

12/03/2012

RAP/Cha/NECUW/I(2012)

## **EUROPEAN SOCIAL CHARTER OF 1961**

1st National Report on the implementation of  
the European Social Charter of 1961

submitted by

**THE GOVERNMENT OF CURAÇAO**

(Articles 1 of the 1961 European Social Charter  
and Article 1 of the 1988 Additional Protocol  
for the period 01/01/2007 – 31/12/2010)

---

Report registered by the Secretariat on 6 March 2012

**CYCLE XX-1 (2012)**

# **THE FIRST REPORT FOR CURAÇAO**

## **ON THE ARTICLE 1 OF THE EUROPEAN SOCIAL CHARTER**

**AND**

## **ARTICLE 1 OF THE PROTOCOL TO THE EUROPEAN SOCIAL CHARTER**

### **INTRO**

**I.**

As already known, for a number of years the constitutional restructuring of the Netherlands Antilles within the Kingdom of the Netherlands has had a major focal attention, sometimes even overshadowing other developments.

As for the 10<sup>th</sup> of October 2010, the actual dismantling date, Curaçao obtained its separate status within the Kingdom of the Netherlands and became a country facing some crucial challenges.

Beside the economic situation (to be explained in paragraph A) the new government confronted the huge task of the construction of its new ministries, the allocation and the legal position of the civil servants (to be elaborated upon in paragraph B) and those last mentioned aspects proved to be the most time consuming process ever. In paragraph C (Migrant laborers) and paragraph D (Disabled persons) some basic information will be mentioned and in paragraph E the project "Rumbo pa Trabou" will be elaborated upon and last but not least in paragraph F which is mainly related to the article 1 of the Protocol on the European Social Charter the findings of the so called Boy Problem (education wise) is shared with the Committee and off course linked with the labor market.

**II.**

Furthermore, the challenges in the new ministries were not only limited to that of the legal position of the civil servant in general, but extended itself later on to the tools the civil servant has to fulfill its job. The IT-facilities containing all available management's information up till now experienced crash downs and on more micro level the integration of two different work cultures within the group of civil servants resulted in some struggle to mold into one efficient governmental apparatus.

The above mentioned obstacles experienced in the IT-facilities caused a delay in the flow of valuable information and figures to be gathered, structured and interpreted for the upset of this first report.

Qualified personnel within the public apparatus kept some handwritten information and figures, reason why the results of the project "Rumbo pa Trabou" ("Striving for a job" project) and the permits of the migrant, could at this point of time, been sent to your Committee on Social and Human Rights.

Reason why the government of Curaçao request your Committee on Social and Human Rights to defer its conclusions until the required information on labor related issues is compiled and interpreted again and now by the Central Bureau for Statistics of Curaçao (CBS), our national source of information.

The CBS held in the period from the 26<sup>th</sup> of March till 2<sup>nd</sup> of April 2011 a national Census. Up till now only preliminary results regarding the population and housing are known. The main results of the Census 2011 about the work population, the minimum wages, the participation rate and other more labor related information and figures will be available in March 2012 and will be sent to your Committee without any delay.

## A. THE ECONOMIC DEVELOPMENTS IN CURAÇAO

According to the latest estimates of the Central Bank, the Curaçao economy contracted by 0.6% in 2011, down from a marginal growth of 0.1% in 2010. The economic contraction stemmed primarily from public spending. The latter is the result of a decline in public consumption outweighing the growth in public investments. The marked growth in public investment was related to the implementation of delayed SEI projects. Private spending, in contrast, expanded due to increased private consumption, but at a much slower pace than in 2010. Private investment posted zero growth in 2011 as no major investment projects were reported. The economic contraction was moderated by improved net foreign demand and the replenishing of inventories, in particular by the free-zone companies. The growth in net foreign demand was the result of the revival in exports of goods and services, which exceeded the rise in imports. The economic contraction was accompanied by an inflation rate of 2.3%, a deceleration compared to the 2.8% that was registered in 2010. The lower inflation was caused by, among other things, a reduction in domestic electricity prices.

An analysis, by sector shows that the manufacturing, restaurants & hotels, wholesale & retail trade, and transport, storage & communication sectors performed well during 2011. The growth in the restaurants & hotels sector is attributable to a significant growth in stay-over tourism. In particular, the number of visitors from the North and South American markets grew considerably in 2011. Cruise tourism also expanded during 2011. Activities in the transport, storage & communication sector increased due to gains in the air transportation and airport-related activities. Meanwhile, the harbor posted some mixed results. The number of ships piloted into the port rose, while cargo movements dropped. In contrast, activities in the construction sector contracted because of fewer non-residential projects in 2011 compared to 2010.

Table 1: Macro-economic data Curaçao

	2006	2007	2008	2009	2010	2011
GDP (mill. NAf)	4,398	4,641	5,067	5,135	5,285	5,376
Real growth GDP	1.6%	2.7%	2.5%	-0.5%	0.1%	-0.6%
Inflation	3.1%	3.0%	6.9%	1.8%	2.8%	2.3%
Unemployment	12.8%	12.4%	10.3%	9.7%	-	-

---

Source: Central Bank of Curaçao and Sint Maarten (2011)

## **B. LEGAL POSITION OF CIVIL SERVANTS**

After the dismantling date of the Netherlands Antilles on the 10th of October 2010 Curaçao have been facing several challenges as autonomous countries in the Dutch Kingdom. Among other things, the governments of both countries have had to deal with new tasks and responsibilities, and create a new administrative apparatus while complying with the budget and interest burden rules agreed upon under the debt relief program. This part of the constitutional course, the allocation of the approximately 4200 civil servants proved to be the most time-consuming process ever. The Antillean government had guaranteed all civil servants, both those on the central level as those on the island territories, their legal position (salary, labor conditions and possibilities in career growth). This guarantee was laid down in a so called Social Statute Civil Servants Country of Curaçao. In this Social Statute, agreed upon by the workers union representing the civil servants as is the ABVO and the mother organization the CGTC (Central General of Workers of Curaçao), stipulated that in a case a civil servant disagree with the received job offer, complaints can be filled by an independent Commission of Complaints presided by an independent President and assisted by union members and experts on the field of human resources and legal position issues. The verdict of the latter Commission has the legal status of an advice and when parties (the civil servant on one hand and the government on the other hand) still disagree with this binding advice an independent judge of the Common Court of Justice remains the ultimate appeal authority.

Summarizing, approximately 4200 civil servants got a job offer and of this number 900 civil servants filed complaints at the Commission of Complaints and up till now, January 2012, more than 90% were handled satisfactory. This way the Antillean government safeguarded a lot of mothers and fathers and head of the family to maintain their income and way of living.

### **C. MIGRANT WORKERS**

According to handwritten information and figures, which served as a background to the ICT-facilities of the government of Curaçao, in the report years 2010 and 2011 approximately 3789 requests for foreign work permits were filed and of these requests approximately 2000 requests were honoured (P.B. 2001, no 82, Ordinance for Foreign Laborers).

For years already migrant worker from the Caribbean region (Haiti, Jamaica) and Latin America (Colombia, Dominican Republic) are attracted to Curaçao as a country to upgrade and obtain a way of decent living. The jobs applied for are mainly in the low skilled job level such as live-in, taking care of children and elderly person or housecleaning (female foreign workers) and in construction, hotel sector (male foreign workers).

When the results of the national Census 2011 of the Bureau for Statistics are available, those figures will be sent to the Committee without further delay<sup>1</sup>.

### **D. DISABLED PERSONS OR PERSONS WITH FUNCTIONAL LIMITATION**

One of the first positive step undertaken by the actual government, in the person of the Honourable Minister of Social Development Labor and Welfare, is to raise awareness of the Curacaoen population by stressing that the inclusion of this specific group in the society in general and more specific into the labor market, is imperative.

This first step, in the form of a jingle played at crucial hours at radio stations in Curaçao, will precede other further to come measures, policies and eventually even laws to facilitate the access of the persons with a functional limitation to the labor market<sup>2</sup>.

---

<sup>1</sup> Information supplied by mrs. Donate Philbert, sector director of labor of the ministry of Social Development, Labor and Welfare.

<sup>2</sup> December 2011 – January 2012

## **E. PROJECT “RUMBO PA TRABOU” (striving for a job)**

This project started in 2010 and its main purpose is the training and education and motivation of the unemployed in the access to the labor market. This project is financed by Dutch funds and belongs to the so called SEI-projects. The SEI-projects are financed with Dutch development funds and there is a complete supervision system to monitor the budget and the obligations to meet with.

The purpose of the project Rumbo pa Trabou is two-folded:

1. To ensure the permanent inclusion of long term unemployed group on the labor market;
2. To upgrade the low skilled workers from level 1 to level 2 and/or level 2 to level 3.

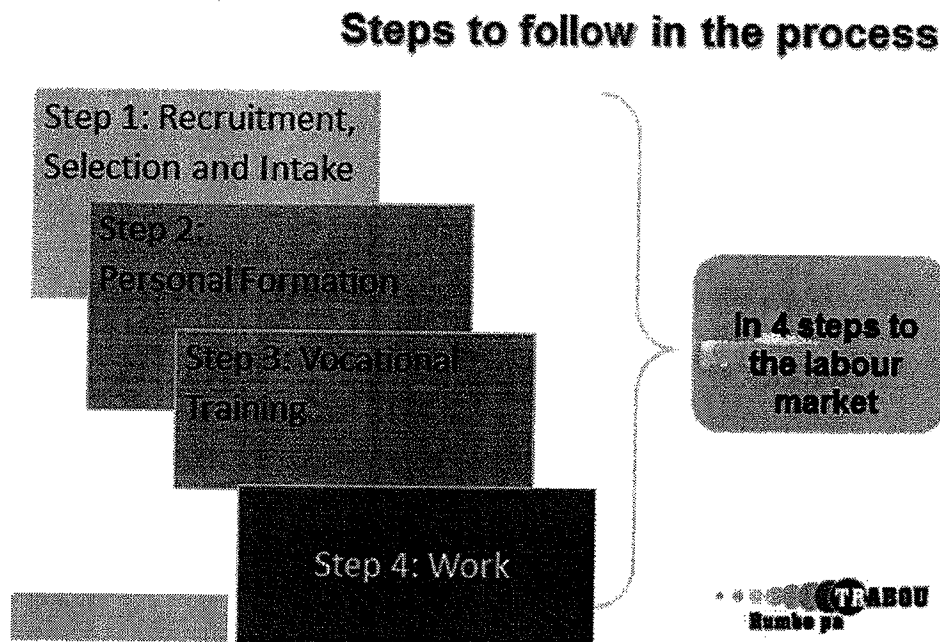
The preliminary results of this project can be summarized as follows:

1. 270 jobseekers were placed on a professional training so their chances to obtain sustainable work increased considerably;
2. Almost 85% of the training-on-the-job trainee entered the regular labor market;
3. 180 of the low skilled workers acquired the necessary competencies to move on to the labor market.

Evaluation/Assesment:

1. All participants of the “ Rumbo pa Trabou” project were given guidance for 6 months;
2. Or otherwise were randomly guided.

Steps in the process to the labor market



Some figures show the following: Results of the Rumbo pa Trabou-project from January 2010 till November 2011:

A. 1071 were officially registered/signed for as jobseekers;

Men	311
Women	716
Unknown	44

B. 295 individual intakes took place and of this amount 232 were marked as suitable;

C. 151 persons were put on a professional training (on the job training project) and concluded this training with success:

Housekeeping I	17
Housekeeping II	24
Security I	19
Hotel sector I	19
Hotel sector II	16
Construction bricklayer	18
Construction carpenter	16
Refinery mechanic	22

D. 29 persons were officially placed in the regular labor market.

The following table shows those who were not included in the on the job training course and the reason for exclusion:

	total	Men	women	unknown
Health problems	25	6	18	1
Already had work	90	28	54	8
Age	5	1	4	0
Studying	9	3	6	0
Not available	194	61	118	15
Unknown	486	136	337	13

The table below shows the amount of persons who were put on the training per sector:

	total	men	women	unknown
Administration	45	3	41	1
Construction	91	67	24	0
Hotel sector	203	36	165	2
Housekeeping	119	7	111	0
Security	46	26	20	0

The social guidance offered to the participants of the "Rumbo pa Trabou" project consists of the following tools:

a. House visit;



- b. Plan of a personal assistance program;
- c. Monitoring and evaluating the assistance process of the above mentioned program.

During the social guidance the most frequent problems to be dealt with were:

- a. Financial problems;
- b. Stress related to family issues;
- c. Domestic violence;
- d. Traumatic experiences;
- e. Loss of social network (family or friends);
- f. Social isolation;
- g. Depression.

Despite the guidance and the enthusiasm of the participants so far, the basic needs of participants form the greatest menace for the continuation of the "Rumbo pa Trabou" project. Basic needs such as utilities, childcare, food and housing.

## E. The Antillean labor market in figures

The Antillean government provides in the following pages, in tables 1 through 30, the development of the population and the working population of Curacao, Bonaire and St. Maarten. Furthermore, the development of the working population by gender, education and industry, working population, by nationality, economic position, unemployment duration, income categories, industry and youth unemployment.

This will be the last time that the figures will be presented in this format. In the future only the figures/data of Curaçao will be provided.

### Core figures

#### *The population and labor force*

The table below shows the fluctuation of the working population between 2005 and 2009. The amount of the workforce in 2009 is almost the same as in 2008. The number of unemployed persons, however, declined sharply by 441 persons, which caused the unemployment rate to drop to 9,7 percent of the labor force.

**Table 1, Development of the population and the working population Curaçao.**

		2005	2006	2007	2008	2009
1	Workers	51343	53797	54049	56535	56582
2	Jobseekers	11392	9241	7659	6486	6045
3 (1+2)	Working population	62735	63038	61708	63021	62627
4	Total population	135474	138027	137124	138642	138546
5 (3:4)	Participation rate	46%	46%	45%	45,5%	45,2%
6 (2:3)	Unemployment	18%	15%	12,4%	10,3%	9,7%

The working population in Bonaire grew between 2002 and 2008 sharply, while the number of jobseekers declined. The result is a declining unemployment rate (6%). Bonaire has the lowest unemployment rate in the three large islands. Unlike Curacao, the participation rate in Bonaire has risen. This amounts to 54% in 2008.

**Table 2, Development of the population and the working population Bonaire.**

		2002	2004	2006	2008
1	Workers	4334	4661	5647	6408
2	Jobseekers	571	456	481	433
3 (1+2)	Working population	4905	5117	6128	6841
4	Total population	9928	10432	11793	12631
5 (3:4)	Participation rate	49%	49%	52%	54%
6 (2:3)	Unemployment	12%	9%	8%	6%

The number of workers in Sint Maarten increased significantly between 2003 en 2009. The unemployment rate descended considerably except in 2009. The participation rate on Sint Maarten is 60%, which is due to the influx of migrant workers. Sint Maarten has the highest percentage of migrant workers in the Netherlands Antilles, and consequently the highest participation rates since many migrant workers come without their families.

**Table 3, Development of the population and working population St. Maarten.**

		2003	2005	2007	2009
1	Workers	16200	18073	20720	21378
2	Jobseekers	3433	2798	2446	2966
3 (1+2)	Working population	19633	20871	23166	24344
4	Total population	33317	35910	39011	40898
5 (3:4)	Participation rate	59%	58%	59%	60%
6 (2:3)	Unemployment	18%	13%	11%	12%

### *Labor force by gender:*

The number of working women on the labor market is nearly the same nowadays as the number of working men. In 2008 the numbers were almost equal, with a small surplus of working men. In 2009, the year after however, there is a surplus of working women.

The number of male jobseekers descended strongly between 2005 and 2009. This resulted in a strong drop of the unemployment among men (8%). Among the women the unemployment also descended with 8% in 2009 in comparison to 2005. The participation rate of women is lower than the rate of men. The difference between the number of men and women in the total population remains constant because the male and female population increased equally in the past years.

**Table 4, Development of the population and the working population by gender Curaçao.**

		2005		2006	
		men	women	men	women
1	Workers	25316	26027	27033	26764
2	Jobseekers	5227	6165	3469	5772
3 (1+2)	Working population	30543	32192	30502	32536
4	Total population	61871	73603	63070	74957
5 (3:4)	Participation rate	49%	44%	48%	43%
6 (2:3)	Unemployment	17%	19%	11%	18%

		2007		2008		2009	
		men	women	men	women	men	women
1	Workers	26674	27374	28358	28177	27803	28779
2	Jobseekers	3044	4615	2483	4002	2390	3656
3 (1+2)	Working population	29718	31989	30841	32179	30193	32435
4	Total population	62468	74655	63090	75550	63109	75438
5 (3:4)	Participation rate	47,6%	42,8%	48,9%	42,6%	47,8%	43%
6 (2:3)	Unemployment	10,2%	14,4%	8,1%	12,4%	7,9%	11,3%

The trend in Bonaire is the same as in Curaçao; however the difference between men and women is small. An important difference though is that the amount of jobseekers of men and women in Bonaire remained almost constant.

**Table 5, Development of the population and working population of Bonaire by gender.**

		2002		2004		2006		2008	
		men	women	men	women	men	women	men	women
1	Workers	2195	2138	2266	2395	2941	2706	3510	2898
2	Jobseekers	290	281	207	253	205	276	231	201
3 (1+2)	Working population	2485	2419	2473	2648	3146	2982	3741	3099
4	Total population	4752	5176	4999	5437	5734	6066	6273	6357
5 (3:4)	Participation rate	52%	47%	50%	49%	55%	49%	60%	49%
6 (2:3)	Unemployment	12%	12%	8%	10%	7%	9%	6%	7%

The number of male and female workers in St. Maarten increased around 2000 between 2003 and 2009. Because of the decline in both categories of jobseekers the amount of working population has increased. For the unemployment rate this means for both men and women a significant drop with the exception of the year 2009.

**Table 6, Development of the population and working population of St. Maarten by gender.**

		2003		2005		2007		2009	
		men	women	men	women	men	women	men	women
1	Workers	8780	7419	9714	8359	11310	9411	11233	10145
2	Jobseekers	1545	1888	1194	1604	935	1510	1312	1654
3 (1+2)	Working population	10325	9307	10980	9963	12245	10921	12545	11799
4	Total population	16203	17114	17303	18607	18834	20177	19757	21141
5 (3:4)	Participation rate	64%	54%	63%	54%	65%	54%	64%	48%
6 (2:3)	Unemployment	15%	20%	11%	16%	8%	14%	11%	14%

## Working population

The largest part, 35 percent, of the working population enjoyed secondary education 1<sup>st</sup> phase in 2009. Notwithstanding this, the largest part compared to the preceding years is dropping. On

the other hand the participation in higher education has slightly risen and amounts to 23% since 2008. The share of the working population which enjoyed only the primary education varies around 8-10 percent.

**Table 7, Working population of Curaçao by education level.**

Relative	2005	2006	2007	2008	2009
Primary education	8%	10%	9%	8%	8%
Secondary education 1 <sup>e</sup> phase	41%	41%	41%	39%	35%
Secondary education 2 <sup>e</sup> phase	29%	27%	30%	30%	30%
Higher education	20%	20%	20%	23%	23%
Unknown	2%	3%	0%	0%	4%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

On Bonaire is the percentage in 2008 of the category "unknown" much higher than the previous years. This makes comparison difficult, but what is noticeable is that at least the percentage of the working population who has enjoyed only primary education continues to fall. Although the group with the secondary education, 1<sup>e</sup> phase, consists mostly of the working population, we see a downward trend since 2002 with the exception of 2008. The share of higher education in 2008 shows a decrease of 4 percentage points.

**Table 8, Working population of Bonaire by education level.**

Relative	2002	2004	2006	2008
Primary education	13%	8%	10%	7%
Secondary education 1 <sup>e</sup> phase	46%	42%	40%	44%
Secondary education 2 <sup>e</sup> phase	22%	29%	30%	25%
Higher education	17%	17%	18%	14%
Unknown	2%	4%	3%	9%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The largest group in the labor market on St. Maarten is the group with secondary education level 1e phase. The share of this group however is diminishing. Like Curaçao the group with secondary education 2e phase grows.

**Table 9, Working population of Sint Maarten by education level.**

Relative	2003	2005	2007	2009
Primary education	21%	15%	23%	12%
Secondary education 1 <sup>e</sup> phase	44%	40%	38%	38%
Secondary education 2 <sup>e</sup> phase	21%	25%	26%	30%
Higher education	11%	16%	13%	14%
Unknown	3%	4%	0%	6%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

For the past five years little changes took place in the employment per industry of Curaçao. Most employees have a job in the trade industry, followed by real estate, renting and leasing, construction and health care/social work in 2009. Developments in the tourism industry are not

yet supported by higher percentages of workers in the hospitality industry. Relatively speaking, the employment in this industry on Curaçao is significantly lower than on the other islands. In contrast, employment in the industry and financial services in Curaçao are more than twice as large as the other islands. As in industry mainly due to the presence of the dry-dock company and the oil refinery

**Table 10, Working population of Curaçao by industry.**

Relative	2005	2006	2007	2008	2009
Agriculture, fishery, mining	1%	1%	1%	1%	1%
Manufacturing	7%	7%	7%	7%	7%
Public utilities	1%	2%	1%	1%	1%
Construction	7%	8%	7%	8%	9%
Wholesale and retail trade	19%	19%	17%	17%	18%
Hotels and catering	8%	8%	8%	8%	8%
Transportation and storage	6%	6%	6%	7%	7%
Financial services	7%	7%	8%	7%	7%
Real estate, rent and lease	10%	10%	10%	10%	11%
Public sector, social insurance	10%	9%	10%	9%	8%
Education	4%	5%	6%	5%	5%
Health care, social work	8%	8%	9%	8%	9%
Other services	7%	7%	6%	6%	6%
Private households	5%	4%	3%	4%	4%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

During the period 2002-2008 in Bonaire no big changes regarding the division of the working population per industry occurred.

The hotels and catering, trade sector, construction and the public sector are the industries with the highest employment. The working population in the public sector and social insurance is four percentage points higher than on St. Maarten.

**Table 11, Working population of Bonaire by industry.**

Relative	2002	2004	2006	2008
Agriculture, fishery and mining	2%	2%	1%	1%
Manufacturing	4%	4%	3%	3%
Public utilities	1%	1%	2%	1%
Construction	9%	8%	10%	13%
Wholesale and retail trade	15%	16%	15%	13%
Hotels and restaurants	17%	17%	16%	16%
Transportation and storage	7%	7%	8%	8%
Financial services	3%	3%	3%	3%
Real estate, renting and leasing	7%	6%	6%	8%
Public sector, social insurance	13%	14%	13%	12%
Education	4%	4%	4%	5%
Health care, social work	7%	8%	7%	7%
Other services	7%	7%	8%	8%
Private households	2%	2%	2%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

On St. Maarten also little development regarding distribution of workers over the different industries took place. Since 2003 trade, hotels and restaurants are front runners even though it has drop a little bit. The share of education is half as much as on the other islands. This is also the case for health care and social work.

**Table 12, Working population by industry St. Maarten.**

Relative	2003	2005	2007	2009
Agriculture, Fishery, mining	1%	1%	1%	1%
Manufacturing	4%	3%	3%	3%
Public utilities	2%	2%	1%	2%
Construction	9%	9%	12%	11%
Wholesale and retail trade	20%	20%	21%	19%
Hotels and restaurants	16%	16%	13%	13%
Transportation and storage	9%	8%	10%	10%
Financial services	3%	3%	3%	3%
Real estate , renting and leasing	9%	9%	11%	12%
Public sector, social insurance	7%	9%	8%	7%
Education	2%	2%	3%	3%
Health care, social work	3%	3%	2%	3%
Other services	11%	10%	9%	10%
Private households	5%	4%	4%	3%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Curaçao showed no real difference in the period 2004-2008 in the division of the working population regarding the various nationalities. After Dutch nationals Dominicans, Colombians and Haitians are the largest groups.

**Table 13, Working population by nationality Curaçao.**

Relative	2004	2005	2006	2007	2008
Dutch	86%	86%	88%	88%	87%
Colombian	4%	4%	2%	3%	3%
Dominican	3%	4%	4%	2%	3%
Guyanese	1%	0%	0%	0%	0%
Haitian	2%	1%	1%	2%	2%
Indian	0%	0%	1%	0%	1%
Jamaican	1%	1%	1%	0%	1%
Portuguese	0%	0%	0%	0%	0%
Surinamese	0%	1%	0%	1%	0%
Venezuelan	1%	1%	1%	1%	1%
Other	1%	1%	1%	1%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

In Bonaire the percentage of Dutch nationals is a little bit lower than in Curaçao although their share continued increasing since 2002 - 2008. Besides Colombian, Venezuelans and Dominicans form an important group of workers.

**Table 14, Working population by nationality Bonaire.**

Relative	2002	2004	2006	2008
Dutch	82%	83%	85%	88%
Chinese	2%	0%	1%	0%
Colombian	4%	4%	3%	4%
Dominican	5%	2%	3%	2%
Indian	1%	2%	1%	1%
Surinamese	2%	1%	0%	1%
American	1%	1%	1%	1%
Venezuelan	2%	2%	3%	3%
Other	3%	5%	3%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The distribution of the working population by nationality on St. Maarten is completely different from that of the other islands of the former Netherlands Antilles. The share of Dutch nationals is much lower, whereas the share of Haitians, Dominicans, Jamaicans, and Guyanese is more substantial than on the other islands.



**Table 15, Working population by nationality St. Maarten.**

Relative	2003	2005	2007
Dutch	46%	48%	49%
Chinese	0%	1%	0%
Dominican	10%	8%	9%
Guyanese	4%	7%	5%
Haitian	11%	10%	11%
Indian	2%	3%	2%
Jamaican	6%	7%	7%
Surinamese	1%	2%	1%
American	1%	1%	1%
English	1%	1%	1%
Other	17%	12%	13%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Curaçao has 63 percent of workers in permanent service in 2009. This percentage decreased in comparison with the year 2005. This decrease is compensated by an increase of the category workers on contracts.

**Table 16, Working population by economic position Curaçao.**

Relative	2005	2006	2007	2008	2009
Employer/independent worker	11%	13%	11%	11%	11%
Permanent service	65%	62%	63%	62%	63%
Temporary service	6%	8%	6%	7%	7%
Casual service	11%	9%	11%	12%	10%
Contract	5%	8%	8%	7%	7%
Other	1%	1%	0%	1%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Bonaire has a decrease of employees in permanent service of three percentage points in 2008. Opposed to this is an increase in the proportion of workers in temporary services of three percentage points. The categories of employers/small independent worker and contract also show an increase in 2008. Bonaire has, compared to the other islands, the lowest percentage of employees in permanent services.

**Table 17, Workers by economic position Bonaire.**

Relative	2002	2004	2006	2008
Employers/Independent worker	12%	11%	12%	14%
Permanent service	55%	59%	60%	57%
Temporary service	11%	5%	7%	10%
Casual service	9%	11%	8%	6%
Contract	10%	12%	11%	12%
Others	4%	2%	2%	2%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The table below shows that in the period 2003 - 2009 the percentage of workers in permanent service on St. Maarten was the highest. It is noteworthy that the group employers/Independent workers and employees with a contract have increased.

**Table 18, Workers by economic position St. Maarten.**

Relative	2003	2005	2007	2009
Employers/independent worker	14%	13%	11%	15%
Permanent service	64%	68%	68%	64%
Temporary service	9%	8%	8%	7%
Casual service	5%	3%	4%	4%
Contract	7%	7%	7%	8%
Others	1%	2%	1%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The incomes in the following tables are monthly incomes. The table below shows in Curaçao over the past five years a remarkable decline in the two lowest income categories. The major cause of this development is the growth of the minimum wage over the past period.

**Table 19, Workers by income categories Curaçao.**

Relative	2005	2006	2007	2008	2009
500 or less	6%	5%	5%	7%	4%
501 – 1000	13%	14%	11%	11%	10%
1001 – 1500	20%	20%	20%	22%	35%
1501 – 2000	12%	13%	12%	13%	
2001 – 2500	8%	9%	10%	8%	18%
2501 – 3000	7%	8%	7%	8%	
3001 – 5000	18%	18%	17%	17%	34%
5001 or more	11%	10%	15%	14%	
Unknown	5%	4%	2%	0%	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

On Bonaire, the percentage of employees with an income in the two lowest categories has dropped from 25 percent in 2002 to 17 percent in 2004 to 12 percent in 2008. The share of these two lowest income categories in this period has been halved. The higher income categories show a significant increase in the 1501-2000 installments and in the highest income category from 5000+. Over the period 2002 – 2008, we have observed an increase of less than 5 percentage points.

**Table 20, Working population by income categories Bonaire.**

Relative	2002	2004	2006	2008
500 or less	10%	7%	5%	2%
501 – 1000	15%	10%	8%	10%
1001 – 1500	20%	22%	21%	19%
1501 – 2000	15%	17%	16%	23%
2001 – 2500	9%	13%	13%	12%
2501 – 3000	7%	8%	8%	10%
3001 – 5000	14%	13%	18%	14%
5001 or more	5%	5%	8%	10%
Unknown	5%	4%	4	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The table of St. Maarten shows a slight increase of namely 3 percentage points of the number of workers in the categories 1001 – 2000. At the same time significant increases can be seen in the lower income categories of '500 or less' and '501 – 1000', with 8 and 1 percentage points respectively.

**Table 21, Working population by income categories St. Maarten.**

Relative	2003	2005	2007	2009
500 or less	6%	4%	2%	11%
501 – 1000		9%	8%	9%
1001 – 1500	13%	24%	18%	40%
1501 – 2000	24%	17%	19%	
2001 – 2500	17%	13%	12%	18%
2501 – 3000	18%	9%	10%	
3001 – 5000	14%	15%	20%	22%
5001 or more	6%	7%	10%	
Unknown	2%	2%	2%	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

## The Unemployed

The tables below show the unemployed population classified by duration of unemployment. In Curaçao long term unemployment decreased and manifested itself more pronouncedly than on the other islands.

**Table 22, Unemployed workers by unemployment duration Curaçao.**

<b>Absolute</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Less than 1 month	370	492	268	232	291
1 to 3 months	1274	1499	1568	1043	1053
4 to 6 months	1381	1267	902	898	1077
7 to 9 months	660	774	635	503	417
10 to 12 months	635	867	726	707	652
Longer than 12 months	4665	5683	5001	3856	2346
Unknown	877	810	142	107	650
<b>TOTAL</b>	<b>9862</b>	<b>11392</b>	<b>9241</b>	<b>7346</b>	<b>6486</b>
<b>Relative</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Less than 1 month	4%	4%	3%	3%	5%
1 to 3 months	13%	13%	17%	14%	16%
4 to 6 months	14%	11%	10%	12%	17%
7 to 9 months	7%	7%	7%	7%	6%
10 to 12 months	6%	8%	8%	10%	10%
Longer than 12 months	47%	50%	54%	52%	36%
Unknown	9%	7%	2%	1%	1%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Between 2002-2008 on Bonaire the category less than 1 month first doubled from 4 percent to 8 percent and kept growing to 14 percent. Also the category of less than 3 months increased, indicating that friction unemployment<sup>3</sup> is increasing. A sharp decrease can be observed from 22 percentage points in the category of longer than 12 months unemployed. This decrease is compensated by the increase in the category of 1 to 3 months unemployed.

<sup>3</sup> Friction unemployment is temporary unemployment between jobs.

**Table 23, Unemployed workers by unemployment duration Bonaire.**

<b>Absolute</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>
More than 1 month	25	36	55	59
1 to 3 month	109	96	81	209
4 to 6 month	102	61	99	43
7 to 9 month	85	8	41	7
10 to 12 month	31	34	35	28
Longer than 12 month	197	177	154	43
Unknown	23	47	16	43
<b>TOTAL</b>	<b>572</b>	<b>459</b>	<b>481</b>	<b>432</b>
<b>Relative</b>	<b>2002</b>	<b>2004</b>	<b>2006</b>	<b>2008</b>
Less than 1 month	4%	8%	11%	14%
1 to 3 months	19%	21%	17%	48%
4 to 6 months	18%	13%	21%	10%
7 to 9 months	15%	2%	9%	2%
10 to 12 months	5%	7%	7%	6%
Longer than 12 months	34%	39%	32%	10%
Unknown	4%	10%	3%	10%
<b>TOTAAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

In St. Maarten also the group of less than 3 months shows a growth compared to 2003. The group of the workers with a long term unemployment duration decreased with 16 percentage points. In absolute figures the decrease of long term unemployment is even more important since total unemployment also is lower.

**Table 24, Unemployed workers by unemployment duration St. Maarten.**

<b>Absolute</b>	<b>2003</b>	<b>2005</b>	<b>2007</b>
Less than 1 month	121	438	206
1 to 3 months	625	688	583
4 to 6 months	559	373	555
7 to 9 months	219	163	213
10 to 12 months	229	282	159
Longer than 12 months	1144	513	665
Unknown	535	340	64
<b>TOTAL</b>	<b>3432</b>	<b>2797</b>	<b>2445</b>
<b>Relative</b>	<b>2003</b>	<b>2005</b>	<b>2007</b>
Less than 1 month	4%	16%	8%
1 to 3 months	18%	25%	24%
4 to 6 months	16%	13%	23%
7 to 9 months	6%	6%	9%
10 to 12 months	7%	10%	7%
Longer than 12 months	33%	18%	27%
Unknown	16%	12%	3%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The distribution of the educational attainments of the unemployed in Curaçao, as shown in the table below, in the period from 2005 to 2009 has been subject to strong developments. The number unemployed with basic education has dropped with 8 percentage points while the proportion of jobseekers with level 2, 2<sup>nd</sup> phase has increased by 9 percentage points.

**Table 25, Unemployed workers by educational level Curaçao.**

Relative	2005	2006	2007	2008	2009
None	0%	0%			
Basic education	16%	16%	12%	15%	8%
Level, 1 <sup>e</sup> phase	54%	53%	52%	53%	54%
Level 2, 2 <sup>e</sup> phase	20%	26%	26%	32%	29%
Level 3, 1 <sup>e</sup> phase	4%				
Level 3, 2 <sup>e</sup> phase	1%				
Unknown	5%	5%	10%	0%	9%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The percentage of “unknown” in the year 2004 on Bonaire is very high. This makes comparison difficult. We do see an increase in the level two, 1st phase since 2004.

**Table 26, Unemployed workers by educational level in Bonaire.**

Relative	2002	2004	2006	2008
None		3%	0%	
Basic education	14%	16%	7%	14%
Level 2, 1 <sup>e</sup> phase	65%	44%	59%	69%
Level 2, 2 <sup>e</sup> phase	20%	21%	22%	17%
Level 3, 1 <sup>e</sup> phase		11%		
Level 3, 2 <sup>e</sup> phase		0%		
Unknown	1%	5%	12%	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

In St. Maarten the number of unemployed workers with only the basic education level decreased with approximately 8 percent in the period 2003-2009. On the other hand, this decrease is compensated with an increase of one and a half the group of the unemployed workers with education level 2, 2<sup>e</sup> phase. As on the other islands, the unemployed have on average a lower education than the employed.

**Table 27, Unemployed workers by educational level St. Maarten.**

Relative	2003	2005	2007	2009
None		1%	6%	
Basic education	24%	16%	26%	16%
Level 2, 1 <sup>o</sup> phase	51%	55%	37%	48%
Level 2, 2 <sup>o</sup> phase	14%	22%	19%	28%
Level 3, 1 <sup>o</sup> phase	4%	5%	5%	
Level 3, 2 <sup>o</sup> phase	1%	0%	1%	
Unknown	6%	2%	6%	8%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Youth unemployment in Curaçao fell slightly from 26 percent in 2008 to 25 percent in 2009, but is still more than twice the general unemployment rate, which is already considered high by international standards. The decrease of the youth unemployment rate is due to an increase in the number of young workers and a decrease in the number of young jobseekers.

**Table 28, Youth unemployment Curaçao.**

15-24	2005	2006	2007	2008	2009
Relative	44%	38%	25%	26%	25%

The table below shows a significant drop of nine percentage points that took place on Bonaire in 2008. Since late 2002 the youth unemployment rate on Bonaire shows a very positive development.

**Table 29, Youth unemployment Bonaire.**

15-24	2002	2004	2006	2008
Relative	32%	25%	21%	12%

In St. Maarten youth unemployment was rather constant between 2003 and 2005. In 2007 the percentage declined to 26%.

**Table 30, Youth unemployment St. Maarten.**

15-24	2003	2005	2007
Relative	32%	30%	26%

## **F. The Boy Problem<sup>4</sup>**

### **Gender differences in Education Participation on the islands of the Netherlands Antilles**

---

<sup>4</sup> A research for UNESCO National Commission, Netherlands Antilles, Dr. Goretti Narain, December 2009



## SUMMARY

Equal educational opportunity, regardless of origin or sex, is the purpose of education in the Netherlands Antilles. Throughout the years, many educational reforms have been implemented with the aim of improving those opportunities for all. However, one of the problems hitherto neglected in the democratisation process of education is the *boy problem*, the phenomenon of educational under-performance of boys compared to girls.

The UNESCO National Commission of the Netherlands Antilles has taken the initiative to identify gender issues in education on the islands and in doing so, open it up for discussion. The implementation of the research was made possible through funding from UNESCO's Participation Program and the Ministry of Education of the Netherlands Antilles.

The study not only assessed gender differences in the school career, but also the education-related factors that affect such differences. In addition, the phenomenon of school dropout was addressed and an analysis was made of what aspects of parenting and education play a role in gender stereotyped attitudes and choices. Due to the fact that educational achievement has a direct impact on participation in economic life, the study also paid attention to the gender data in labour market participation.

Gender differences in the educational career on the islands of the Netherlands Antilles first emerge in Primary education and are becoming more visible in Secondary education. The higher the education level, the greater is the gender difference in education participation in favour of women.

There are some strong indications that at the beginning of Primary education, girls are already ahead of boys in terms of their usage of their fine motor skills and oral communication skills. As a result, girls learn to read and write much earlier than boys. Already at the beginning of the school career, boys are encountering a gap, which in many cases is difficult to close. It is assumed that the aversion that most boys have towards reading, is built up in the Primary school period.

There is an overrepresentation of boys in Special Education, which showed that most boys are referred to Special education for behavioral problems associated with learning deficiencies. Girls who stream into Special Education, mostly have learning difficulties.

After Primary education boys predominantly stream into the PSVE. There, boys are in the majority. In the higher forms of education, such as SVE, HAVO and VWO, female students are in the majority.

Without a proper registration system, it can only be assumed that a significant number of male PSVE students do not reach much further than a completed or uncompleted PSVE-level and then enters the labour market. The dropout phenomenon of both boys and girls also occurs mostly in the PSVE. However, the critical period differs between the sexes: most male dropouts quit school in the 3rd and 4th grade of PSVE. Female dropouts can be found in all grades.

Based on the observed data, it can be concluded that there are major gender differences in the school career on the islands and apparently, males make less use of the opportunities provided by education, which could result in an under-utilization of their potential.

The poorer school performance of boys can be attributed to several factors. At any rate, no evidence of any gender related intelligence differences has been demonstrated in the many studies on biological and cognitive developmental aspects of women and men.

It is already known that the social environment has a decisive influence on the basic level and the course of the educational process of students. This has to do with the material and content support which can be provided to the development of boys and girls at home. Yet, girls in a difficult socio-economic home situation manage to do better in education than boys in the same situation.

Besides social environment, student characteristics may also play a role in the differences in educational achievement between women and men. Such as: attitude towards learning, focus on performance and perseverance.

Attitude characteristics such as interest, motivation and aspirations, however, in most cases are nurtured by social expectations. Parenting and the school culture of themselves cannot be specified as gender specific.

What is usually termed as typical boy or girl behaviour, is already passed on early in the upbringing of the child. That gender specific upbringing often puts boys into trouble, because they are confronted with conflicting societal expectations. On the one hand, the socialization process of boys is affected by the expectation that they exhibit tough, macho behaviour and even aggression, while on the other hand, at school and in the labour market just that kind of behaviour is disapproved.

Especially, in Secondary education, adolescent boys and even some girls, pressured by their peers, exhibit the so-called macho behaviour, including an anti-school attitude. Teachers as well as parents often do not know how to cope with that kind of behaviour.

There is a clear difference in pace between boys and girls in the development at school. Girls process the material faster than boys and often also determine the learning pace of the class. However, the school does not give enough consideration to these pace differences and very little opportunity is provided to catch up with any delays on time.

The relationship between the gap in educational performance and the feminization of teaching has been a popular hypothesis for a long time. Meanwhile, research has shown that the gender of the teacher has no direct effect on the educational performance of students.

In another study, however, it has been established that due to the vast majority of female teachers, the school culture has become predominantly feminine. This would imply that the school is more focussed on girls' pace of development, learning style and behaviour and does not reckon enough with the specific learning and developmental needs of boys.

The school culture is based on skills and behaviour much more specific to girls than to boys. These skills are developed from early in the primary socialisation process at home. Girls are taught discipline and perseverance through their upbringing at home, whereas generally, boys are less encouraged and are allowed more freedom in their choices.

Consciously or unconsciously, already from Primary school onwards, girls are protected and encouraged much more by parents and guardians than boys. Mothers consider financial independence a major life goal for their daughters, which the latter should pursue through a good education. On the other hand, parents are less explicit about the future responsibilities of their sons.

Gender stereotypical career choices which are made in education, affect the participation in the labour market. In most cases, men choose technical occupations, unlike women who generally do not choose for a technical education.

The demands that more and more employers are placing on employees, besides having a diploma, include having good communication skills, a strong work motivation, a sense of duty and discipline. A positive work attitude is even ranked higher than work experience and employers believe that, women are generally not only better as far as communication skills are concerned, but they are also more reliable employees than men.

This positive assessment of women coupled with them having better educational qualifications, unfortunately have not yet resulted in a better position of women in the labour market. It does not only seem that there are more women than men seeking employment, but the compensation for women in most professions is also less than for men. In the age group 15 to 24, young men are already looking for work and are usually also employed without basic qualifications, while young women without basic qualifications have much less chances in the labour market. As a matter of fact, women in that age group are usually still attending school.

For the time being, the technical background of men gives them an advantage in the labour market over women, but the expected developments towards a knowledge economy will also lead to shifts in the labour market, where knowledge will be playing a major role. The advantage women have in this area will most likely bring about a change in the labour market participation on the islands of the Netherlands Antilles.