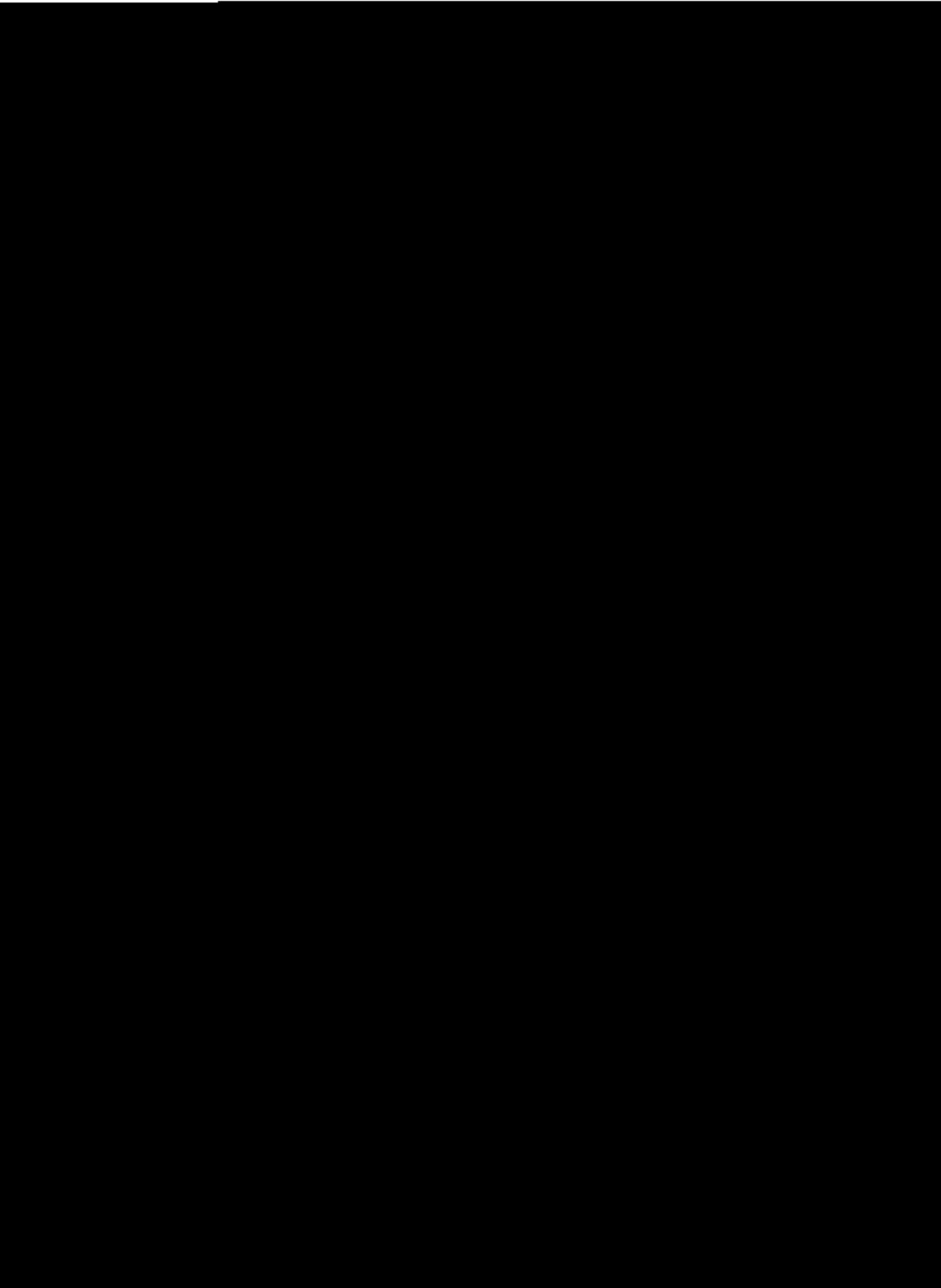


# Report on the Implementation

of the Beijing Plan for Action in Dominica

Development & Women's Affairs  
María Harris Pascal

Date: 9 June 1999  
Department: Women's Bureau, Ministry of Community Development  
Coordinator Research and Program Development



## ACRONYMS

BPA	Beijing Platform for Action
CARICOM	Caribbean Community
CD&WA	Community Development and Women's Affairs
CDB	Caribbean Development Bank
FAA	Foreign Association of Industries and Commerce

the Implementation of the Beijing Plan for Action, is prepared by the Women's Ministry of Community Development and Women's Affairs.

This report  
Bureau of t

**the Report**

**Usefulness o**

tempts to assess the status of post-Beijing interventions in Dominica, particularly with two (2) critical criteria included in the National Action Priorities recommendations 'ce. Against Women'. The objective is not to provide an statistics, rather it is a brief overview of the follow-up and the Beijing Platform for Action (BPA). Developed

The report a  
respect to th

INAPI, viz. 'Women and Poverty' and 'Vio  
extensive consultation of indicators and  
activity stimulated by the 1995 Conferen



Preparation for Beijing

Dominica's preparation for the 1995 Fourth World Conference of Women in Beijing was extensively collaborative. The Women's Bureau (a governmental body), in conjunction with the Dominica National Council for Women [DNCW], (the main local women's NGO umbrella organization) conducted four (4) zonal consultations during 1993 and 1994. Additionally, at the regional level, several joint preparatory committee meetings were convened by UNIFEM CARICOM and ECLAC. Pre-Beijing consultations helped to assess the status of women in Dominica and served to pinpoint the two main areas for national focus viz. *Women and Poverty* and *Violence Against Women*. It was observed that nearly every regional country identified *Violence Against Women* as critical.

Dominica was represented by a three person delegation. The Minister for Community Development and Women's Affairs, Honorable Gertrude Roberts, and Neva Edwards of the DNCW, attended the governmental forum; whereas Josephine Dublin from the Small Projects Assistance Team [SPAT], attended the NGO forum in Harou.

National Action Priority [NAP] - post-Beijing

Subsequent to the Beijing conference, a report was produced by the Honorable Gertrude Roberts, and Mrs Neva Edwards. This included recommendations for National Action Priorities, but, it was NOT a formal National Action Plan document. The recommendations it made serve in lieu of such an official document and are hereafter referred to as the National Action Priorities [NAP]:-

1. Adoption of two (2) of the critical areas of concern from the Beijing Platform for Action, viz. *Violence Against Women* and *Women and Poverty*.
2. Therefore, funding to be focused on violence and poverty programs/projects.
3. Strengthening of the national machinery to facilitate implementation of the National Action Priorities [NAP] through improved inter- and intra-governmental linkages as well as

delivery of policies, plans etc.

the society behind the National

the family unit.



4. Strengthening gender sensitivity in the elaboration and strategies.

5. Development of a public information campaign to mobilize

Action Priorities, gender equity, gender and development.

Interviews revealed that formal cognizance of the NAP per se is patchy. Few persons interviewed knew off-hand what were the national priority action areas. Only two (one being the WB) appear to have access to a copy of the NAP. Some informants profess never even to have heard of the Beijing

Nonetheless, these organizations are all involved in encouraging action on the ground. Conference

programs and project activities under a mandate to address the issues identified in the NAP

Perhaps this is indicative of an informal mechanism of policy dissemination that is more dependant on the personal exposure of individuals in the organization rather than the result of concerted, holistic efforts to guide developmental interventions. This is supported by the fact that the WB, the DNCW and SPAT (all represented at Beijing), appear to be the most *au courant* with the Beijing

Moreover, one may ask whether the transmission of policy dissemination into implementation is a responsibility of external agencies (through funding, consultants, lobbying and other

National Policy Statement on Women

The National Policy Statement on Women was finally ratified in 1989 to the initial establishment of the Women's Desk (now Women's Bureau). Implementation was to be based on "a systematic approach which necessitates inter-sectoral collaboration".<sup>2</sup> Permanent Secretaries responsible for their Ministries were to be "ultimately responsible for the implementation of the policy and for promoting strong inter-ministerial linkages".

It is unclear as to what agency is holding implementation of women's policy requirements. It is also unclear as to which women's policy requirements are to be articulated to these various departments; thus, the question of mainstreaming gender and the advancement of women is pertinent.

The policy statement is currently undergoing a much needed review by a multi-disciplinary

The National Policy Statement on Women recognizes the substantial contributions of women in every section of Dominican life and establishes their right to equal opportunity. It recognizes negative bias against women in accordance with the Convention on the Elimination of All Forms of Discrimination Against Women. The recommended approach is one of gender neutrality. It is important to note that the 1989 version emphasized the principle of gender equity as

Elimination of all forms of discrimination against women. The recommended approach is one of gender neutrality. It is important to note that the 1989 version emphasized the principle of gender equity as

the woman focus for a more politically correct but less forceful strategy. Conversely, there is also

approach to gender

the recognition that the backlash of the WID era has produced an antagonistic

clarity

relations which may be addressed through gender equity rather than the past

gender mainstreaming

Regionally, the following have been identified as the principal constraints on

bureaucracies and the

in the policy, planning (and practical) processes, viz: relatively inflexible

res and

overriding technical control exercised by external funding agencies. Suggested solutions

is and

improving mainstreaming of gender analysis include improved data collection and analysis

gender-

dissemination of results. The process can be facilitated through community education and

sensitization training to public and private sector top-level management.

#### Major Achievements:

In the absence of an official poll, the single-most visible achievement since 1995, has been

the increased level of exposure given to violence against women and in particular domestic abuse

collaboration with the police and the media. The DNCW has successfully

established a Crisis Hot-

Line and a Shelter (housing 5 adults). A television series has been produced

led by the Women's

Bureau. The program has been well received and the Women's Bureau is in

the process of having it

repackaged for commercial availability. The Bureau, working with the M

istry of Legal Affairs

and the Law.

centering on Women

A number of interventions have

to occurred targeting poverty alleviation. A Poverty Assessment

Project was prepared with the

stance of the British Development Division in the Caribbean

which concluded that despite

considerable improvements in access to water, sanitation, electricity,

health, education and media e

ensure there is a trend of intensifying rural poverty in Dominica

Approximately twenty-eight p

ent (28%) of households were estimated to be living in poverty

The Government of Dominica

is managed to secure a SEC 3.54 million loan from the Caribbean

Development Bank (CDB) a

a Community Development Self-Help Project grant of SEC 3

which will enable the projects to impact on the poor particularly

**Structural Adjustment Program (SAP) and the Banana Industry**

A structural adjustment program (SAP) was introduced in 1986 aimed at strengthening discipline and public finances and encouraging private sector investment. Therefore, much of the adjustment has occurred in social and service public expenditures. Privatization of the two main utilities - water and electricity - has meant increasing costs for these services. The privatization of hospitals and health services has had devastating consequences for the poorest households (many of them women-headed).

Government policies have also emphasized agricultural diversification through eco-tourism promotion. Nevertheless, the banana industry remains the top income earner for

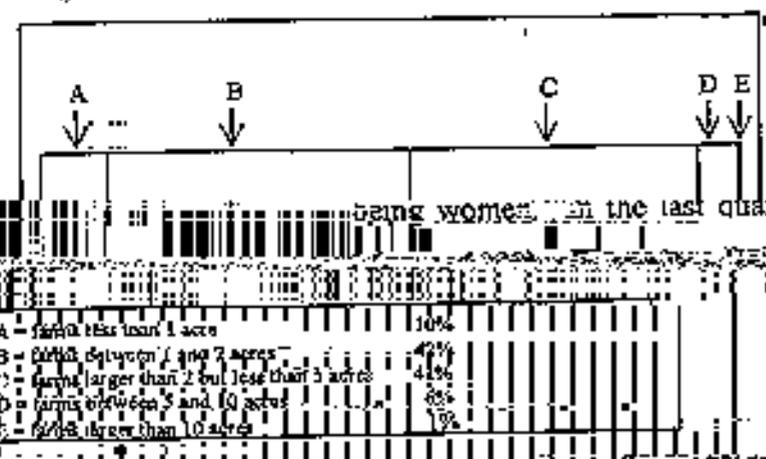
the country. It represents a more than three percent of total GDP. In Dominica, though Caribbean banana exports are critical for the islands. In Dominica, the banana sector employs more than 30% of the total workforce and contributes up to sixty percent (60%) of total earnings.

Under the pressures of trade liberalization (WTO) was initiated by the United States (US) in response to a complaint filed in October 1990 by Chiquita, a part of a \$25 billion conglomerate, and one of the two major US banana trading companies, (the other being Dole), which objects to the preferential trading agreements made under the LOME between Europe and

Over the past few years, the sector has been forced to restructure. The matter currently before the World Trade Organization (WTO) is the United States (US) in response to a complaint filed in October 1990 by Chiquita, a part of a \$25 billion conglomerate, and one of the two major US banana trading companies, (the other being Dole), which objects to the preferential trading agreements made under the LOME between Europe and

of deregulation of paramount concern. Firstly, the crop is harvested weekly, benefiting from one of the few organized agricultural marketing systems in the country, and thus provides a regular and reliable source of income. Therefore, loss of banana earnings can put immediate strain on the household.

Figure 1. Active Farm Size Jan-Mar 1991



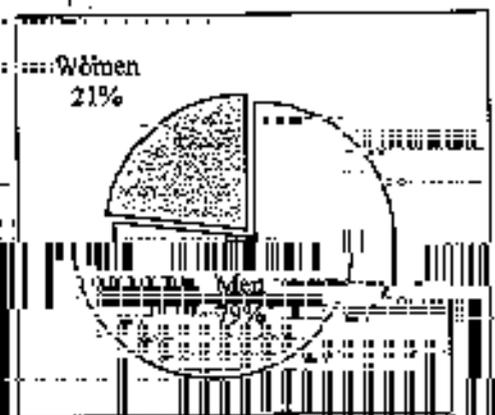
provide for the short-term household requirements.

Secondly, cultivation is spread throughout the island among numerous small-holders, a substantial

Corporation (DBMC) records show that over fifty percent (50%) of the active farms are two acres or less and ninety-three percent (93%)

farms are less than five acres. This disperse production means that a substantial number of

Diagram 2. Farm Ownership by Gender



Though women-owned farms form a strong banana production base - twenty-one per cent of the industry is dominated by women. Therefore, the negative effects of deregulation are experienced in two ways, directly by women and indirectly by the processes and

banana farmers. Impending deregulation of the banana market has already begun to take its toll. Marginal farmers, typically the smallest producers, are being forced out of production.

Table 1. Statistics on Plots Abandoned 1996-1998

	Acreage	No. Farmers	Avg. Acreage Abandoned
Women	224.71	276	2.08
Men	2206.40	943	2.34
Total	2431.11	1219	

For women and men the period 1996 to 1998 shows an average of two (2) acres abandoned per grower. However, ultimately, the repercussions will exhibit powerful gender differentials because

(2) acres and less whereas the percentage for men with plots of two acres or less is about fifty percent (50%).

SECTION II - Financial and Institutional Measures

How Gender Equity & Women's Advancement is Addressed in the Budget

A summary of recurrent expenditure by the major government ministries is given in Appendix Table 1. Distribution of expenditure among the ministries has remained relatively consistent

over the past several years; however, the proportion of total recurrent expenditure allocated to the Ministry of Development and Women's Affairs (CD&WA) is low. For 1998/99, the Government of Dominica

allocated \$ EC 7 597 914 to CD&WA.

Diagram 1: Budgetary Allocation to CD&WA, 1998/99

\$ EC 7 597 914  
(3.5% of total recurrent expenditure)

Finance, Industry & Planning	16.7%
Education, Sports & Youth Affairs	17.3%
Health & Social Security	14.7%
Public Minister's Office	14.1%
Communication, Works & Housing	8.2%
Community Development & Women's Affairs	3.5%



Agriculture & Environment	3.7%
External Transfers	2.0%
Tourism, Port & Expatriate Affairs	3.4%
Foreign Affairs, Trade & Marketing	3.4%
Other Ministries	3.4%

Diagram 2: Percentage Expenditure

2.6% Nonetheless, there has

been an increase in the total

amount assigned to the Bureau

from \$ 74 350 EC in 1995/96 to

\$ 199 595 for the period

1998/99, representing 144% a

significant overall increase of

169% (See Appendix II Table

Women's Bureau (2.6%)

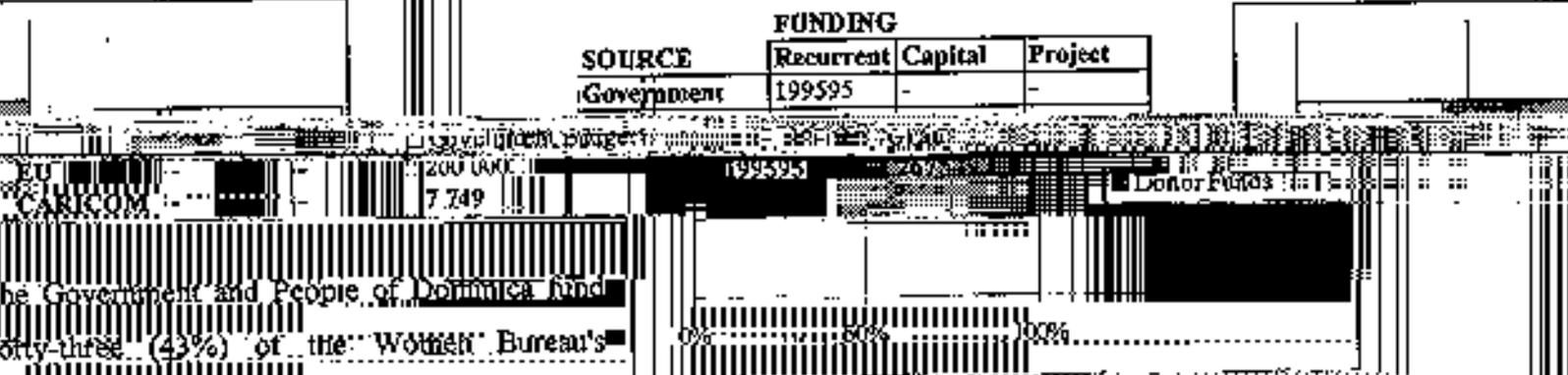
Policy Formulation & Administration

ii)

For 1998/99, total capital spending (equipment and other capital goods) for CD&WA is \$EC 7 478 684; of which \$EC 1 844 230 is government financing and \$EC 5 634 454 is grant funds. There is

no formal capital allocation for the women's bureau. The State Bank of Jamaica provides support for the following initiatives: capacity building within the Women's Bureau, assistance to victims of violence, and a skills training program. (See Appendix II, Table II). Some additional funding was also received from the Inter-American Commission on Women (CIM) through CARICOM, to improve exchange and contact among the various women's organizations in the region, by establishing electronic contact via the internet and e-mail services.

Diagram 3. Funding Allocation



The Government and People of Dominica fund forty-three (43%) of the Women's Bureau's activity, with donor funds accounting for the balance.

**International Machinery**  
 The establishment of the Women's Desk (now Women's Bureau) in 1980 gave birth to the formal machinery for women's issues. The Bureau was set up as a part of the Ministry for Community Development and Social Affairs. It was headed by a Field Officer and Secretary) depended on the procurement of international funding, as did all the developmental activities financed by the Bureau. The Bureau was re-established in 1989-1991 and was resurrected within the Economic Development Unit in the Office of the Prime Minister. However, during this period the staffing levels were low. There was a significant increase in the 1995 elections and

After a short lapse, the Bureau was finally reactivated by the present Director. Presently, the

organizational structure remains basically unchanged, with an Advisory Committee and the core

staff consisting of the Director, Field Office, Peace Corps

Coordinator and Program Development Officer, with experience in

Messenger, Case

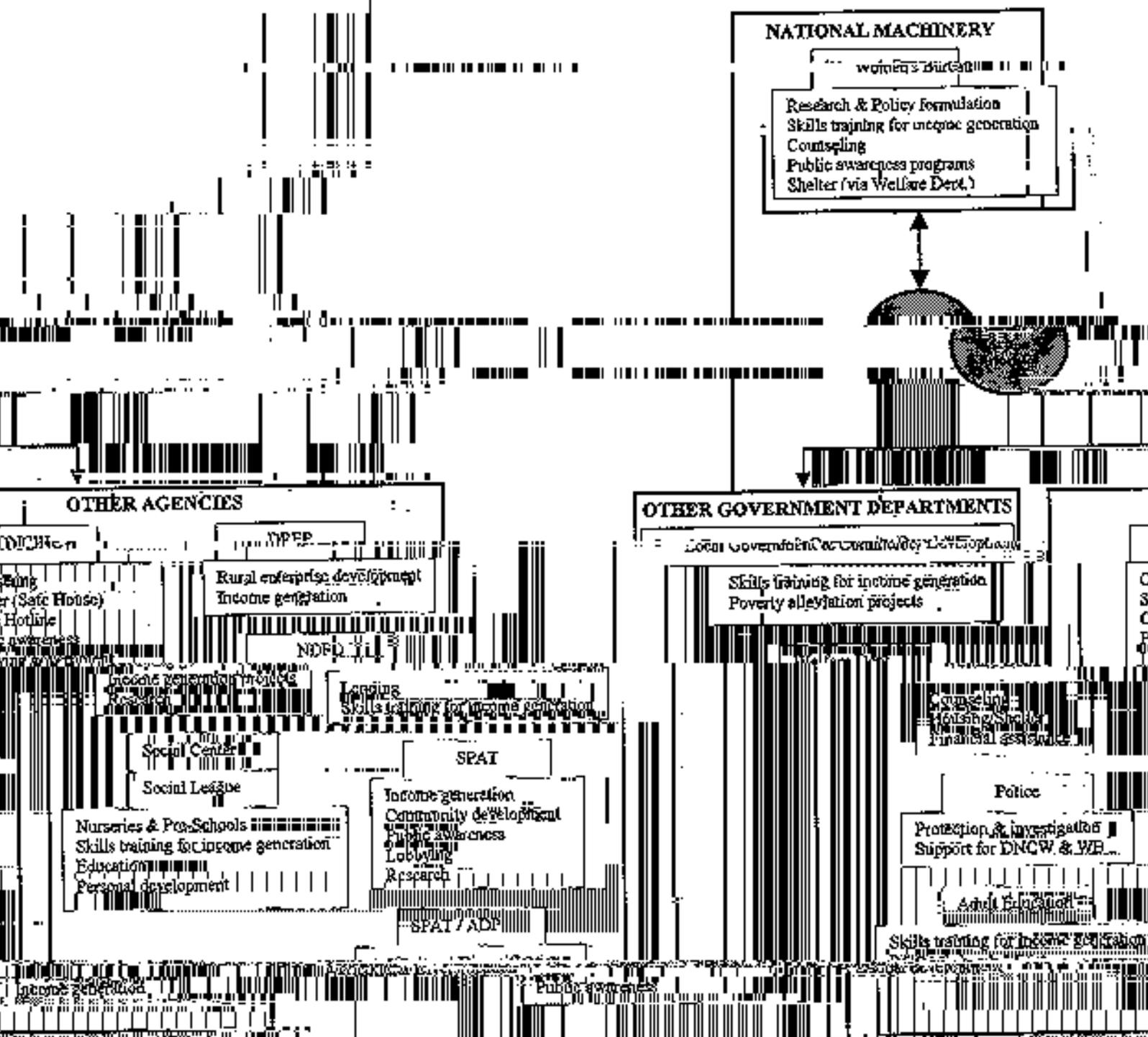
Work has begun in all areas, however, most are far from completion and will probably be reincorporated in the next 5 year plan for the Women's Bureau. It is advisable that the Bureau set itself even more specific targets so that its progress and achievements can be more easily realistically assessed and the development and strengthening of the organizational capacity justified. It is hoped that the human resource strengthening will lead to improved inter- and intra-governmental of the Women's Bureau.

Implementing the Beijing Platform for Action

Priorities recommended  
resources. The Government has mobilized financial resources, the National A  
Organization in Dominica's financial situation  
packages and closer collaboration with NGOs as the most improved inter- and intra-governmental

Recommendations

Diagram 3. National Machinery & Other Governmental Departments & Implementing Activities Related to the National Action Priority



SECTION III - Implementation of Critical Areas of the Beijing Platform for Action

Violence against Women

Women's Bureau

1998/99, a three (3) month program of Community Education Sessions on Women's Rights. For the period... included Marriage Law and Inheritance Law, Child Maintenance, the Sexual Offences Act, Violence Against Women and... The sessions were in conjunction with the Department of Legal Affairs. Feedback from these sessions indicated the need for legislation to protect the property rights of women in common-law unions, and provision of legal aid for women.

to reject violence against women. A year campaign was organized... including a march, a rally, panel discussions and radio programs. A TV drama [MCA] was produced locally; the Movement for Cultural Awareness attracted for this purpose. It has been well received and should soon become available to the public.

The Women's Bureau does not have access to a counselor, however, the Director and Field Officer provide service in addition to their normal work load. A proposal has been submitted for the recruitment of a full-time trained counselor to be attached to the Women's Bureau.

The National Council for Women was inaugurated in 1986, six years after the establishment of the Women's Bureau. Its membership comprises of a range of women's groups and its mandate is to advance the cause of women and ensure the integration of women in all aspects of national development. The DNCW is managed by a Management Committee - a planning body that consists of nine executive members and fourteen (14) zonal representatives. For the last ten (10) years of its twelve (12) year existence, the DNCW has chosen to focus primarily on the social aspects of women's lives and gender relations, in particular, domestic violence.

As part of their Crisis Facility, the DNCW offers daily counseling services. A volunteer program for the training of counselors is also operational. A Crisis Hotline is also available for giving advice in emergency situations. Appendix III, Table 1, gives an idea of the type of complaints that are most common. The service is used by women and

For the period...  
A...  
women. An...  
discussions...  
A TV drama...  
[MCA] was...  
commercial...  
The Women...  
both offer th...  
employment...  
DNCW...  
The Domin...  
establishme...  
that "seek...  
society". I

The DNCW also runs a shelter for short-term stay. It can comfortably accommodate five (5) adults,

in required. Moreover, the shelter is located in the city, Rosau, and a decentralized service is necessary.

#### SPAT

As a member of the DNCW, the Women's Arm of SPAT, called SPAT Women Assoc Progress SWAP, contributed to much of DNCW's work. SPAT also held a carnival ba theme denounced violence against women. SPAT has a strong lobbying history. Instrumental along with DNCW at the Women's Bureau in making representation of offences A.C. which was recently passed.

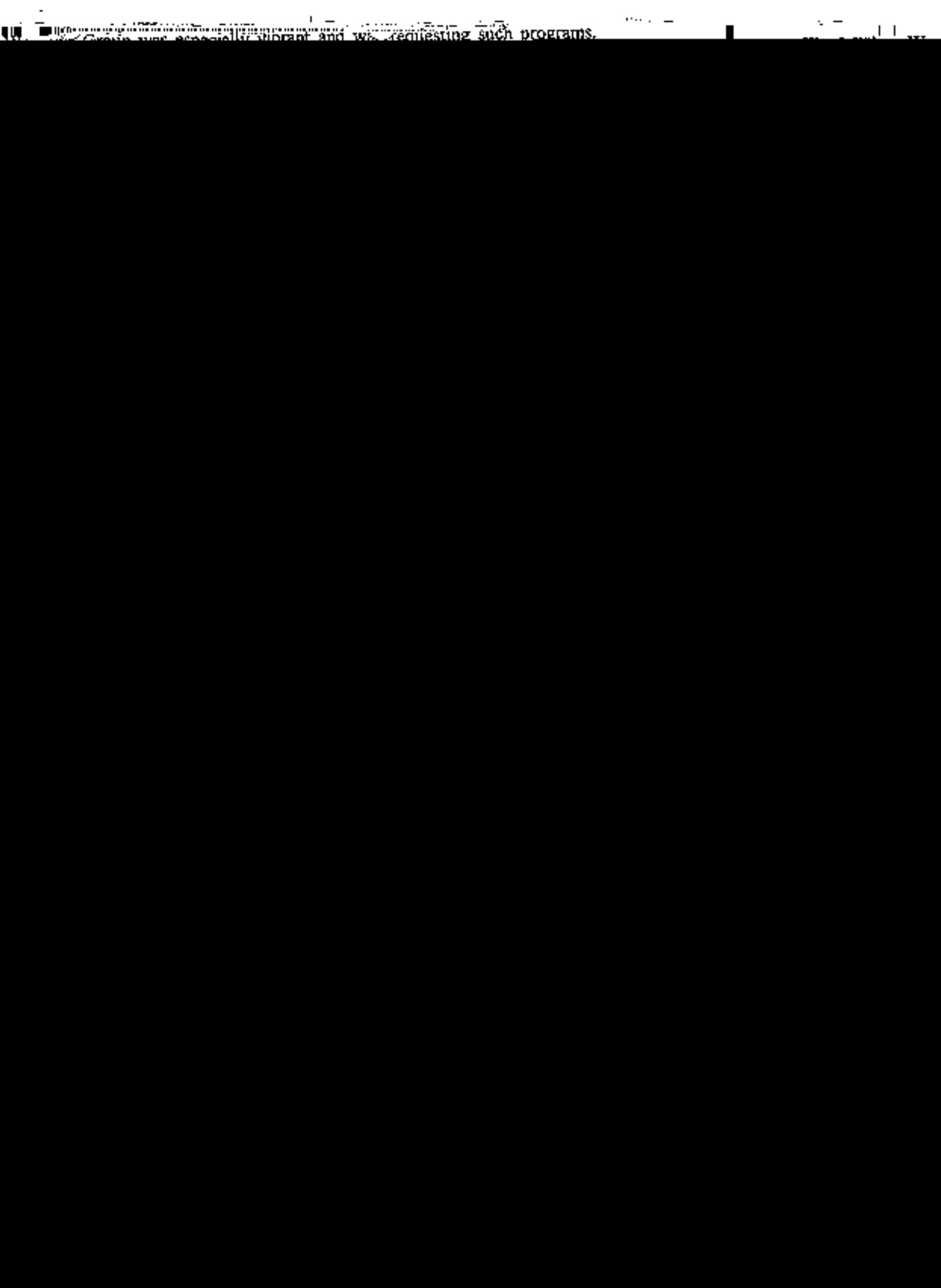
#### Welfare Department

The focus of the Welfare Department is primarily on the NCH Action for Children Under addressing child abuse and violence against children. However, since these are normal women are often counseled as well as their children. Though the Welfare Department may refer women to the Women's Bureau of the DNCW where it deems it appropriate. The data on abuse is not specifically gender-disaggregated. (See Appendix II, Table 1 for a summary of

reported cases)

#### Notes:

- Domestic abuse and violence against women is handled by the Department (CID), there being no specialized unit for managing



## Women and the Economy

Access to credit and income generating projects and women's access to credit. Women typically borrow smaller amounts, and have better repayment rates than men. They appear to take fewer loans but tend to have indirect access to funds (i.e. it is often the male counterpart who takes the loan for the management of the business). This can be problematic for loan recovery and does not allow women to gain full experience. Women generally tend to prefer to borrow for non-agricultural enterprises and services despite the fact that many rural women do agricultural work. This may reflect the implicit male bias in many agricultural extension programs, as well as a conscious choice by women to become involved in businesses that more easily accommodate their reproductive roles, for example catering.

that approximately 14% of The Dominica Association of Industry and Commerce (DAIC) indicate their top level contact persons in industry are women. Central Statistics shows that entrepreneurial activity of self-employed women and men is almost equal at 19% and 20% respectively. However, going up the next level to employing others to work in their businesses, women drop by much further than men, to 6% and 15% respectively.

### **DREP**

DREP is an IFAD/CDB project which targets resource poor households who do not generally take advantage of rural services such as extension, marketing and credit. Rural women are specifically targeted. Loans are made available to individuals, organizations and community groups. DREP also offers technical support. The Community Implementation Advisory Committees set up to ensure high levels of community participation and stakeholders sense of ownership. The project is relatively new, however, men seem three times as likely than women to be involved. Funds are disbursed primarily by NDFD and Credit Unions. (See Appendix I, Table IV).

### **SPAT**

SPAT's Agricultural Diversification Program offers loans to disadvantaged members of society. The program's target audience has increased.

The NDFD has also seen a rise in the number of women taking credit. Approximately 35 % of loans disbursed went to women. However, figures were not available for amounts. (See Appendix III, Table V) for some basic data on lending patterns. In 1997, NDFD ran an Entrepreneurial Development Program to support it's lending activities for a women's group in Good Hope. Fifty-five (55) women attended the 5 day program.

... does not have a specifically women...  
... like many commercial banks... The...  
... s borrowing tends to be less, with...  
... ses... However, it is interesting to...  
... (tertiary education), in 1995-96 and

The Aid Bank is a national developmental bank. Though...  
... development arm, it does keep gender dis-aggregated data...  
... trends observed are similar to other lending agencies... Women...  
... very little going towards agricultural or industrial type ente...  
... note that borrowing for educational purposes (predominant)

... 1997 Women borrowed in a...  
... evering out however with almost equal numbers borrowing in the period 1997-98. (See Appendix III, Table VI)

Education and Training of Women

As mentioned above the Women's Bureau, SPAT, DNCW, and DREP all have training components for their poverty alleviation and income generation programs. Adult Education also undertakes some training of adults. The program is supposedly gender neutral however,

Women tend to be high in the traditional activities such as...  
... electronics are followed by men only. Overall, the programs are dominated by women but this may...  
... of the type of courses offered. However, in 1996 and 1997, it is interesting to note...  
... and 77% of the participants in basic literacy were women, but this fell to just below...  
... (See Appendix III, Table VI).

Poverty Assessment (referred to previously) indicated that at secondary level, the...  
... girls doing well tends to be better than that for boys, but that more boys tend to...  
... and university education than girls. The data collected from the Aid Bank seems to...  
... nging trend. However, a more extensive investigation is necessary to ascertain the...  
... of tertiary level training.

probably re...  
... that over 6...  
... 50% in 199...  
... A 1995-96...  
... percentage...  
... pursue ter...  
... indicate a...  
... current sta...

## Women and Health

The respondent from the Ministry of Health indicated that they were unaware of the National Action Priorities following the Beijing conference, but that new and revised programs addressing the health of women and children have been incorporated in the National Health Plan. Primarily, these include, Mother to child transmission program to reduce the number of children infected by HIV AIDs, various immunization programs for children and young people, a National PAP smear program and an extensive Family Planning program.

There did not seem to be any formal program for promoting women in leadership. Some bits of data can be found in Appendix III, Tables VIII, IX and X. A spot check of women in civil servant positions revealed that of the eleven (11) departments polled, twenty-seven (27%) of one of the highest administrative positions (permanent secretary) was filled whereas the percentage of women at the level just down (assistant secretary) was 100%. However, personnel are rotated frequently, therefore a longer-term assessment is necessary to ascertain any possible trends.

The only three women political figures currently in government are all members of the Ministry of Health and Social Services, the Ministry of Education and the Ministry of Community Development and Women's Affairs.

Presently, no village council has more than 50% women delegates. Interestingly, the 50% women representation were all in rural areas. Neither of the 2 municipal town councils (Portsmouth & Portsmouth) make the 50% mark though the Roseau town council is almost 50%.

LIST OF RESOURCE PERSONS

Organizations	Contact Person
AB Aid Bank	Dechaussy J (Marketing & Research)
AE Adult Education	Blaize Lucia (Ag. Adult Educ. Officer)
	Richards-Andre Martha (Ag. Ass. Educ. Off)
CD&WA Ministry of Community Development and Women's Affairs	Roberts G (Hon. Minister)
CID Criminal Investigations Department - the Police	Ausaric (Inspector)
DAIC Dominica Association of Industry and Commerce	Gunter J
DBMC Dominica Banana Marketing Corporation	Andre (Public Relations Officer)
DNCW Dominica National Council for Women	Edwards N
	George M
DREP Dominica Rural Enterprise Project	Pascal C (Project Officer)
Legal Affairs	Felix Evans H (State Attorney)
NDFD National Development Foundation	Elnhoffe B (Senior Projects Officer)
Social Center	Longias R (Managing Director)
Small Projects Assistance Team	Dublin J (Researcher)
MCO - Ministry of Community Development and Women's Affairs	Frown J (ADP Program Officer)
Oscar A (Statistician)	Statistics
Brown R (Director)	WB Women's Bureau
A (Welfare Officer)	Welfare

SC  
SP

Metric

APPENDIX I

Table I

LEGISLATION ADDRESSING THE RIGHTS OF WOMEN\*

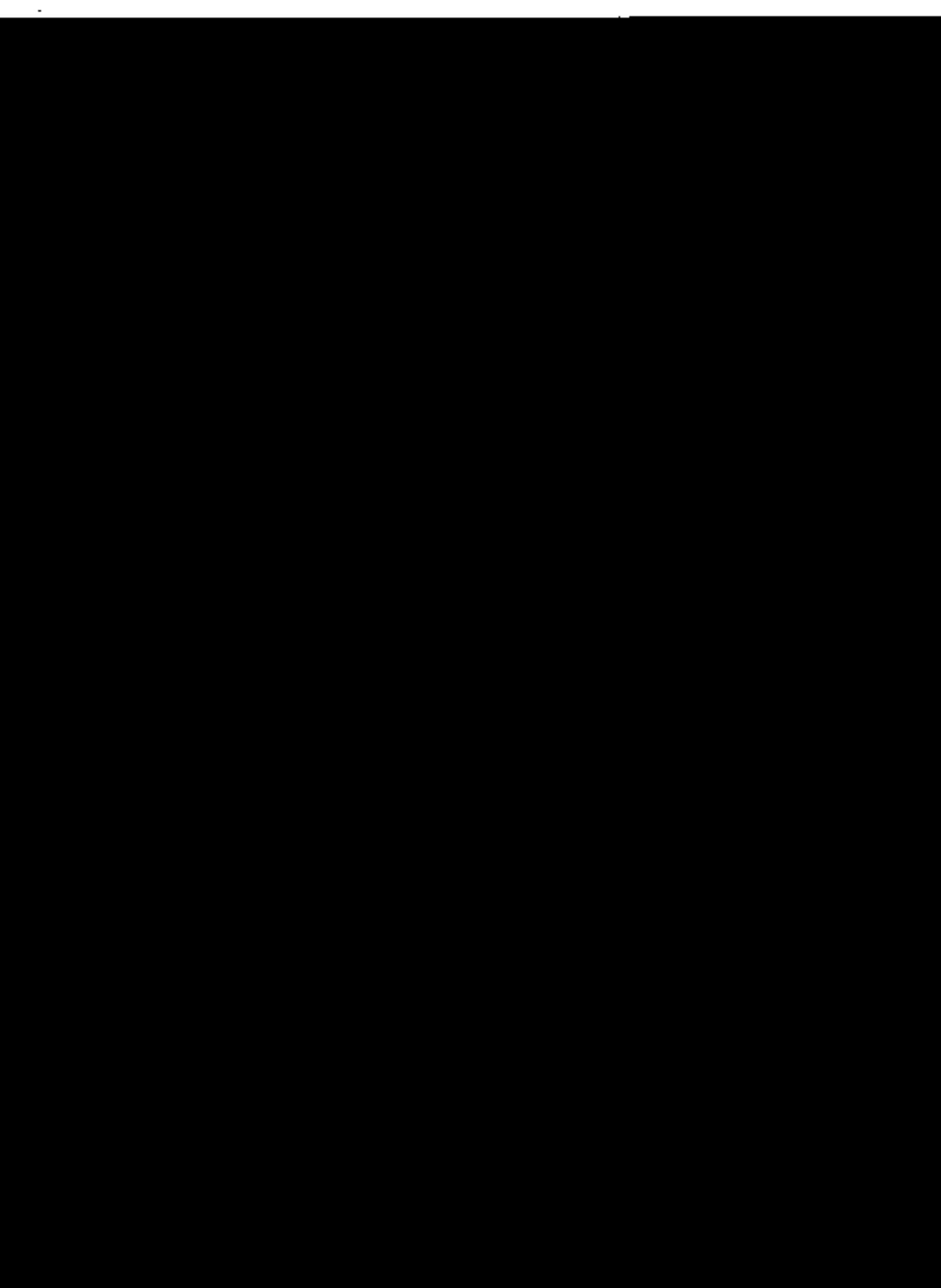
The Constitution of the Commonwealth of Dominica	1978
Corporal Punishment Act	1987
The Employment of Women, Young Persons and Children Act	1938
Intestates Estates Act	
Labor Contracts Act	1977
Labor Standards Act	1982
Maintenance Act	1921
Maintenance Orders (Facilities for Enforcement)	1887
Married Women's Property Act	1973
Matrimonial Causes Act	1873
Offences Against the Person Act	1944
Pensions Act	

1956  
1887/1998  
1891  
1975  
1983  
1978  
1998

Prison Rules
Sexual Offences Act
Small Charges Act
Social Security Act
Age of Majority Act
Commonwealth of Dominica Citizenship Act
Title by Registration (Amendment) Act

\* (compiled from List Provided by State Attorney & DNCW Report 1991)







APPENDIX III CONTD.

Table V

SUMMARY OF LOANS DISBURSED FOR 1997 (NDFD)

Sector	Male	Female
Service	40	33
Industry	15	7
General Construction	11	-
Retrofitting	18	17
Distributive Trade	1	4
Agriculture	32	2
Fishing	6	-
Other	2	3
<b>Total</b>	<b>125</b>	<b>66</b>

Table VI

SECTOR PERFORMANCE INDICATORS BY GENDER (AID BANK)

Sector	Jul '95 - Jun '96		Jul '96 - Jun '97		Total
	Women	Men	Women	Men	
Agriculture	17	213	34	205	284
Industry	14	16	11	11	32
Tourism	31	38	11	11	71
Housing	20	33	11	40	84
Education	49	124	80	286	453
Personal misc.	180	213	378	556	1127



APPENDIX III CONTD.

Table IX

POLITICS

The United Workers Party [UWP], the ruling party, fielded 3 women candidates; all 3 of these won their seats

parliament secretary, in the Ministry of Community  
r won seats  
on seats

and are ministers in the Ministry of Health & Social  
Women's Affairs. The third is a junior minister  
Development and Women's Affairs.

The Labor party put forward 2 women candidates - no  
The Freedom Party fielded 4 women candidates - none

S  
ge council has more than 50% women delegates.  
Neither of the 2 municipal town councils (Roseau &  
smooth) make the 50% mark though the Roseau town council is  
st there at 46.2% while Portsmouth faces badly with less than  
6 women councilors

Table X

WOMEN REPRESENTATION ON VILLAGE COUNCILS

	No. of village councils	No. of women
30% women	6	18
≥ 25% women	26	65
< 25 % women	7	17
Total	39	100

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The appointment of the first female inspector (Inspector Williams) to the position of Inspector of Prisons was a result of the collaboration.