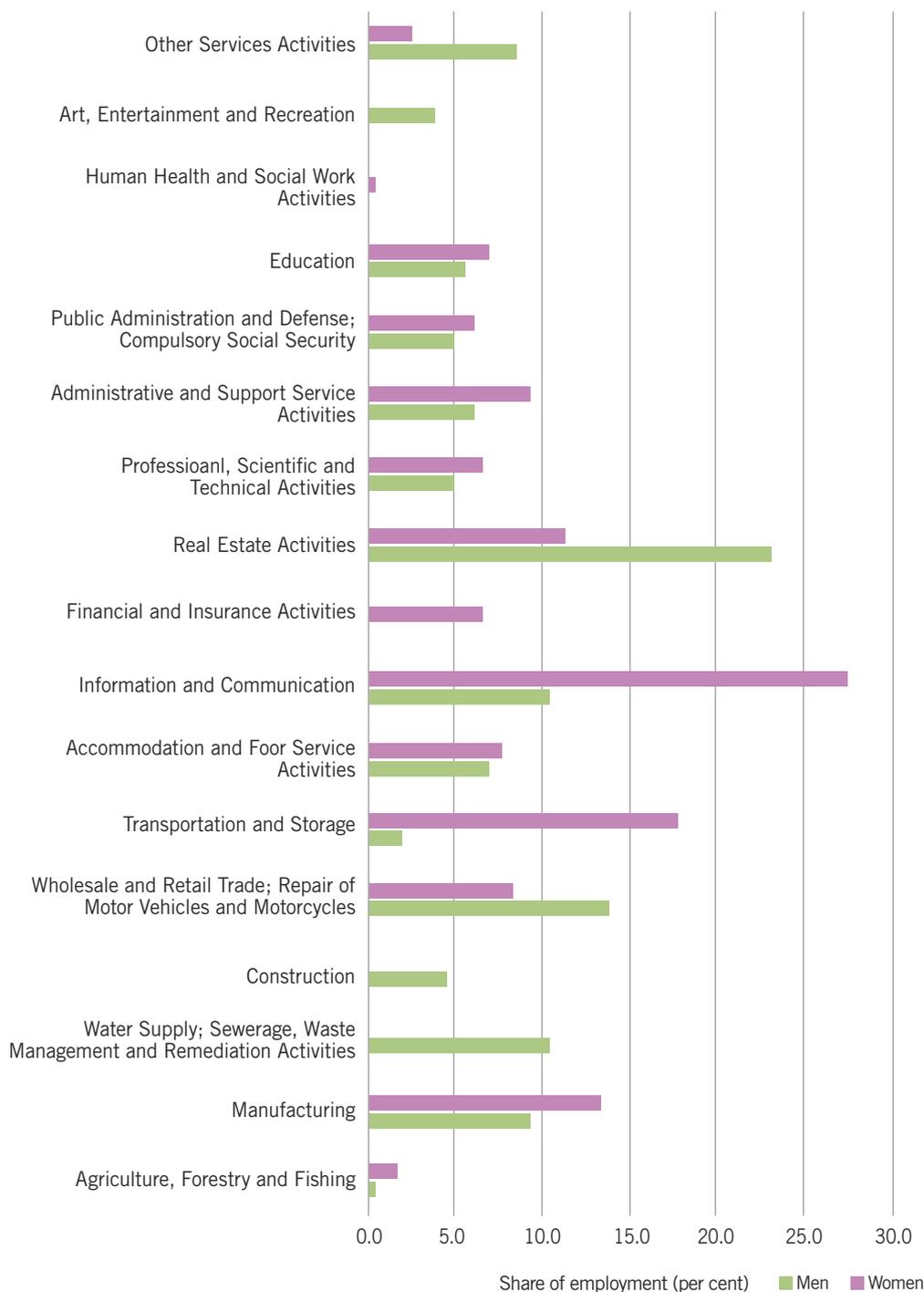
67 “Table 19”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.

68 “Table 19”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017.



Other sectors with more than 50 per cent more female than male managers are: information and communication, and administrative and support services. The high visibility of women as managers across a variety of sectors may encourage the perception that women are assuming dominant positions in the economy, though evidence presented elsewhere in this Report suggests that this is not necessarily the case.

Figure 27.  
Share of employment of managers in Saint Lucia, by sector and sex, 2015<sup>69</sup>



Source: Saint Lucia Central Statistical Office (2017)

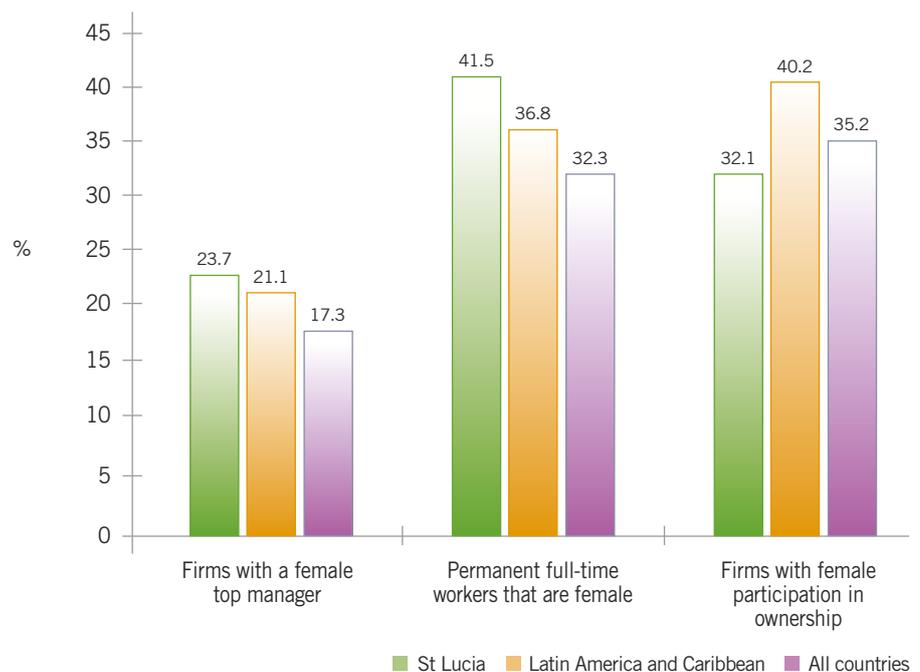
69 "Table 24B", in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017



If we look at *senior management and ownership* of small to medium-sized companies, available evidence suggests that the majority of people in these positions are men. This may help explain why the salaries of male managers are higher than those of female managers.

The *World Bank Group Enterprise Survey (2011)* included 150 registered Saint Lucian firms with five or more employees. It compared gender indicators with those in other countries included in its surveys.<sup>70</sup> Firms with a female top manager comprised just under a quarter of firms in Saint Lucia. Consistent with findings above, the survey also found that somewhat under half of employed workers were female. While neither of these indicators show gender equality in Saint Lucia, it is notable that the percentages of women were higher than averages for Latin American and Caribbean countries as a whole and all other countries. However, in terms of *ownership*, the survey indicated that Saint Lucian women lag behind the global and regional averages, with 32.1 per cent of firms having female participation in ownership, as against 40.2 per cent in Latin America and the Caribbean, and 35.2 per cent in all countries.

Figure 28.  
Percentages of female top managers and enterprise owners in Saint Lucia and world regions, 2011<sup>71</sup>



Source: World Bank Group Enterprise Surveys (2011)

An enterprise census conducted in Saint Lucia in 2009,<sup>72</sup> went deeper than the World Bank survey, collecting data not only from registered firms with five or more employees, but from all fixed enterprises – including micro-enterprises and unregistered companies, which characterize the informal sector. However, the census excluded Government departments, embassies, crop farming, concealed and illicit activities, itinerant enterprises (such as roadside hawkers) and own

70 World Bank Group Enterprise Surveys: *Survey methodology*, <http://www.enterprisesurveys.org/methodology>.

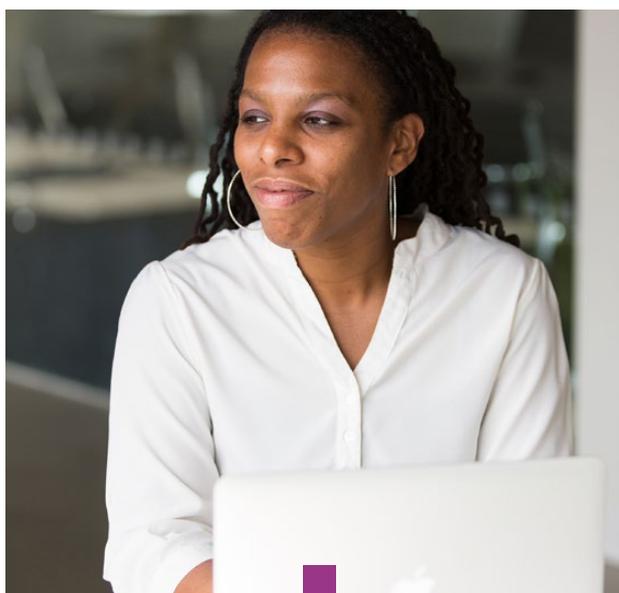
71 *Enterprise survey for Saint Lucia*, World Bank Group, 2011, <http://www.enterprisesurveys.org/data/exploreeconomies/2010/st-lucia#gender>

72 Government of Saint Lucia: *Private sector baseline study: The enterprise census report 1* (Castries, GOSL, 2009). Study conducted with support from POHL consulting and the European Union.



account enterprises operating from households. The latter two enterprise types may be especially important to women's income earning activities in goods and services and in the informal sector, and it is regrettable that no data was collected on these.

The census found 7,430 enterprises, of which 38.5 per cent were unregistered and over three-quarters (76.8 per cent) were micro-enterprises, employing five persons or less. It was found that female employees were the majority in the micro-enterprises, representing 67 per cent of those working in these enterprises, but only 41 per cent of those in the establishments with more than five employees. Women made up slightly more than half of the business owners (52 per cent); a finding similar to the proportion cited as managers in the ILO study. Women are indeed the majority of business owners in Saint Lucia, but it is important to note that the majority of these businesses are very small. These findings reflect those of Lashley and Smith (2015) who found that the majority of female-owned businesses across thirteen Caribbean countries are single person enterprises.<sup>73</sup>



Women represented the majority of owners of businesses in the individual proprietorship category (56.4 per cent), which covers most of the firms employing five persons or less. However, women were the minority of owners in firms of other ownership types – except cooperatives and public companies – and thus, of the larger enterprises. Women represented 40.5 per cent of the owners of private enterprises; 35.7 per cent of the owners of partnerships; 28.2 per cent of the owners of companies; 60.7 per cent of the owners of cooperatives; 53 per cent of the owners of public companies; and 29 per cent of the owners of non-governmental organizations (see Table 2). The data on ownership was not broken down explicitly by size of firm and sex.

<sup>73</sup> J. Lashley and K. Smith: *Profiling Caribbean women entrepreneurs: Business environment, sectoral constraints and programming lessons* (Washington DC, World Bank InfoDev., 2015).

**Table 2. Type of ownership of enterprises by number of enterprises, employment and gender of owners, 2009 <sup>74</sup>**

| Ownership Type        | No. of Enterprises | Total Employment | Gender of Owners |              |
|-----------------------|--------------------|------------------|------------------|--------------|
|                       |                    |                  | Male             | Female       |
| Individual proprietor | 5,758              | 24,252           | 2,507            | 3,251        |
| Private               | 638                | 6,449            | 379              | 259          |
| Partnership           | 475                | 2,550            | 305              | 170          |
| Company               | 387                | 6,670            | 277              | 109          |
| Cooperative           | 79                 | 711              | 31               | 48           |
| Public                | 32                 | 297              | 15               | 17           |
| NGO                   | 31                 | 231              | 23               | 9            |
| Other                 | 30                 | 364              | 27               | 3            |
| <b>Total</b>          | <b>7,430</b>       | <b>41,524</b>    | <b>3,564</b>     | <b>3,866</b> |

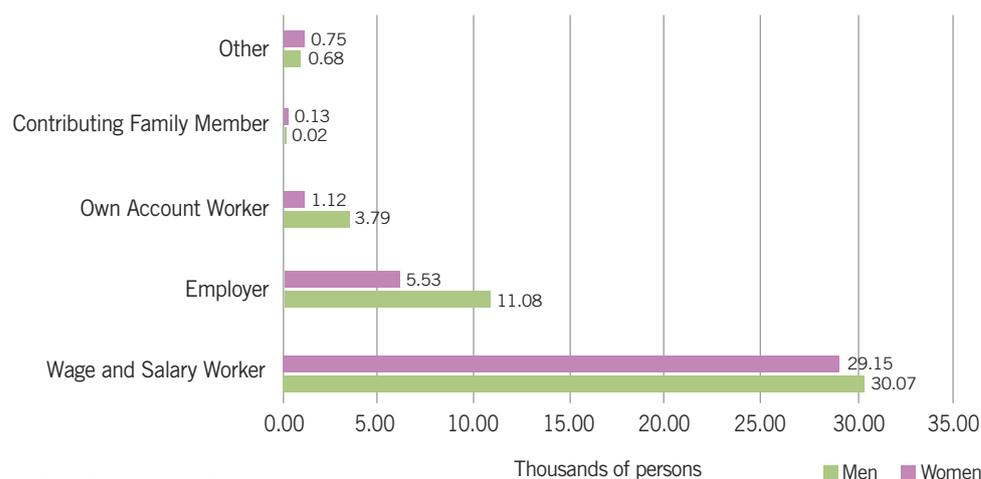
Source: Government of Saint Lucia Enterprise Census Report (2009)

An additional important finding from the Enterprise Census was that males owned most businesses in the Castries metropolitan area and Vieux Fort, but there were more female-owned businesses in the rural and remote areas.

There are more men than women at most employment status levels, with the differences being largest among employers and own account workers. The findings on employers and own account workers reinforce the findings showing men holding most of the senior and economically independent positions. There are few contributing family members, of which most are women, reflecting traditional roles in contributing to family development.

Figure 29.

Status in employment by sex in Saint Lucia, 2016 <sup>75</sup>



Source: Saint Lucia Central Statistical Office (2017)

A specific examination of the categories of “employer”, “own account worker” and “contributing family member” reveals discernable gender patterns under the various economic sectors of employment.

<sup>74</sup> Government of Saint Lucia: *Private sector baseline study: The enterprise census report I* (Castries, GOSL, 2009), p. 22.

<sup>75</sup> “Table 14B”, in *ADEPT ILO Labour Market Indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017



With the 2017 data, there are more female than male employers in the following sectors: construction, with a female–male ratio of 1.14; wholesale and retail (the ratio is 1.22); and accommodation and food services (a ratio of 1.85). The fact that there are more female than male construction employers is surprising, given that most employees in this sector are male (see Section 1.4, above). It may represent a shift in the gender division of labour. Women were also the majority of construction sector employers in the year 2015. The other sectors come under the services umbrella and reflect traditional areas of women’s work.

There are more female than male own account workers in agriculture, forestry and fishing (with a female–male ratio of 1.33) and accommodation and food services (a ratio of 1.48). These may reflect micro-enterprise development in areas such as small-scale farming, agricultural marketing and food preparation. It may also represent women’s enterprises in the tourism sector. Further data on size of enterprise and nature of business in each sector would be helpful in interpreting the patterns.

There appear to be no male contributing family members in most sectors. In wholesale and retail trade, there are 2.08 times as many women as men contributing family members. This appears to reflect the work of women in family-owned retail establishments.<sup>76</sup>

**Table 3. Employment by sex, status and sector in Saint Lucia, 2016<sup>77</sup>**

| Sector                                                               | Employer |        | Own Account Worker |        | Contributing Family Member |        |
|----------------------------------------------------------------------|----------|--------|--------------------|--------|----------------------------|--------|
|                                                                      | Male     | Female | Male               | Female | Male                       | Female |
| Agriculture, forestry and fishing                                    | 56.7     | 54.7   | 18.2               | 24.1   | 0.0                        | 1.1    |
| Mining and quarrying                                                 | 0.0      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |
| Manufacturing                                                        | 31.1     | 30.4   | 10.4               | 1.9    | 0.0                        | 0.0    |
| Electricity, gas, steam and air conditioning supply                  | 0.0      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |
| Water supply; sewerage, waste management and remediation activities  | 0.0      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |
| Construction                                                         | 17.1     | 19.5   | 12.0               | 0.0    | 0.0                        | 0.0    |
| Wholesale and retail trade; repair of motor vehicles and motorcycles | 29.9     | 36.4   | 8.6                | 2.6    | 0.4                        | 0.9    |
| Transportation and storage                                           | 47.2     | 3.0    | 3.6                | 0.0    | 0.0                        | 0.0    |
| Accommodation and food service activities                            | 4.8      | 8.9    | 2.4                | 3.5    | 0.0                        | 0.0    |
| Information and communication                                        | 11.0     | 0.0    | 10.1               | 0.0    | 0.0                        | 0.0    |
| Financial and insurance activities                                   | 0.0      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |
| Real estate activities                                               | 0.0      | 31.0   | 40.7               | 36.2   | 0.0                        | 0.0    |

<sup>76</sup> “Table 21B”, in *ADePT ILO labour market indicators for Saint Lucia*, GOSL, Saint Lucia CSO, 2017

<sup>77</sup> *Ibid.*



Table 3. Employment by sex, status and sector in Saint Lucia, 2016 continued

| Sector                                                                      | Employer |        | Own Account Worker |        | Contributing Family Member |        |
|-----------------------------------------------------------------------------|----------|--------|--------------------|--------|----------------------------|--------|
|                                                                             | Male     | Female | Male               | Female | Male                       | Female |
| Professional, scientific and technical activities                           | 28.9     | 10.2   | 23.0               | 8.8    | 0.0                        | 0.0    |
| Administrative and support service activities                               | 10.8     | 1.0    | 7.5                | 1.3    | 0.0                        | 0.0    |
| Public administration and defence; compulsory social security               | 2.8      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |
| Education                                                                   | 7.3      | 1.1    | 0.0                | 0.5    | 0.0                        | 0.0    |
| Human health and social work activities                                     | 0.0      | 0.3    | 0.4                | 0.1    | 0.0                        | 0.0    |
| Arts, entertainment and recreation                                          | 24.2     | 14.7   | 5.7                | 0.0    | 0.0                        | 0.0    |
| Other service activities                                                    | 39.5     | 35.1   | 15.9               | 11.0   | 0.0                        | 2.5    |
| Activities of households as employers; activities of households for own use | 16.4     | 4.0    | 0.0                | 0.0    | 0.0                        | 0.8    |
| Activities of extraterritorial organizations and bodies                     | 0.0      | 0.0    | 0.0                | 0.0    | 0.0                        | 0.0    |

Source: Saint Lucia Central Statistical Office (2017)

The picture that emerges from available data on management and ownership of business in Saint Lucia is that *women are the majority of managers and owners by a small margin*. Women have moved into the middle to upper ranks of businesses but are not at the top levels; nor are they owners in any but the smallest companies.<sup>78</sup> Female-owned and managed businesses are most likely to be very small and not in the main towns. Men own and are the top managers of most of the small and medium enterprises that characterize the rest of the Saint Lucian economy.

In the agricultural sector specifically, the CDB Gender Assessment found that women were less likely to own land than men, but dominated the agro-processing sector. It was found that prospects for expansion and sales were hampered by lack of standardisation and certification, partly because most goods were produced in private homes.<sup>79</sup>

78 T. Esnard: "Mothering and entrepreneurship: Experiences of single women in Saint Lucia", in *Women, gender and families of color* (2016, Vol. 4 No. 1), pp. 108–32.

79 A. Ranjitsingh: *Country gender assessment: Saint Lucia* (Wilkey, Barbados, CDB, 2014).

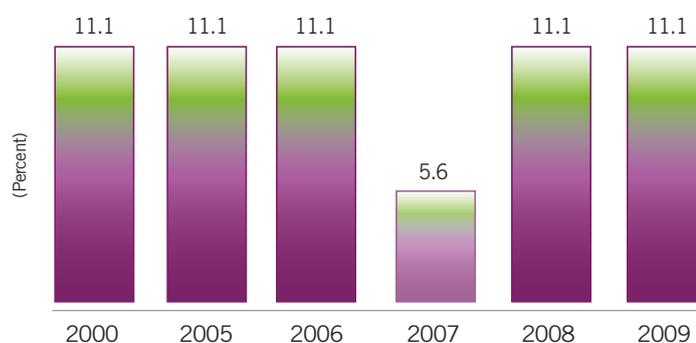


## Institutional analysis

This section examines institutions concerned with work and gender in Saint Lucia and analyses how they impact on gender equality and non-discrimination in the world of work.

As an introduction to the institutional analysis, it is helpful to look at the representation of women in Parliament, since Parliament is the institution responsible for national governance. Figures for Saint Lucia show no improvement in the percentage of parliamentarians who are women between 2000 and 2009. Still fewer than one in nine Members of Parliament is a woman.

Figure 30.  
Percentage of seats held by women in Saint Lucia's Parliament, 2000–2009 <sup>80</sup>



Source: *Caribbean Specific Millennium Development Goals Indicators for CARICOM Countries*, CARICOM

<sup>80</sup> *Caribbean specific Millennium Development Goals Indicators for CARICOM countries*, CARICOM, undated, <http://www.caricomstats.org/CSMDG.html>



## 2.1 National entity responsible for gender

In Saint Lucia, the Division of Gender Relations (DGR) is the entity responsible for driving gender equality.<sup>81</sup> Currently, the Division is situated in the Ministry of Education, Innovation, Gender Relations and Sustainable Development, but has undergone many changes in terms of its parent ministry since the inception of a national entity responsible for gender in 1986. A major area of focus has been on addressing gender-based violence, with other entities mainly responsible for policy and legislation relating to the world of work.

Following is a timeline of a few significant events in the history of the DGR.

| Year            | Event                                                                                                                                                                                                   |
|-----------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1995            | Saint Lucia ratified the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Convention of Belém do Pará)                                                |
| 1997            | Saint Lucia Family Court is established                                                                                                                                                                 |
| 1997            | Ministry of Women's Affairs resumes the status of a Division, now in the Ministry of Health, Human Services, Family Affairs and Women. A Research Officer joins, bringing the staff complement to four. |
| 1998            | The Division of Women's Affairs is renamed the Division of Gender Relations. The two Women's Affairs Officers were renamed as Gender Relations Officers.                                                |
| 2001 to present | Division of Gender Relations began to facilitate the Domestic Violence Sensitization module in the training programme for police recruits.                                                              |
| 2001            | The Women's Support Centre was opened within the Division of Gender Relations to provide shelter to women who were victims of domestic violence and their dependent children.                           |
| 2001            | The post of Research Officer at the Division of Gender Affairs was vacated and remained vacant until 2008.                                                                                              |
| 2002            | One of the positions of Gender Relations Officers became vacant and remained vacant until 2008.                                                                                                         |
| 2004            | The Department of Gender Relations, UNIFEM and UNDP produce a report on the status of data collection on domestic violence in Saint Lucia.                                                              |
| 2006            | Saint Lucia presents its combined Initial, Second, Third, Fourth, Fifth & Sixth Report to the Committee on the Elimination of Discrimination against Women at the United Nations, New York.             |

81 A. Ranjitsingh, 2016, *ibid.*

82 C. F. Allen and E. R. M. Le Franc: *Evaluation of national initiatives to produce comparative data on violence against women for the OECS States: Country report for Saint Lucia* (Washington DC, CIM/OAS, 2014).

83 Organization of American States: *Mechanism of the follow up Convention Belem Do Para (MESECVI) Fourth Conference of States Parties: Saint Lucia country report* (OAS, 2012).

84 Government of Saint Lucia and CEDAW: *Consideration of reports submitted by States parties under article 18 of the Convention on the Elimination of All Forms of Discrimination Against Women: Combines initial, second, third, fourth, fifth and sixth periodic reports of States parties: Saint Lucia* (GOSL and CEDAW, 2005).

| Year         | Event                                                                                                                                                                                                                                                                     |
|--------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2006–2008    | Based on the report by the Department of Gender Relations, UNIFEM and UNDP on the status of data collection on domestic violence in Saint Lucia, a project is undertaken to support the implementation of data collection protocols for domestic violence in Saint Lucia. |
| 2007 to date | The Saint Lucia chapter of CAFRA works with sex workers on human rights issues, violence against women (VAW), gender-based violence (GBV) and sexual and reproductive health.                                                                                             |
| 2011         | With support from UN Women, Division of Gender Relations organized the “Violence is Not an Option” Campaign, which targeted secondary school aged youth.                                                                                                                  |
| 2012         | The draft National Plan / Partnership for Action to End Gender Based Violence in Saint Lucia was completed. An implementation plan is yet to be developed.                                                                                                                |
| 2012         | The Caribbean Mentorship Institute, an NGO, is established.                                                                                                                                                                                                               |
| 2012         | The Division of Gender Relations inaugurates the observance of International Men’s Day, 19 November.                                                                                                                                                                      |
| 2013         | Two Gender Officers were appointed by the DGR, taking the technical staff complement to four persons.                                                                                                                                                                     |

Source(s): *Saint Lucia Country Reports for CEDAW and OAS/MESECVI (2005, 2012 and 2014)*

The mission of the DGR is stated as:

*“To create an environment to redress gender imbalances through policies and programmes geared towards maximizing women’s participation in, and benefits from, national socio-economic development initiatives, and improve the relationship between women and men: the goal of which is to enhance the quality of women’s lives and to allow both women and men to achieve their full potential...”*<sup>85</sup>

The Division’s primary functions include:

1. Research and data collection / dissemination of information on issues such as legal matters, education, employment and income earning, health, family life, rural women, housing, and women and violence.
2. Non-formal education and training, including gender training and sensitization, public awareness on gender issues, provision of job skills and personal development skills such as self-worth, self-esteem and assertiveness.
3. Capacity-building of NGOs and women’s and men’s organizations.
4. Crisis-counselling and referral.
5. Public education / advocacy / outreach on gender issues including violence.
6. Policy development and monitoring.<sup>86</sup>

The DGR has had an important role in institutional capacity-building against gender-based violence (GBV), including establishing a shelter for survivors, The Women’s Support Centre, and its hotline

<sup>85</sup> *The Division of Gender Relations*, GOSL, Division of Gender Relations, <http://education.govt.lc/ministries/education/gender-relations>

<sup>86</sup> Division of Gender Relations: *Putting gender on the agenda: Equity and empowerment—Social justice for all*. Castries, Saint Lucia, GOSL, Division of Gender Relations, 2013).



service. There are limited links with Government entities responsible for economic matters, though these have increased with a Caribbean Development Bank project (described later in this Report).<sup>87</sup>

The Director of Gender Relations heads the DGR. Other staff members include a research officer, a secretary, two gender relations officers, and an office assistant. Due to its small size and limited budget, the division has often struggled to fulfil its mission.<sup>88</sup> Throughout its history, its impact as an institution has varied. Staff numbers have fluctuated, leaving posts for technical officers vacant for extended periods, thereby reducing its capacity to carry out research, as well as monitoring and evaluation activities. However, while challenges still remain, the inclusion of gender relations officers in 2013 has enhanced the division's ability to achieve its goals and expand its reach.<sup>89</sup>

While the DGR consults with a range of ministries, NGOs and civil society groups to lend their input on policies and gender issues, there is no national gender policy in Saint Lucia. In addition, there are no gender focal points (GFPs) tasked with mainstreaming gender in any ministry. The CDB gender assessment of Saint Lucia found that the country's policies do not undergo rigorous gender analysis, because of little understanding regarding the negative economic and social consequences that a lack of gender sensitivity can have.<sup>90</sup> Policies and initiatives relevant to gender and work will be explored in greater detail in the following sections.

## ■ 2.2 Ministry responsible for labour and employment

The Department of Labour, which sits in the Ministry of Infrastructure, Ports, Energy, and Labour, focuses on improving the welfare of workers in Saint Lucia. It is responsible for implementation of the *Saint Lucia Labour Act of 2006*.<sup>91</sup> The Act attempts to place men and women on equal footing, as it covers equal remuneration for work of equal value. It also covers the issue of sexual harassment, which will be discussed later in this Report. However, despite Saint Lucia having participated in adopting the Beijing Platform for Action (BPfA) at the Fourth World Conference on Women at Beijing in 1995, the Act falls short of acknowledging women's unpaid reproductive work.<sup>92</sup>

The burden of domestic chores is primarily shouldered by Saint Lucian women, preventing them from engaging fully in the formal sector.<sup>93</sup> Stuart estimates that unpaid work in the home contributes up to 39 per cent of a country's GDP. Policy makers have not placed any monetary value on reproductive work, putting women who engage in this work at a disadvantage. The BPfA saw the acknowledgment of this labour as essential to highlighting the unequal division of paid and unpaid labour between men and women.<sup>94</sup> For instance, paragraph 68 of the BPfA calls for devising suitable statistical means to recognize and make visible the work of women, including their contribution in the unremunerated and domestic sectors.<sup>95</sup>

87 Chaitoo et al., 2016, *ibid*.

88 A. Ranjitsingh, 2016, *ibid*.

89 C.F. Allen and E.R.M. Le Franc, 2014, *ibid*.

90 A. Ranjitsingh, 2016, *ibid*.

91 This law was called "Labour Code" when it was adopted in 2006. The title was changed to "Labour Act" in 2011 by virtue of the *Labour Code (Amendment) Act 2011*, Act No. 6 of 2011.

92 S. Stuart: *The Beijing Platform for Action: Twenty years of implementation in the Caribbean* (Port of Spain, Trinidad and Tobago, ECLAC Subregional Headquarters for the Caribbean, 2014).

93 A. Ranjitsingh: *Country gender assessment: Saint Lucia*. (Willey, Barbados, CDB, 2016).

94 S. Stuart, 2014, *ibid*.



Saint Lucia has no employment policy and while there are a number of initiatives targeting particular demographics across various government agencies, they are not the responsibility of the Department of Labour.<sup>96</sup> Such initiatives are detailed in Section 3 of this Report.



## ■ 2.3 Mechanisms to resolve disputes

There are mechanisms to address labour disputes, but there is a lack of data on how they are implemented with regard to gender equality concerns.

The *2006 Saint Lucia Labour Act*<sup>97</sup> established a Tribunal to hear labour disputes. The Tribunal is made up of seven members who are selected by the Minister of Labour. The Chairperson of the Tribunal must be a lawyer with no fewer than three years of experience or industrial relations qualifications. There also must be two representatives acting on behalf of employers, as well as two acting in the interest of employees or trade unions. Two additional members are appointed by the Minister to stand on the Tribunal. Lastly, Tribunal members must choose a Deputy Chairperson from amongst themselves.<sup>98</sup> Data is unavailable on the number of gender-related disputes reaching either the Tribunal or Division of Labour.

Employees, employers or trade unions can bring forth any matter to the Tribunal which they feel contravenes the Labour Act. They must first take their complaint to the Labour Commissioner who then can choose to lodge their case with the Tribunal, as he sees necessary.<sup>99</sup>

95 Beijing platform for action, paragraph 68, <http://www.un.org/womenwatch/daw/beijing/platform/>.

96 Ministry of Education with UNESCO: *TVET policy review Saint Lucia*. (Castries and Paris, GOSL and UNESCO, 2017).

97 *Labour Act 2006*, GOSL, <http://www.govt.lc/legislation/labour-code>

98 “Part VIII: Principles and procedures in industrial relations and industrial disputes. Division 4: The Labour Tribunal”, in *Labour Act 2006*, GOSL.

99 “Part VIII: Principles and procedures in industrial relations and industrial disputes. Division 1: Settlement of trade disputes”, in *Labour Act 2006*, GOSL.



## ■ 2.4 Government institutions concerned with economic development

Section 2.2 of this Report addresses the work of the Ministry responsible for Labour, while Section 2.7 examines issues of gender mainstreaming in other Government ministries such as the Ministry of Finance.

The Office of the Prime Minister established the National Initiative to Create Employment (NICE) in 2012, to provide training, apprenticeships and job creation services to citizens. NICE has three main programmes:

- The National Apprenticeship and Placement Programme (NAPP);
- The Constituency Projects and Infrastructure Programme (CPIP); and
- The Small Business Targeted Assistance Programme (SBTAP).

Most of the participants in the NAPP component of NICE are women, some 67.8 per cent. Sex-disaggregated data on participation in CPIP were only available for some electoral constituencies and suggested wide variation in the balance of male and female participants.<sup>100 101</sup> No sex-disaggregated data were found on the participants in the SBTAP.

In addition to job creation, the Government of Saint Lucia prioritizes workforce development to enable its citizens to access employment. In order to tackle the issue of unemployment, in 2001, the Saint Lucia Government established the National Skills Development Centre (NSDC), with the help of donors such as the European Union, the Organisation of American States (OAS) and the World Bank.

The NSDC offers free, non-formal training and development in three centres across Saint Lucia. It runs programmes for women such as the Single Mothers in Life Enhancement Skills (SMILES) Project, which comprises a range of courses for female household heads, including hairdressing, administration, hospitality and IT.<sup>102</sup> Government of Saint Lucia figures for 2015–2016 show 168 persons were registered for the SMILES Programme and the Youth Employment Programme, which also is administered by the NSDC. The figures were not broken down by programme or by sex.<sup>103</sup> However, there is 2017 Report by UNESCO which states that 78 women have participated in the SMILES Programme since its inception in 2012.<sup>104</sup> The ultimate goal of these types of targeted interventions is to help enhance the earning potential of a vulnerable group of the population.

100 NICE: *Data on employment creation, April 2014 to March 2015*. (Castries, GOSL, NICE, 2015)

101 Chaitoo, et al, 2016, *ibid*.

102 E. Chitolie-Joseph: *Education for all 2015 National review report: Saint Lucia* (Castries, GOSL, 2014). This report was submitted to UNESCO by the Corporate Planning Unit, Ministry of Education, Human Resource Development and Labour, and is available online at <http://unesdoc.unesco.org/images/0023/002300/230028E.pdf>.

103 *2016 Economic and social review*, GOSL, Ministry of Finance, 2016, [www.finance.gov.lc/resources/download/2063](http://www.finance.gov.lc/resources/download/2063).

104 *TVET policy review: Saint Lucia*, UNESCO, 2017, <http://unesdoc.unesco.org/images/0024/002474/247494e.pdf>.



## ■ 2.5 Non-governmental organizations

In the *1994 National Report on the Status of Women*, the Ministry of Women's Affairs (as it was then called), expressed its intention to work with NGOs on gender issues,<sup>105</sup> thus establishing the importance of the involvement of civil society actors in making gender equality a reality. The following are a few of the organizations that have made significant contributions to improving the conditions for women's employment in Saint Lucia.

### Saint Lucia Coalition of Service Industries (SLCSI)

This is a membership organization of people working in the services sector. Its main focus is assisting service industries in enhancing their trade and export capacities. In 2015–2016, with support from the Caribbean Development Bank, they developed a *Gender-Responsive and Results-Based Sector Policy, Strategy and Action Plan for Saint Lucia*.<sup>106</sup> Information from the gender report from the study underlying this Plan has been referenced in several places in the current report. Among the conclusions were:

- Business support agencies and NGOs should collect more sex-disaggregated data on their members.
- There are challenges to equal participation and opportunity within enterprises and the wider socio-economic environment. (See the section on seniority and business ownership, above.)
- To achieve gender equity in the services sector, reforms are needed within the sector itself, as well as at the national level.
- To support work-life balance and more equitable distribution of care tasks, the services sector can play a role in increasing the availability of care facilities for children and other dependents.<sup>107</sup>

### Saint Lucia Network of Rural Women Producers (SLNRWP)

A member of a regional organization called the Caribbean Network of Rural Women Producers (CANROP), the SLNRWP promotes female farmers and agro-processors by equipping them with skills and knowledge through training.<sup>108</sup>

### The National Council of Voluntary Women's Organizations (NCVWO)

The NCVWO has been in existence since 1975. It is the overarching Body that provides capacity-building programmes for its member organizations which are community groups focused on women's causes. One particularly notable success is their role in championing the creation of a Women's Desk, which was achieved in 1986.<sup>109</sup>

### Women's Caucus of the Saint Lucia Teachers' Union

Created in 2011, the Women's Caucus is responsible for the promotion of gender equality amongst those in their profession and ensuring that women's voices are heard in the union.<sup>110</sup>

105 CEDAW, 2005, *ibid*.

106 Chaitoo et al., 2016, *ibid*.

Saint Lucia coalition of services industries: *A national services policy and strategy for Saint Lucia* (Castries, SLCSI, 2016). Available online at [http://www.slcsi.org.lc/download/other\\_publications/SaintLuciaBrochure.pdf](http://www.slcsi.org.lc/download/other_publications/SaintLuciaBrochure.pdf)

107 Chaitoo et al, 2016, *ibid*.

108 A. Ranjitsingh, 2016, *ibid*.

109 United Nations *Convention on the Elimination of Discrimination Against Women*, 2005, *ibid*.

110 "Saint Lucia Teachers' Union establishes Women's Committee", in *Education International*, 7 July 2011.

Available online at <https://www.ei-ie.org/en/detail/1590/st-lucia-teachers%20per%20centE2%20per%20cent80%20per%20cent99-union-establishes-women%20per%20centE2%20per%20cent80%20per%20cent99s-committee>.



National Workers' Union ■ Saint Lucia Civil Service Association ■ Saint Lucia Nurses' Association ■ Saint Lucia Seamen Waterfront and General Workers' Trade Union ■ Vieux Fort General and Dock Workers' Union ■ the Police Welfare Association ■ Saint Lucia Teachers' Union

These unions are significant as they have secured an Agreement with the Saint Lucian Government to guarantee their male members who are married or in common law relationships, up to five days of paternity leave. This Agreement recognizes the need to foster a more equitable distribution of the burden of care between parents following the birth of the child. <sup>111</sup>

#### The Upton Gardens Girls Centre

The Centre was established in 1979 and continues to provide education and support services annually, to some 25 vulnerable females ages 12–16. Most of these young women present challenging behaviours and school absenteeism. Girls are referred to the Centre by school counsellors, probation officers and social workers at the Division of Human Services or the Family Court. They can attend the Centre for up to one year, but generally they stay for at least three or six months. Academic subjects are included along with rehabilitation and training activities. Two Family Life Education sessions are provided per week for the girls, at which relationship issues are discussed. Among other things, these sessions provide training/counselling in anger management and non-violent solutions to conflict. The Centre provides services during the day. A residential care facility was opened in 2014 to girls who are at especially high risk, for periods of six months to a year. <sup>112</sup>

#### Caribbean Association for Feminist Research and Action (CAFRA)

CAFRA is a regional organization that advocates for gender equity across the Caribbean through education, public awareness, research and advocacy. CAFRA-Saint Lucia serves as the Secretariat for the National Organization of Women and the St Lucia Civil Society Network. According to the 2005 CEDAW Report on Saint Lucia: “A major achievement in the advancement of women is the 1991 CAFRA-commissioned report on Women and the Law in St Lucia. This research proved critical in demonstrating aspects of the laws in St Lucia that have been reformed in order to improve the status of women”. <sup>113</sup> CAFRA used this research as part of its campaign to influence the reform of the Criminal Code, which took place in 2003, with further revisions in 2005. Among the reforms of the Code recommended by CAFRA was the introduction of articles on marital rape, which until that time was not a crime.

Since 2007, CAFRA has provided outreach services to sex workers, referring them to relevant agencies and medical services. It has developed a training course with sex workers on how to avoid becoming victims of violence, as well as how to seek assistance in cases of violence. The training was supported by the United Nations Population Fund (UNFPA). Other agencies that have supported CAFRA's work with sex workers include the Government of Saint Lucia, the Pan Caribbean Partnership Against HIV/AIDS, The Global Fund for Women and local companies that distribute condoms. <sup>114</sup>

<sup>111</sup> ILO: *Saint Lucia country profile*.

Available online at [http://www.ilo.org/dyn/natlex/natlex4.countrySubjects?p\\_lang=en&p\\_country=LCA&p\\_order=ALPHABETIC](http://www.ilo.org/dyn/natlex/natlex4.countrySubjects?p_lang=en&p_country=LCA&p_order=ALPHABETIC).

<sup>112</sup> C.F. Allen and E.R.M. Le Franc, 2014, *ibid*.

<sup>113</sup> CEDAW, 2005, *ibid*.

<sup>114</sup> C.F. Allen and E.R.M. Le Franc: *Evaluation of national initiatives to produce comparative data on violence against women for the OECS States: Country report for Saint Lucia* (Washington DC, CIM/OAS, 2014).



## ■ 2.6 United Nations agencies

### ILO Office for the Caribbean

In addition to supporting work relating to the conventions ratified in Saint Lucia (listed below in Section 3.1), the ILO provides research, conducts training and engages in capacity building on gender issues related to work.<sup>115</sup>

### United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)

UN Women's work in Saint Lucia seeks to advance women's economic empowerment, reduce inequality between the sexes and improve the quality of their lives.<sup>116</sup> Research by UN Women on gender and work in Saint Lucia has been presented elsewhere in this Report.<sup>117 118</sup> UN Women also maintains a portal on gender-related materials, facts and information, called Caribbean Gender Portal, located online at [caribbean.unwomen.org/en/caribbean-gender-portal](http://caribbean.unwomen.org/en/caribbean-gender-portal).

### Economic Commission for Latin America and the Caribbean (ECLAC)

ECLAC's Gender Equality Observatory for Latin America and the Caribbean enables members to meet international gender equality targets, by monitoring the status of each country's women and providing them with data on indicators such as paid and unpaid labour.<sup>119</sup>

## ■ 2.7 Initiatives and tools for gender mainstreaming

The “gender mainstreaming” concept developed out of the paradigm shift from empowering women through economic means (as in the Women in Development approach), to addressing gender bias in institutions (as in the Gender and Development approach). In many Caribbean countries, national women's machineries changed their mandate from their sole focus on women and instead, committed to closing the gender divide through gender mainstreaming. One key aspect of this approach was to place gender focal points throughout Government ministries, with the intention of ensuring that gender became a major consideration in all national policies.<sup>120</sup>

Stuart (2014) notes that throughout the Caribbean, including in Saint Lucia, gender specialists remain largely responsible for promoting gender issues, rather than it being the collective responsibility of all Government officials. Gender focal points have not been established in Government ministries in Saint Lucia. It appears that gender equality has failed to garner support from high profile ministries such as the Ministry of Finance, for example, and as such, it has remained on the fringes.<sup>121</sup> Some progress has been made in collecting sex-disaggregated data on education, poverty, income and the like. However, in Saint Lucia, there is no central system from which these data sets can be accessed by Government

115 ILO: *Gender equality*. Available online at <http://www.ilo.org/caribbean/areas-of-work/gender/lang--en/index.htm>.

116 D. Budlender: *Gender and labour in Saint Lucia: Evidence from household surveys*. UN Women Brief. (Hastings, Barbados: UN Women, 2016).

117 D. Budlender, 2016, *ibid*.

118 J. Xavier: *Final report gender aware beneficiary analysis of Saint Lucia's Public Assistance Programme*. (Barbados, UN Women, 2015).

119 ECLAC: *About the Observatory*. Available online at <https://oig.cepal.org/en/about-observatory>.

120 ECLAC: *Study of gender mainstreaming in the Caribbean*. (Port of Spain, Trinidad and Tobago, ECLAC Subregional Headquarters for the Caribbean, 2000). Available online at <https://www.cepal.org/en/publications/27456-study-gender-mainstreaming-caribbean>.

121 S. Stuart: *The Beijing Platform for Action: Twenty years of implementation in the Caribbean*. (Port of Spain, Trinidad and Tobago, ECLAC Subregional Headquarters for the Caribbean, 2014).



divisions.<sup>122</sup> A disconnect exists between those agencies on the island advocating for gender equality – such as the DGR and other NGOs – and those concerned with economic planning.<sup>123</sup>

The CDB Gender Assessment in 2016 revealed the low level of importance attributed to gender budget analysis, as well as to gender monitoring and evaluation, as no systems were in place for either.<sup>124</sup> In the absence of gender focal points, one study identifies the lack of a holistic and consistent approach to gender mainstreaming as a barrier to Saint Lucia's inclusive growth, contributing to inconsistencies experienced by employees across different sectors.<sup>125</sup>

The findings of the CDB Gender Assessment led to the creation, in 2016, of a joint project with the DGR and the CDB, to provide gender budgeting training and assistance to Government departments. The goal is to strengthen ministries' abilities to incorporate gender into their planning and budgeting, ensuring that gender is given priority in both the *National Sustainable Development Plan and Mid Term Development Plan*.

The Project's stated objectives include:

1. Enhancing the capacity of the Government of Saint Lucia to address gender equality priorities in its planning and programming processes. This involves building the capacity of relevant ministries, departments and agencies to incorporate a substantive gender dimension in the country's implementation of its *National Strategic Development Plan 2014–2018* and *Medium-Term Development and Strategic Plan*. It also includes developing a gender analysis training package for public officers, which will be included in the regular civil servants training curriculum;
2. Providing gender analysis training to the Division of Gender Relations, the Ministry of Finance and Economic Planning, the Ministry of Social Transformation, Local Government and Community Empowerment, and technocrats in line ministries;
3. "Training the trainers", that is, creating a pool of people trained in gender analysis and planning to go forth and train others, accordingly; and
4. Providing direct technical assistance to integrate gender priorities and concrete implementation measures in the National Strategic Development Plan and Medium-Term Development Plan, in all sectors.<sup>126</sup>

If achieved, these measures could make a substantial difference towards ensuring that Saint Lucia's development is gender inclusive and beneficial for all citizens.

122 A. Ranjitsingh, 2016, *ibid*.

123 SLCSI, 2016, *ibid*.

124 A. Ranjitsingh, 2016, *ibid*.

125 SLCSI, 2016, *ibid*.

126 Chaitoo et al., 2016, *ibid*.



## Legal and policy analysis

### ■ 3.1 International Conventions on gender and work ratified by Saint Lucia

The following conventions related to gender and work have been ratified by Saint Lucia:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) — ratified 8 October 1982
- Equal Remuneration Convention 1951 (No. 100) — ratified 18 August 1983
- Discrimination (Employment and Occupation) Convention 1958 (No. 111) — ratified 18 August 1983<sup>127</sup>

The following Conventions concerning gender at work have not been ratified by Saint Lucia:

- Workers with Family Responsibilities Convention, 1981 (No. 156)
- Maternity Protection Convention, 2000 (No. 183)
- Domestic Workers Convention, 2011 (no. 189)

<sup>127</sup> A. Ranjitsingh, 2016, *ibid.*



This section analyses the main ways that the Government of Saint Lucia (and its partners) have acted to develop and implement policies in respect of discrimination, equal remuneration and other factors affecting gender equality in the world of work. It will be seen that there are general laws and policies in place on gender equality, but in specific areas affecting the world of work, such as family responsibilities, policy efforts have been less strong.

## ■ 3.2 Discrimination and equal opportunity issues

As stated above, Saint Lucia ratified the CEDAW in 1982. Article 2 of the Convention enforces gender equality in the law, by obligating signatories to take action by eradicating any laws or policies that discriminate against women.<sup>128</sup>

Enshrined in the Saint Lucian Constitution is a commitment to eliminating discriminatory practices as outlined by the CEDAW. According to the Constitution, any law that is discriminatory in itself, or that will result in discriminatory practices, is unlawful. Furthermore, it establishes that no citizen can be discriminated against by any other person or authority.<sup>129</sup>

The *Labour Act of 2006* explicitly prohibits discrimination in employment or occupation:

*based on “race, sex, religion, colour, ethnic origin, social origin, political opinion or affiliation, disability, serious family responsibility, pregnancy, marital status, HIV/AIDS, trade union affiliation or activity, or age except for purposes of retirement and restrictions on work and employment of minors or for the protection of children and young persons”.*<sup>130</sup>

The scope of grounds for discrimination is important from a gender perspective, especially in terms of including serious family responsibility, pregnancy and marital status – in addition to sex – as discrimination on these grounds tends to apply most frequently to women. The Act prohibits employers from engaging in discriminatory practices during the recruitment process, which includes the advertisement of the job and when deciding whom should be hired. Furthermore, the Labour Act underscores that it is unlawful for employers to engage in discriminatory practices related to the conditions under which their employees work, as well as to inhibit their career advancement. Employers are also prohibited from dismissing employees on the grounds listed previously. It must be noted at this juncture that

128 *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)*: <https://www.ohchr.org/EN/ProfessionalInterest/Pages/CEDAW.aspx>. For the texts of the other Conventions:

- Equal Remuneration Convention, 1951 (No. 100). Available online at [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312245:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312245:NO)
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111). Available online at [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312256:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312256:NO)
- Workers with Family Responsibilities Convention, 1981 (no. 156). Available online at [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312301:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312301:NO)
- Maternity Protection Convention, 2000 (No. 183). Available online at [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:312328:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312328:NO)
- Domestic Workers Convention, 2011 (no. 189). Available online at [www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100\\_INSTRUMENT\\_ID:2551460:NO](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:2551460:NO)

129 Constitution of Saint Lucia. (Castries, GOSL). Available online at <http://www.govt.lc/media.govt.lc/www/resources/legislation/ConstitutionOfSaintLucia.pdf>

130 “Paragraph 26”, in *Labour Act 2006*. (Castries, GOSL). Available online at <http://www.govt.lc/media.govt.lc/www/resources/legislation/SaintLuciaLabourCode2006.pdf>



the Act does not cover discrimination on the basis of sexual orientation; an important form of gender discrimination since it is based on perceptions of non-conformity to gender normative behaviour.

Additionally, the Act covers Equal Remuneration, the treatment of which will be considered in Section 3.4 of this Report.

In addition to addressing negative discriminatory behaviours, in Section 271, the Act includes instances of temporary positive discrimination (or affirmative action) as set out in the CEDAW Article 4. This Article allows for special measures to be put in place to promote gender equality.

As the CEDAW stipulates, the Act allows employers to grant special privileges to individuals, for up to two years, to improve equality of opportunity in the workplace under the supervision of the Labour Commissioner.

However, the CDB Gender Assessment of Saint Lucia found that while some necessary legal changes have taken place, attitudes and behaviours of the general society towards women in work have been slow to follow. Despite the existence of this Legislation, it is regularly disobeyed, particularly in the treatment of poorer female workers.<sup>131</sup>

The ILO's Committee of Experts on the Application of Conventions and Recommendations (CEACR) is a Body of independent legal experts who examine the implementation of ILO Conventions and Recommendations.<sup>132</sup> The Committee reviewed the manner in which Saint Lucia has applied the *Discrimination (Employment and Occupation) Convention 1958 (No. 111)*. Article 3 in this Convention requires the repeal of any laws or administrative instructions which would be inconsistent with the Convention.

In this respect, the CEACR indicated in its latest comments, which were published in 2017, that certain laws need to be repealed, namely the *Factory Regulations 1948* and any other laws and regulations containing provisions that exclude women from entering certain jobs. The Committee considered these provisions were based on stereotypes regarding women's professional abilities and role in society. The CEACR consequently requested the Government to take action to repeal such provisions from relevant laws and regulations.

In addition, the Committee went on to request the revision of section 5(2)(g) of the *Equality of Opportunity and Treatment in Employment and Occupation Act of 2000*.<sup>133</sup> The Committee noted that the section provides that a genuine occupational qualification for a job, which would allow different treatment between workers, would be considered to exist, where "*the holder of the job provides persons with personal services promoting their health, welfare or education, and those services can most effectively be provided by a person of a particular sex.*" The Committee was concerned that this provision might lead to exclusions from employment.<sup>134</sup>

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131 A. Ranjitsingh, 2016, *ibid*.

132 Further information on the CEACR is available at [www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm](http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm).

133 This Act has been substantially incorporated in the *Labour Act 2006*, and that section is now section 269(2)(h) of the overall Labour Act.

134 CEACR, 2016. Direct request on Convention No. 111.

Available online at [www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100\\_COMMENT\\_ID:3296305](http://www.ilo.org/dyn/normlex/en/f?p=1000:13100:0::NO:13100:P13100_COMMENT_ID:3296305)



### ■ 3.3 Maternity, paternity and parental policies

Saint Lucia's Labour Act<sup>135</sup> protects women's maternity leave and benefits. Women employed on a continuous basis for eighteen months or more are granted thirteen weeks of paid maternity leave. For women who have been in continuous employment for less than eighteen months, a period of six weeks unpaid leave is granted after giving birth. Regardless of the duration of their employment, mothers are entitled by Law to return to their jobs after their period of leave has ended.<sup>136 137</sup>

A detail of Saint Lucia's Labour Code is worth mentioning. It states that “*an employee's continuous employment shall not be treated as interrupted if the employee is absent from work because of serious family responsibility*”.<sup>138</sup> This is an important safeguard of employment, especially for women who bear the larger burden of responsibility for caring for relatives when they are sick.

Despite some commendable legal provisions for maternity, Saint Lucia has not yet ratified the *Maternity Protection Convention, 2000 (No. 183)*.

While the Labour Act establishes a set period of maternity leave, there is no such provision for paternity leave, thus indirectly discriminating against both men and women. It appears to be implicitly based in the assumption that women will take up the care for their offspring without the assistance of the father, and also ignores the importance of men needing time to bond with their children.

The National Workers' Union has a special agreement with the Ministry of Public Service, which entitles public sector workers who are married or in common law relationships, to five days of paid paternity leave. Some fathers who are not in the public sector may be granted paternity leave, but this



135 The text is available at [www.govt.lc/legislation/labour-code](http://www.govt.lc/legislation/labour-code).

136 *Labour Act*, GOSL, [www.govt.lc/legislation/labour-code](http://www.govt.lc/legislation/labour-code).

137 *Labour Code (Amendment) Act 2011* (Act No. 6 of 2011). (Castries, GOSL).

Available online at [www.ilo.org/dyn/natlex/natlex4.detail?p\\_lang=&p\\_isn=90256&p\\_classification=01.02](http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=&p_isn=90256&p_classification=01.02).

138 “Part III Terms and conditions of continued employment. Division 2: Continuity of employment, paragraph 3 a)” in *Labour Act* (Castries, GOSL).



is specific to their employer. Even with their employer's own allowances in place, the lack of legislation in place disproportionately affects men from lower socioeconomic brackets. This is because they are most likely to have children from a visiting or casual union, making it more challenging to prove paternity.<sup>139</sup>

Saint Lucian custody laws generally follow a similar orientation to parental leave, as females are assumed to be responsible for childcare and married couples receive favourable treatment. While the Law allows unmarried mothers to gain custody of children, unmarried fathers can only apply for custody if the mother has applied for child support and is deemed unfit by the Family Court. These laws do not support women's inclusion in paid labour, as they are expected to take up the bulk of the childcare, limiting the time that they can devote to building their careers. Conversely, this Legislation fails to encourage men to take up domestic duties as it allocates childcare to the woman's sphere of activity.<sup>140</sup>

### ■ 3.4 Equal remuneration for work of equal value

As stated in Section 3.2 above, the Labour Act, under section 270, declares that men and women must be paid equally for doing work of equal value. Section 281 of the Labour Code stipulates that should it become necessary to ascertain whether work is of equal value, the Minister will take the advice of the Minimum and Equal Wages Commission into consideration, and even undertake an inquiry into the categories of work in the same sector or between different sectors, in order to determine which work is work of equal value. Despite this legislative provision, gender wage gaps persist, (as shown in Section 1.5 of this Report).

### ■ 3.5 Work-family responsibilities, including state-provided child care services

Saint Lucia is yet to ratify the *Workers with Family Responsibilities Convention, 1981 (No. 156)*. This has serious implications for the efficacy of Government policies geared towards assisting working parents in any way.

As outlined in the previous sections, women are generally the primary caregivers in Saint Lucia. As a result, a major determining factor for women's engagement in economic activities is the availability of affordable childcare services. This is particularly important for single parent families, most of whom are headed by women in Saint Lucia.<sup>141</sup>

Generally, women on lower incomes in the Caribbean who work outside the home obtain child care support from either friends or female family members, most commonly their own mothers. Some children are moved to live in another household – a phenomenon known as “child-shifting”.<sup>142</sup>

139 Chaitoo et al., 2016, *ibid*.

140 Chaitoo et al., 2016, *ibid*.

141 Chaitoo et al., 2016, *ibid*.

142 O. Senior: *Working miracles: Women's lives in the English-speaking Caribbean*. (Oxford, James Currey Publishers, 1991).



These arrangements have the impact of moving (and keeping) the burden of care between (and among) women, thus further entrenching gender differences in labour force participation.<sup>143</sup>

The Ministry of Education, Innovation, Gender Relations and Sustainable Development is responsible for monitoring the pre-schools in the country while the Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government oversees day care service provision. Day care services are intended for children below the age of 2½ years, while pre-school provision is aimed at children 2½ – 5 years of age.<sup>144</sup>

The *Early Childhood Policy of 2012* established a plan to expand Government’s provision of early childhood education and integrate Government-run preschools and day care centres. However, the demand remains far greater than what is provided currently. Most Government day care centres are located in rural areas as they were first intended for farmers’ children. This means that they are inaccessible for much of the population.

The number of children enrolled in day care and pre-schools in 2012–2013 was approximately 4,900,<sup>145</sup> as compared with a population in the age group 0–4 years of about 11,800, according to the 2010 census. While not all parents of these children would wish to have formal day care provision for their infants, the figures show that early childhood care and education is neither universally available, nor does it have the capacity to meet the care needs of working parents with the major responsibility for small children, most of whom are women.

Only one fifth of people in the services sector surveyed in 2016 stated that Government after-school or day care services were in close proximity to their place of work. There was no evidence of specialized child care facilities at places of work, though some employers did allow workers to bring their children to work, albeit on a discretionary basis.<sup>146</sup>

The current childcare provision also does not address the needs of many men and women in the Saint Lucian workforce who work outside of the opening hours of these facilities – generally from 8:00 a.m. to 4:00 p.m. However, this ignores a significant proportion of the population working in the tourism sector and other service industries, whose working hours vary. In Saint Lucia, most employees in tourism and services are women. This can prove especially challenging for single mothers in these industries who may not have an alternative source of childcare and require flexible services in order to go to work.<sup>147</sup> Indeed, while the *Early Childhood Support Unit* states that improving the quality of provision is a top priority,<sup>148</sup> it fails to take into account the needs of working parents, many of whom are women.

The Labour Act states that “an employer and employee may in a contract of employment agree to flexible hours of work which do not exceed forty hours per week”.<sup>149</sup> This is an important Provision that can assist people with family responsibilities in managing work and family time.

143 R. Reddock and Y. Bobb-Smith: *Reconciling work and family: Issues and policies in Trinidad and Tobago*. (Geneva, ILO Conditions of Work and Employment Programme, 2008).

144 CEDAW, 2005, *ibid*.

145 2013 *Education statistical digest* (Castries, GOSL).

146 R. Chaitoo, C.F. Allen, and M. Hustler: *Situational analysis of gender issues affecting the services sector in Saint Lucia*. (Castries, Saint Lucia, SLCSI, 2016).

Available online at [http://slcsi.org.lc/download/service\\_policy\\_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf](http://slcsi.org.lc/download/service_policy_documents/Gender-Analysis-Services-Sector-St-Lucia.pdf).

147 A. Ranjitsingh, 2016, *ibid*.

148 Chaitoo et al., 2016, *ibid*.

149 “Part III Terms and conditions of continued employment. Division 2: Continuity of employment, paragraph 3 a)” in *Labour Act* (Castries, GOSL).



## 3.6 Social protection

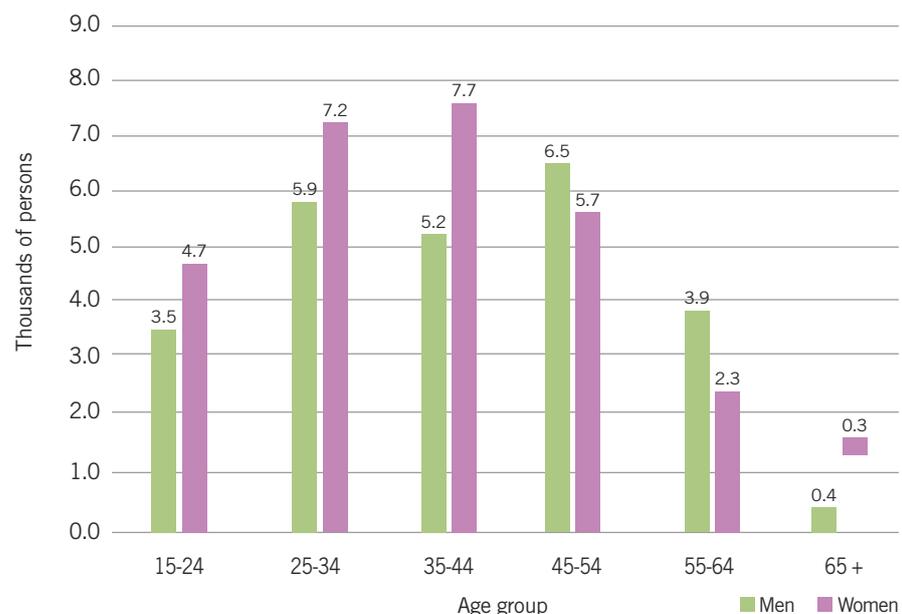
An important gender issue is access to social protection. Since more women than men are outside the labour force or unemployed, they tend to make fewer national insurance contributions than men, and thus, fewer of them are covered by benefits contingent on payment of these contributions. They tend to rely on non-contributory benefits to a greater extent than men. However, these benefits are generally set at a very low level and are means-tested, based on the assumption that offering much more than subsistence payments will discourage people from labour force participation. As discussed previously in this Report, there are many reasons other than rates of benefit payments why women participate in the labour force at a lower rate than men. Indeed, the low levels of non-contributory benefits tend to entrench poverty among women.

### 3.6.1 Social security statistical trends

Saint Lucia data on social security coverage refers only to the employed population; excluded from the statistics are unemployed men and women, and those outside the formal labour force. Thus, the data do not show a comprehensive picture of access to benefits contingent on payment of national insurance for the population as a whole. What is revealed is that there are more women than men contributing to the scheme in the younger working age populations (up to age 44, years), while in the older age groups, more men than women contribute.

In total, approximately 25,500 men and 27,900 women employees contributed to social security in the period January to March 2017. Data on social security coverage in the employed population show that employed women at all ages have a higher propensity to contribute than employed men. Some 58.6 per cent of men and 74.8 per cent of women contributed to a social security scheme in the period January to March 2017. Data disaggregated by age group are presented in the Figures

Figure 31.  
Employed population contributing to a social security scheme, by age group and sex, January to March, 2017

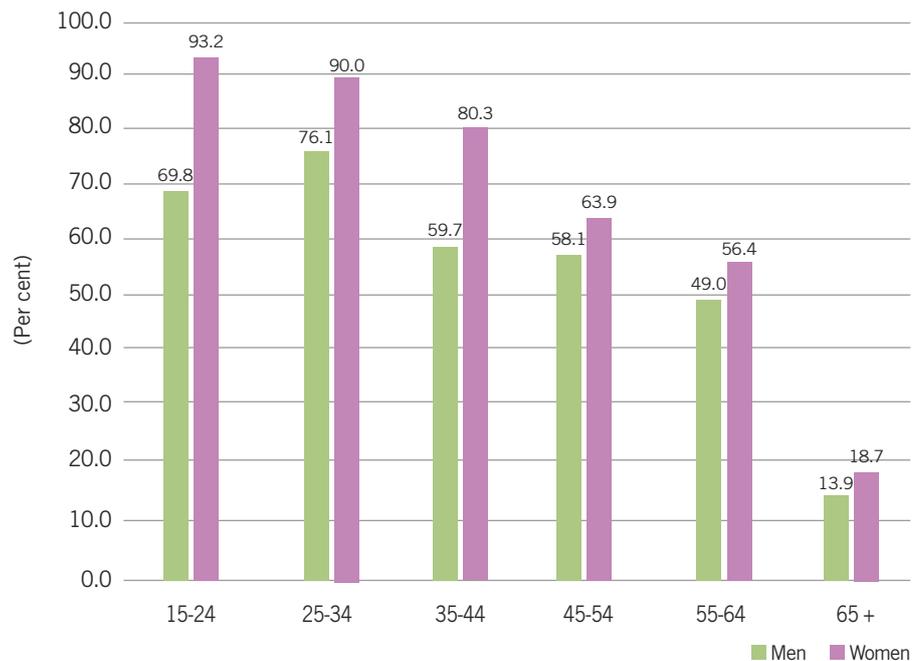


Source: Saint Lucia Central Statistical Office.



32 and 33.<sup>150</sup> They suggest that employed women may be more motivated than men to contribute, recognizing the importance of national insurance for the security of themselves and their families. The lower rate of contribution by men suggests that many of them may be working informally, since registered employers are required to deduct national insurance contributions from wages and salaries.

Figure 32.  
Social security coverage of the employed population, by sex and age group, January to March 2017



Source: Saint Lucia Central Statistical Office.

### 3.6.2 The National Insurance Scheme (NIS)

The National Insurance Scheme (NIS) provides social security for Saint Lucians. It was developed out of the *National Insurance Act 1978* and is funded by a ten per cent tax on the payroll of workers. The Scheme covers maternity leave as well as survivor's benefits, in addition to workers' injury, disability, illness and retirement benefits.<sup>151</sup> There appears to be little publicly available data on the breakdown (by sex) of the recipients of these various categories.

Retirement pensions are paid to people over the age of 65 who have contributed to the scheme for 168 months or more. Persons are entitled to 40 per cent of their salary, in addition to 0.5 per cent of their earnings over 168 months of paying into the scheme.<sup>152</sup>

NIS provides injury benefits for claimants in insurable jobs who have been injured on the job for up to one year (52 weeks). Employees who are unable to work as a result of their injury are entitled to 65 per cent of their earnings and can be reimbursed for medical costs up to \$20,000 related to their injury. Employees only qualify if they are not granted full pay during their leave of absence. Self-employed individuals are not entitled to claim for injuries.<sup>153</sup>

150 "Table 34", in *ADePT ILO labour market indicators for Saint Lucia*. (Castries, GOSL, Central Statistical Office, ILO, 2017).

151 L. Blank: *Saint Lucia Social Safety Net Assessment*. (Castries, Ministry of Social Transformation, with the support of UNICEF, the World Bank and UN Women, 2009).

152 *Retirement Pension*, National Insurance Corporation, <http://stlucianic.org/benefits/long-term/retirement-pension/>.

153 *Employment Injury*, National Insurance Corporation, <http://stlucianic.org/benefits/short-term/employment-injury/>.



All workers in Saint Lucia, regardless of gender, are entitled to paid sick leave, according to the Labour Act of 2006. After six months of employment, employers are required to pay full wages for workers' sick leave, for up to 12 days per year. For one or two days of sick leave, employees are not required to present a medical certificate to justify their absence. However, after a period of illness exceeding two days, employees must provide employers with a medical certificate in order to receive full pay. Within eight weeks, any amount of sick leave is considered to be a continuous period and thus the same rules apply.<sup>154</sup>

For long-term periods of sick leave, the NIS covers sickness benefits for employees doing insurable work for a maximum of 26 weeks. Employees who have exceeded their period of paid sick leave can submit a claim if they have contributed to the scheme for a minimum of six months overall; they must have paid for a minimum of two months within the month before their illness. Claimants are not eligible if they are receiving full pay during their absence from work; they are allowed 65 per cent of their earnings for the best paid two months within a four-month period immediately preceding their illness.<sup>155</sup>

The NIS also provides for people who have been diagnosed with long-term illnesses not caused by employment injuries and which are likely to be permanent. These are people who are below the age of 65 and have worked and paid into the scheme for a minimum of 60 months, of which 36 must be in the 60 months immediately prior to the month of illness. They are not entitled to receive both sickness and invalidity benefits at the same time and can receive benefits up until pensionable age, at which time they will receive a retirement pension. Claimants who have paid into the scheme for less than 180 months are entitled to 35 per cent of their earnings, while those who have paid for more than 180 months get 40 per cent of their insurable earnings, as well as 0.1 per cent for each month of their earnings after 180 months.<sup>156</sup>

The *Social Safety Net Assessment*, which was conducted in 2009, states that although the Scheme places employed men and women on equal footing, women's retirement pensions were at that time on average \$231 lower than men's, as they earned lower insurable wages.<sup>157</sup> Meanwhile, very few workers in the informal sector, many of whom are women, pay into NIS, leaving them susceptible to poverty in the long term. These findings indicate that women are less likely to be protected by social security and therefore, are in greater need of social assistance.<sup>158</sup>

### 3.6.3 National Social Protection Policy (NSPP)

The National Social Protection Policy (NSPP) of 2015 established a roadmap for social protection programmes in the country. It was prepared with the assistance of UNICEF, UN Women and UNEP, and produced after consultations with a range of stakeholders including Government ministries, NGOs and beneficiaries. It explicitly recognizes gender as a key consideration, with one of its primary goals being to “provide services to the most vulnerable and poorest populations (including child sensitive and gender responsive approaches)”.<sup>159</sup> No information has yet been identified to determine the level of success in implementation of the Policy.

154 *Labour Act*, GOSL, [www.govt.lc/legislation/labour-code](http://www.govt.lc/legislation/labour-code).

155 *Sickness Benefit*, National Insurance Corporation, <http://stlucianic.org/benefits/short-term/sickness-benefit/>.

156 *Invalidity Benefit*, National Insurance Corporation, <http://stlucianic.org/benefits/long-term/invalidity-benefit/>.

157 L. Blank, 2009, *ibid*.

158 A. Ranjitsingh, 2016, *ibid*.

159 Ministry of Social Transformation, Local Government and Community Empowerment: *Saint Lucia Social Protection Policy A National Roadmap to Transformative Social Protection*. (Castries, GOSL, 2015). Available online at [www.govt.lc/media.govt.lc/www/resources/publications/NSPP---FINAL-05.03.15.pdf](http://www.govt.lc/media.govt.lc/www/resources/publications/NSPP---FINAL-05.03.15.pdf).



### 3.6.4 The Public Assistance Programme (PAP)

The Public Assistance Programme (PAP) was born out of the *Public Assistance Act of 1968*. Its aim is to provide economic assistance to the most vulnerable in society. Similar to the PAP is the Koudemen Sent Lisi Programme (KSL), which provides conditional cash transfers, along with psychosocial support, to poverty-stricken families.<sup>160</sup> The NSPP aims to integrate the two since, at present, the social protection system is made up of unconnected programmes performing overlapping functions for vulnerable members of the population.<sup>161</sup> The NSPP, while gender aware, depends on the actions of the implementing institutions for its success. It may be noted that another gender assessment in Saint Lucia, focusing on violence against women, found that the major challenge was not a lack of policy but gaps in implementation, and systematic issues such as slow court processes.<sup>162</sup> The progress of the NSPP should be monitored to ascertain whether actions in country live up to the directions of the NSPP road map.

PAP has a legacy of focusing on the elderly and disabled citizens as these two categories fall into the Programme's definition of "needy".<sup>163</sup> Over 70 per cent of the Saint Lucia population aged 60-plus years, many of whom are women, are not covered for retirement pensions by the NIS. Thus, the PAP is an important economic resource for many elderly people,<sup>164</sup> particularly for women who (as previously mentioned), generally work in lower paying jobs and, who on average, live longer than men. Meanwhile, disabled people with hearing, visual, mobility and speech impairments, or those with learning disabilities, also make up a significant proportion of PAP recipients.



<sup>160</sup> J. Xavier, 2015, *ibid.*

<sup>161</sup> J. Xavier, 2015, *ibid.*

<sup>162</sup> C.F. Allen and E.R.M. Le Franc, 2014, *ibid.*

<sup>163</sup> J. Xavier, 2015, *ibid.*

<sup>164</sup> L. Blank, 2009, *ibid.*



PAP is assessed at an individual level rather than a household level and as a result, only the person classified as needing the benefit by the assessment officers qualifies for assistance. Depending on the number of people in the household requiring support, one household can receive between \$215–\$465 per month.<sup>165</sup> The allocation of benefits to the handicapped person in isolation of the household is problematic, particularly for carers of disabled children and adults (who are usually women), because they are often unable to work and have no other source of income.<sup>166</sup>

Children with severe disabilities can also qualify for the Disability Grant, distributed by the Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government. This entitles them to receive \$200 per month and can be in addition to any benefits from PAP.<sup>167</sup>

Further assistance for disabled people is provided by the Saint Lucia Blind Welfare Association and the National Council of and for Persons with Disabilities. These Organizations help their members to apply for exemption cards from the State thereby allowing them free access to pharmaceuticals and treatment at public health institutions.<sup>168</sup>

Even though the NSPP makes no mention of HIV/AIDS, antiretroviral drugs are provided free of charge to registered patients. However, in 2009, fewer than 50 per cent of infected persons were registered, probably because of the stigma attached to the disease. It is unknown whether those who remain unregistered are accessing any treatment. Nevertheless, the *Policy and Operations Manual for the Assessment and Payment of Public Assistance* of 2008 identifies people living with HIV and AIDS as beneficiaries.<sup>169</sup> While this Document is no longer used, it has had a lasting effect on eligibility criteria.<sup>170</sup>

Since 2000, as part of its Health Sector Reform, the Government of Saint Lucia has been striving to achieve Universal Healthcare for its citizens. This initiative aims to address inequalities in the healthcare system, as no one – regardless of age, sex or income – would be required to pay for healthcare. At present, Saint Lucia provides medical care to the underprivileged on a means-tested basis. This assistance is made up of fee waivers to receive free medical care at public medical institutions for one year, as well as a one-time grant to access treatment overseas. These initiatives have been particularly significant for elderly people.<sup>171</sup>

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165 J. Xavier, 2015, *ibid.*

166 J. Xavier, 2015, *ibid.*

167 J. Xavier, 2015, *ibid.*

168 M. Weekes: *Report on national follow-up to the Regional Strategy to the Brasilia Declarations of the Madrid International Plan of Action on Ageing (MIPAA)*. (Castries, GOSL, 2012). Available online at <https://www.cepal.org/celade/noticias/paginas/9/46849/SaintLucia.pdf>.

169 M. Weekes, 2012, *ibid.*

170 J. Xavier, 2015, *ibid.*, p. 1.

171 M. Weekes, 2012, *ibid.*



### ■ 3.7 Violence and harassment at work and relating to work

Any form of sexual harassment against an employee by an employer, managerial employee or co-employee, is expressly prohibited under the Labour Act. Section 272 notes that sexual harassment constitutes unlawful discrimination based on sex and that the employee shall be entitled to compensation.

Sexual harassment is defined in Part 1, Section 2 of the Act as: “*any unwanted conduct of a sexual nature in the workplace or in connection with the performance of work which is threatened or imposed as a condition of employment on the employee or which creates a hostile working environment for the employee*”.<sup>172</sup>

The Act considers that any incidence of sexual harassment is unlawful discrimination based on sex, and the employee concerned would be entitled to compensation. The Labour Act notes that sexual harassment is an offence under the Criminal Code 2004. Paragraph 139 of the Code defines the offence of “*soliciting sexual favours in the workplace*”, which may be committed by an employer, supervisor or prospective employer, if he or she makes it “*reasonably appear to the employee that the prospects or working conditions of the employee are dependent upon the acceptance or tolerance by the employee of sexual advances or persistent sexual suggestions*” from him or her. A person who commits such an offence is liable on summary conviction to imprisonment for one year.<sup>173</sup>

The Criminal Code and Labour Act do not recognize sexual harassment that takes place against workers outside of the employer-employee context. For women whose work requires them to interact with individuals who are in positions of authority, for example at national borders, the gap in legislation can be problematic and can limit their earning potential.<sup>174</sup>

The DGR has worked with the public to resolve the issue of sexual harassment, and to promote awareness of what it is and how it should be tackled.<sup>175</sup> One of the Department’s strategies has been to provide training opportunities in workplaces and to assist establishments in creating policies and procedures on how to handle sexual harassment.<sup>175</sup> The training has reportedly resulted in most cases of sexual harassment being handled in the workplace rather than prosecuted under the Labour Code.<sup>177</sup> The DGR also developed a template for a policy on sexual harassment in the workplace.<sup>178</sup>

172 Labour Act, GOSL, [www.govt.lc/legislation/labour-code](http://www.govt.lc/legislation/labour-code).

173 The Criminal Code, GOSL, 2004.

174 Chaitoo, et al., 2016, *ibid*.

175 Division of Gender Relations: *Saint Lucia’s report to the 11th session of the regional conference on women in Latin American and the Caribbean*. (Castries, GOSL, DGR, 2010). Available online at <https://www.cepal.org/mujer/noticias/paginas/6/38906/saintlucia.pdf>.

176 United States Department of State: *Saint Lucia 2014 Human rights report*. (Washington DC, US Department of State, 2014). Available online at <https://www.state.gov/documents/organization/236926.pdf>.

177 United States Department of State: *Saint Lucia 2016 Human rights report*. (Washington DC, US Department of State, 2016). Available online at <https://www.state.gov/documents/organization/265824.pdf>.

178 DGR, 2010, *ibid*.



### ■ 3.8 Policies and initiatives to stimulate entrepreneurship

Many small businesses face a myriad of challenges in their development and creation. In Saint Lucia, MSEs struggle to gain access to formal credit and to exploit export opportunities. The National Industrial Policy of 2001 sets out the short and long-term plans for micro and small enterprise (MSE) development in the country. The Policy attempted to help businesses to tackle these obstacles through the Small Enterprise Development Company,<sup>179</sup> now known as the Small Business Development Centre (SBDC).<sup>180</sup>

The SBDC aims to enable businesses to become competitive on an international level by providing them with a variety of different services including business consultancy, finance, market research and training.<sup>181</sup> Established in 1994, the SBDC helped 858 women and 1,133 men to develop their businesses between 2010 and 2014. A total of 574 of these companies were owned by women and 813 by men. Thus, since more than half of Saint Lucia's population is female, women are under-represented amongst SBDC's clients. While the centre does have gender-disaggregated data regarding ownership of its clients' businesses and their services, the CDB Gender Assessment concludes that greater efforts should be taken to attract female entrepreneurs.<sup>182</sup>

Following the *National Export Development Strategy of 2004*, the Ministry of Commerce created the Trade Export Promotion Agency (TEPA) to lead its export development thrust. TEPA works with small businesses to expand their reach into small markets. Its functions include:

- Serve as a focal point for exports through advocacy, information dissemination and public education;
- Undertake policy coordination for export development;
- Coordinate the trade/export services network;
- Assume overall responsibility for the coordinating, monitoring and evaluation of the national export development strategy;
- Undertake future strategic planning for exports; and
- Carry out the function of export promotion/ marketing at the national level.

TEPA's client surveys reveal that women own and manage many of the medium and small businesses in the MSME sector; however, gender analysis is lacking from all of TEPA's official documents. The absence of a gender sensitive approach excludes the possibility of developing specific improvements for the advancement of female entrepreneurs.<sup>184</sup>

Another initiative supporting businesses and founded in 1999, is the James Belgrave MicroEnterprise Fund (BelFund). It is a Programme managed by the Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government, which seeks to create employment and reduce poverty. It does this by working with micro entrepreneurs from lower socioeconomic backgrounds who would normally be unable to access financial assistance. It provides them with business training, credit

179 Ministry of Commerce, International Financial Service and Consumer Affairs: *Saint Lucia Industrial Policy* (GOSL, 2001). Available online at [www.govt.lc/media.govt.lc/www/resources/publications/Saint-Lucia-Industrial-Policy.pdf](http://www.govt.lc/media.govt.lc/www/resources/publications/Saint-Lucia-Industrial-Policy.pdf).

180 *Small Business Development Centre*, [www.commerce.gov.lc/departments/view/1](http://www.commerce.gov.lc/departments/view/1).

181 SBDC, *ibid.*

182 A. Ranjitsingh, 2016, *ibid.*

183 About TEPA, [tepa.org.lc/about-tepa/](http://tepa.org.lc/about-tepa/).

184 A. Ranjitsingh, 2016, *ibid.*



and technical support with the aim of enabling beneficiaries to be self-employed.<sup>185</sup> BelFund offers loans of up to \$30,000.00 at low rates of interest and the businesses that they fund are spread out over a number of sectors including retail, agro-processing, services and trade.<sup>186</sup>

BelFund has been very successful at attracting female clients, as not only do they make up the majority of its beneficiaries, their numbers also have increased. From the date of its establishment to the year 2002, the Fund's clients were 58 per cent female.<sup>187</sup> In 2013, this figure had increased to 59 per cent.<sup>188</sup> The CDB Gender Assessment observes that while these figures are positive, gender segregation of businesses remains, as men are much more likely to use loans for farming than women. The Study suggests that more needs to be done to encourage women to enter the agricultural sector, both to boost the economy and to create employment.<sup>189</sup>

### ■ 3.9 Technical and vocational education and training

Both within and outside school settings, the Government of Saint Lucia has several vocational training initiatives.<sup>190</sup>

Technical and Vocational Education and Training (TVET) is provided by a variety of institutions, including in secondary schools, often as part of the CSEC course offerings; in post-secondary and tertiary institutions; and in skills development institutions. A TVET and Accreditation Unit has been established at the Ministry of Education to coordinate TVET activities. A local TVET Council is associated with the Caribbean Association of National Training Agencies (CANTA) to provide oversight for the quality framework for training and assessment. At present, most of the course offerings are via academic institutions and a limited number of students (mostly males) take TVET courses at school. However, the scope is expanding and the Council is now issuing national vocational qualifications (NVQs) and Caribbean Vocational Qualifications (CVQs). As part of the examination process for NVQs and CVQs, there is the Assessment of Prior Learning, whereby persons who have been working in an occupation are assessed on their competence and can receive certification and possibly further literacy or skills gap training.<sup>191</sup> <sup>192</sup> Given the relatively poor level of formal qualifications among working-class men and some working-class women, this type of initiative is expected to benefit them especially. However, the absence of regular labour market research is a hindrance to the effective development and deployment of skills once qualified.<sup>193</sup>

A second chance is provided for students who drop out of primary or secondary schools, or for persons who wish to learn a skill at one of the skills training institutions: National Enrichment and Learning Programme (NELP), National Skills Development Centre (NSDC) or the Centre for Adolescent Renewal and Education (CARE).

185 A. Ranjitsingh, 2016, *ibid.*

186 A. Ranjitsingh, 2016, *ibid.*

187 CEDAW, 2005, *ibid.*

188 A. Ranjitsingh, 2016, *ibid.*

189 A. Ranjitsingh, 2016, *ibid.*

190 Chaitoo et al., 2016, *ibid.*

191 *Education for all 2015 review report*, p. 66.

192 Ministry of Education, Human Resource Development and Labour: *A basic guide to Caribbean Vocational Qualification (CVQ) in Saint Lucia* (Castries, GOSL, TVET Unit, 2015).

193 Chaitoo et al., 2016, *ibid.*



CARE focuses on training students who have dropped out of primary and secondary schools. Phase 1 is the Adolescent Development Programme that aims to encourage spiritual, cultural, emotional and social growth, with emphasis on self-management of sexuality. In Phase 2, participants spend at least a year training in an income-generating skill of their choice. Vocational training is offered mainly in catering and hospitality, dressmaking and garment construction, electrical, auto mechanics, carpentry, office skills and computers. Most participants are male, with the percentage having increased from 69 per cent in 2001–2002, to 88 per cent in 2012–2013.<sup>194</sup>

The NSDC has three centres around Saint Lucia, providing technical vocational training and soft skills to youth at risk, including displaced banana farmers, school dropouts, teenage mothers and youth at risk. A number of local, regional and international agencies, including CDB and the European Union, have supported NSDC programmes. Approximately 70 per cent of the trainees graduating from the Programme are women. Some of these are enrolled in the Single Mothers in Life Empowerment Project (SMILES) Programme, which has been described above. Trainees also receive NVQs and CVQs from the TVET Council. The *Education for All 2015 Review Report* states that courses offered in NSDC programmes have been supported by a variety of agencies, including the Government of Saint Lucia, Caribbean Development Bank, European Union, Organization of American States and World Bank. The courses are: hotel, it, auto mechanics, hair and beauty, office administration, culinary arts, electrical installation, construction, plumbing, early childhood, sales and marketing.<sup>195</sup>



194 *Education for All 2015 Review Report*, p. 61.

195 *Education for All 2015 Review Report*, p. 62.



National Enrichment and Learning Programme (NELP) focuses on adult literacy and is coordinated by the Ministry of Education, along with public and private partners. In addition to basic literacy, participants can enroll in a certified skills programme and/or CSEC English Language and Mathematics. Between 2002 and 2013, some 5,600 students graduated from the Programme. Interestingly, between 2012 and 2013 in particular, 72 per cent of those enrolled at the NELP were women. Among the course offerings, only Electrical Installation and Tiling attracted a majority of male learners.<sup>196</sup>

It can be gleaned from the data that women tend to take up a majority of the vocational training opportunities on offer, except those designed for school drop-outs, since more boys than girls drop out of school.

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<sup>196</sup> *Education for All 2015 Review Report*, p. 70. Data supplied by the National Enrichment and Learning Unit provides the list of subjects offered, which are services-oriented, but does not include a breakdown of numbers of males and females taking each course. The subjects are: cake decorating, information technology, garment construction, electrical installation, pastry making, tiling, plumbing, art of housekeeping, elderly care, child care, flower arranging and plumbing.



## Discussion of the findings and the way forward for future research

### ■ 4.1 A summary of the key findings

The information presented on Saint Lucia points to challenges, opportunities, weaknesses and strengths that may be analyzed under the following headings.

- Causes of sex segregation at work.
- Gender gaps in entrepreneurship.
- Gender gaps in representation in decision-making and leadership positions.
- Gender wage gap.
- Trends and challenges in the provision of an integrated framework of work-family policies.
- Data gaps / Strategic information.

The Saint Lucia findings are also analyzed against the background of the literature review that examined the situation for the Caribbean Region, and which are presented in the *Synthesis Report* for this Project.

Figure 33.  
The challenges, opportunities, weaknesses and strengths (COWS) Framework



#### 4.1.1 Causes of sex segregation at work

##### *Challenges*

Gender gaps in labour force participation in Saint Lucia have been shown to be smaller than gender gaps in employment-to-population ratios and unemployment, giving an indication that the problems for women in gaining employment cannot be attributed solely to unwillingness to participate in the labour market. The underlying problem appears to be the traditional gender dichotomy between “productive” and “reproductive” work, with women responsible for the latter. This is the most basic form of sex segregation of work. It results in overall lower employment of women as they struggle to cope with the demands of reproductive work and what is required of them in the workplace. It also may be associated with the longer working hours and higher under-employment of men relative to women, since men are not only willing but able to spend more time on formal work.

A second form of sex segregation concerns the size of businesses. In Saint Lucia, the evidence suggests that female-owned businesses are primarily one-person operations in low growth sectors. Again, this is primarily attributable to the caring role expected of women and the need to balance income-earning with family responsibilities. The challenges are especially grave for single mothers, representing a substantial proportion of the population.

The third form of sex segregation at work concerns roles within the formally employed labour force. These are also related to the fundamental gender dichotomy, with women primarily in jobs entailing caring and nurturing, while men assume more active and physical jobs, as well as those requiring innovation and risk. This is visible in the analysis of Saint Lucia labour force data, though there is evidence of some moves away from traditional gender roles.

##### *Opportunities*

With the shift towards greater economic dependence on the service economy, there is an opportunity for expansion of women’s employment. One specific niche is in the provision of care services to enable more women to retain employment and progress in their careers. Exploiting the opportunities depends on addressing weaknesses and maximizing strengths.

The achievements of girls and women in education and skills-development represent significant opportunities for shifts in traditional roles. Data analysis shows that the level of education is associated



with reductions in unemployment relative to men, and reductions in the gender wage–salary gap. Most highly skilled employees and managers are women. In several sectors traditionally dominated by men and in which men are the majority of employees, women are the majority of managers, including: transportation and storage; manufacturing; and agriculture, forestry and fishing. However, enterprise owners and employers are mostly men, as discussed below.

Women are the majority of employees in financially strategic sectors of the economy, such as finance, insurance, and real estate.

### *Weaknesses*

- The State’s efforts to attain equality between men and women in terms of responsibilities for productive and reproductive work need strengthening. For example, there is no provision for paternity leave and laws concerning custody and maintenance reinforce these gender roles.
- Gender mainstreaming has not been given priority; within Government ministries, there appear to be no mechanisms to effect gender mainstreaming. The DGR itself lacks the resources to ensure gender mainstreaming alone. It has concentrated its limited resources on gender-based violence and has limited contact with agencies responsible for employment, labour and other economic matters.
- The dominance of older men in employment, combined with educational gains among women, have led to large gaps in rates of employment between older and younger men, which may give rise to social problems associated with male youth unemployment and under-employment. There is evidence that women have a greater propensity than men to take up training and other opportunities designed to reduce unemployment.
- More than 80 per cent of employees work more than 40 hours per week. This may represent a lack of part-time options, which could increase labour force participation among people with substantial caring responsibilities (mostly women) or other interests.

### *Strengths*

- Trade unions have secured agreements from some employers to allow paternity leave and have discussed the development of a paternity leave policy with government.
- The Labour Act prohibits discrimination on the bases of serious family responsibility, pregnancy and marital status, in addition to sex. This is a progressive move, helping reduce discrimination against women and facilitating their participation in the labour force.
- Gender gaps in labour force participation are lower than in the world, as a whole.
- Women have a higher propensity than men to take up educational and training opportunities.
- NGOs with a women’s empowerment agenda can assist in strategies to increase women’s access to economic opportunities in non-traditional fields. CAFRA – the women’s NGO that has worked mostly on economic and legal issues – interestingly, has worked with sex workers and domestic workers.



#### 4.1.2 Gender gaps in entrepreneurship

##### *Challenges*

Women are a minority of employers in most sectors. Women entrepreneurs are primarily in micro-enterprises because of the challenges referred to under sex segregation. In addition, they face challenges in accessing finance and in knowledge of systems for registering and running businesses. While they have accessed microfinance opportunities, there is a need for gender sensitivity and a range of options for proving credit-worthiness in the full range of financial institutions.

Providing training opportunities is not enough. Market opportunities should be researched and gender sensitive strategies taken to ensure that men and women have equal opportunities to exploit them.

##### *Opportunities*

Through their performance in education and their greater usage of existing training opportunities, girls and women demonstrate their willingness to learn and adopt creative strategies to advance in income-generating and career opportunities. For instance, women are the majority of clients of the National Enrichment and Learning Programme (NELP), the National Skills Development Centre (NSDC) and the National Apprenticeship and Placement Programme (NAAPP) component of the National Initiative to Create Employment (NICE).

##### *Weaknesses*

- Entrepreneurship education is not provided through the school curriculum. Sex segregated patterns of school subjects prevent the acquisition of important skills among girls (and boys) who do not take courses with an economic, business, information technology or science (STEM) focus.<sup>197</sup>
- Women are underrepresented among clients of the Small Business Development Centre (SBDC).
- Organizations such as the Trade Export Promotion Agency (TEPA) and the Saint Lucia Coalition of Service Industries (SLCSI) have not, in the past, kept sex-disaggregated data on their clients and members, though this recently changed at SLCSI.
- There is an absence of gender analysis of policies and programmes at business support agencies, with the exception of SLCSI.
- The TVET programme is not underpinned by market research to inform the development of courses suited to filling market opportunities.

##### *Strengths*

- Women are the majority of employers in construction, suggesting their movement into non-traditional areas of entrepreneurship.
- The Single Mothers in Life Enhancement Skills (SMILES) Project of the National Skills Development Centre (NSDC) provides important training for female household heads.
- The James Belgrave MicroEnterprise Fund has supported mainly female clients with business training and loans. However, the impact of this on business growth is not known.
- The SLCSI has developed a Gender-Responsive and Results-Based Sector Policy, Strategy and Action Plan for Saint Lucia, which can assist in maximizing the opportunities for expanding women's employment and advancement in the services sector, and especially in export markets.

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<sup>197</sup> R. Chaitoo, C.F. Allen and M. Hustler, 2016, *ibid*.



### 4.1.3 Gender gaps in representation in decision-making and leadership positions

#### *Challenges*

Only one in nine MPs in Saint Lucia is a woman, while most managers, professionals and business owners in Saint Lucia are women. However, on further inspection, it emerges that most female-owned businesses are one-person operations, and that there are many barriers to expansion. While women have advanced professionally, there appear to be glass ceilings relating to the control of economic and political power.

#### *Opportunities*

The existing NGOs and business support organizations can focus on increasing women’s ownership of businesses beyond the micro-enterprise level, and the diversification of female employment into sectors with prospects of relatively rapid growth.

#### *Weaknesses*

To the extent that NGOs and business support organizations have looked at economic empowerment, they have focussed on the poor and not on women who possess skills that may enable them to break through the proverbial “glass ceiling”.

#### *Strengths*

The SLCSI and CAFRA are organizations with business orientation that can develop strategies for women’s leadership in collaboration with the Caribbean Institute for Women in Leadership (CIWIL).





#### 4.1.4 Gender wage gap and equality of opportunity

##### *Challenges*

In most occupations and sectors, and at all levels of education except tertiary, men are paid more than women. Girls and women with lower levels of education have substantially lower wages than men at the same levels of education. Strategies beyond education and training need to be utilized for women with lower educational attainment. Despite the superior achievements of women in education, their pay (overall) is lower than that of men. This suggests systematic barriers to higher earning, including the possibility of discrimination.

##### *Opportunities*

Data analysis show that increases in education are associated with reductions in the gender gap in pay in Saint Lucia. Pursuing education is an effective strategy for economic advancement for girls and women who are able to optimize the opportunities in the education system.

The Saint Lucia Labour Act of 2006 covers equal remuneration for work of equal value as well as sexual harassment at work. The Labour Act established a Tribunal to hear labour disputes. However, this review did not find evidence that the Tribunal had been used to address gender-related equal opportunities issues.

##### *Weaknesses*

It appears there is need for practical enforcement of the provisions in the Labour Act on equal remuneration for work of equal value. Furthermore, the sexual harassment provisions should be extended to other places where women may be victims, such as in institutional settings and at national borders.

##### *Strengths*

The Labour Act includes provides mechanisms to address breaches of equal pay for work of equal value.

#### 4.1.5 Trends and challenges in the provision of an integrated framework of work-family policies

##### *Challenges and weaknesses*

State-funded child care has been oriented to education and welfare of children, with no apparent consideration of the needs of working parents and the facilitation of female employment. What has been provided does not meet demand. Generally, employers have not made formal arrangements to assist employees with family responsibilities.

Given their lower employment levels, women have less access than men to social protection paid for via national insurance contributions. Moreover, there is a lack of coherence in the schemes to alleviate poverty and assist in the care of the sick and disabled.

##### *Opportunities*

Employed women – more than employed men – have a higher propensity to contribute to social security. This presents an advantage in terms of social protection for the employed female population. The Labour Act protects employment by stating that an employee's continuous employment shall not be treated as interrupted if the employee is absent from work because of serious family responsibility.



Some employers have shown willingness to allow employees to bring children to work after school, or work from home when they are sick. It may be possible to extend this goodwill to the provision of formal child care facilities and flexible working arrangements. Working from home may be possible, especially in service occupations, apart from requiring direct, face-to-face contact with clients. In addition, care facility opening times should align with working times.

### *Strengths*

UN Women has been involved in a number of initiatives in Saint Lucia, including research on women and work and the development of the *National Social Protection Policy (NSPP)* of 2015, prepared in collaboration with GOSL and with the assistance of UNICEF and UNEP. This seeks to integrate systems of social assistance to make them more accessible, especially in favour of women who are less able to access insurance-based schemes.

## 4.1.6 Data gaps / strategic information

### *Challenges*

This assessment found important gaps in strategic information, especially regarding informal and part-time employment, the status of implementation of policies and the use of laws relating to gender

- There is little (or no) sex-disaggregated data on informal employment and part-time work in Labour Force and other surveys concerned with the world of work. Informal and part-time work are important ways that women balance their family and income-generating activities. Therefore, Government statistics do not pick some important ways in which people work, nor do they reflect the full extent of the gender division of labour.
- The lack of time-use surveys prevents appreciation of the gender division of labour regarding domestic and caring tasks and does not facilitate the development of policies to increase women's labour force participation.
- There apparently is no publicly accessible, sex-disaggregated data on complaints brought to the Labour Commissioner or Labour Tribunal in matters of sex discrimination in employment, sexual harassment, time off to address serious family responsibilities, equal pay for work of equal value and maternity.
- Some agencies concerned with economic development and entrepreneurship do not produce sex-disaggregated data.
- There is a lack of sex-disaggregated information on recipients of social protection benefits and schemes,
- Monitoring and evaluation of the implementation of Government policy regarding gender and work is lacking.

### *Opportunities*

The Central Statistical Office has provided valuable support to this and a previous gender assessment<sup>198</sup> by enabling access to detailed recent labour force statistics. The Office may be considered a strategic partner in providing data to guide the development of gender-responsive strategies in the world of work.

The employment of two Gender Officers by the DGR in 2013 has enabled the DGR's Research Officer to spend more of her time on research and collation of gender statistics. There are sundry higher education institutions in Saint Lucia that may be called upon to strengthen research and monitoring

<sup>198</sup> R. Chaitoo, C.F. Allen and M. Hustler, 2016, *ibid*.



mechanisms on gender and work. The Caribbean Development Bank, the International Labour Organization, UN ECLAC and UN Women may provide further support for data collection, analysis and use.

#### *Weaknesses*

Government institutions are limited in their human resource capacity to provide the necessary information and data. With a technical staff complement of only four people, the DGR is severely limited in capacity. Unless the staff of this Institution is expanded, partnerships will be necessary to enable production of the necessary information.

#### *Strengths*

Saint Lucia has developed progressive laws and programmes regarding gender equality in the world of work. Strategic alliances can be formed to ensure that the necessary data and information are gathered and analysed to enable sound and efficient implementation.

## ■ 4.2 Areas of enquiry for the future

It has been observed that many Caribbean women struggle with the double paradox of domestic ideology co-existing with economic independence.<sup>199</sup> This Report shows evidence of domestic ideology, and while women are relatively free to work outside the home, there is evidence of systematic limits on their economic independence, especially in the formal employment sector.

To address gender inequalities in the world of work in Saint Lucia, the State and other actors must come to terms with the need to disrupt the binary gender roles that assign “reproduction” and “production” to women and men respectively. An integrated multi-sectoral strategy is required.

In addition, strategies should go beyond mere training and legislation. They must be born out of targeted economic and development policies that are predicated on market research and the advancement of opportunities with good growth prospects. Most importantly, the principle of gender equality must be placed at the heart of such policies.

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199 J. Momsen (2002), quoted in T. Esnard: “Mothering and entrepreneurship: Experiences of single women in Saint Lucia”, in *Women, gender and families of color* (2016, Vol. 4 No. 1), p. 127.

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