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# Gender Assessment

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## FP015: Tuvalu Coastal Adaptation Project

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GREEN  
CLIMATE  
FUND

## H) Gender Assessment

### Annex: Gender Assessment and Action Plan

#### **GENDER CONSIDERATIONS: IN PROJECT DESIGN PROCESS**

During the proposal design, the project incorporated gender considerations through:

1. Engaging women and key government and civil society groups focusing on women and gender empowerment in Tuvalu during rounds of consultations;
2. Reviewing and aligning with Tuvalu's national policies and strategies on gender; and
3. Assessments of conditions in Tuvalu that affect gender-responsive project design
4. Integrating gender considerations in the project indicators, targets and activities

#### **1) Engagement of women and key government and civil society groups focusing on women and gender empowerment in Tuvalu**

The proposed project is informed by the several rounds of discussions with stakeholders at the national and island levels on climate change adaptation options and priorities in Tuvalu. Most importantly, during the formulation process for the current GCF proposal, several rounds of discussions dedicated for the project were organized in June and September 2015 and February 2016. In the former two meetings, the Office of the Prime Minister's Gender Affairs Department and Tuvalu National Council of Women were part of the consultations. Furthermore, 12 out of 40 (30 percent) government or civil society leaders who participated in these consultation meetings were women.

In February 2016, meetings were organized in Funafuti with women representatives from the two target islands of Nanumea and Nanumaga. They were women's group members from these islands who were presently residing in Funafuti. These meetings verified the rationale for gender empowerment approaches used in the GCF project. In particular, the women representatives referred to the additional hardship that women typically shoulder at the time of natural disasters. Women's social responsibility as a caretaker of the household becomes pronounced at the time of natural disasters, especially if the household is internally displaced, as was the case for many families during Tropical Cyclone Pam. The proposed project will affect women through reducing the risks of and/or magnitude of wave overtopping events which often result in disproportionate burden and welfare impact on women.

These representatives also pointed out the lack of economic opportunities for women, and thus, the proposed activities that specifically target women to be trained to carry out beach profiling and periodic monitoring/repair of coastal infrastructure were particularly considered relevant.

#### **2) Reviewing and aligning with Tuvalu government's gender policies**

The approach to addressing men and women's adaptation needs separately in the proposed GCF project is broadly guided by the following two national framework and policy.

***National Strategic Framework, the Te Kakeega II (TKII) 2005–2015***, which includes promotion of gender equity and expansion of women's role in development as one of its key national priorities. In doing so, TKII indicated the need to:

- Lessen the burden of traditional chores;
- Develop proper marketplaces to sell products including handicrafts;
- Improve representation of women in community decision-making; and
- Revise laws governing the distribution of lands and unfair custodial rights.

***Tuvalu National Gender Policy, 2013***, which emerged out of the review and enhancement of Tuvalu's National Women's Policy, focuses on five key policy measures:

- Institutional strengthening;
- Capacity building,
- Women’s economic empowerment,
- Women in decision-making; and
- Ending violence against women.

The proposed GCF project will make direct contributions to improving representation of women in community decision-making and capacity building and make indirect, but relevant, contributions towards women’s economic empowerment through engaging women in technical, income earning opportunities.

### 3) Assessments of conditions in Tuvalu that affect gender-responsive project design

In preparation of the GCF proposal, an assessment of social, environmental, institutional and economic conditions that affect women’s participation in livelihood and civic activities, and thus affect the design of the project, was conducted.

In terms of island-level governance, the stark gender baseline difference about their awareness about the community decision making process became clear in the assessment. Based on a nation-wide survey, women’s group representatives were more unaware about whether the current island budget reflects climate change and disaster concerns; yet it was the same women’s groups and youth groups who felt most strongly about the needs for these issues to be reflected in island-level plans and budgets. This highlights the current mismatch and tremendous opportunities for future: The participation of those who feel most strongly about climate change and disaster issues have been inadequate. But conversely, a greater participation of women and youth in island decision-making can bring a significant change in the way the existing financial resources are used.

In the same survey, women and youth expressed their willingness to be engaged in project activities more actively. This resulted in a particular set of activities and approach to project implementation that can be observed in the current GCF proposal. For example, women and youth will be engaged specifically for beach profiling activities, monitoring and minor repair of coastal protection, island-level decision making, and monitoring of the progress of the Island Strategic Plan.

Other assessment results include the following:

- The time use study confirmed conventional notion of the differences in the roles men and women play in society and household: Women spend considerably more amount of time (about 5 times more) than men on caring household and household members; men, on the other hand, are the primary “breadwinner” in the household spending more time on fishing and pulaka (submerged taro) farming. These differences are likely to have a far-reaching welfare implication on women especially during and/or in the aftermath of natural disaster incidents as they are expected to provide necessary care to the family and household to minimize the disruption.
- In the islands that were selected for the study, only 1 out of 24 (4.2%) technical positions is held by a woman whereas 25 out of 30 (83 percent) teacher positions are held by women. This was considered an important entry point for empowering women through building skills in new areas where women are less well-represented and strengthening their existing role by providing more responsibilities.
- Separate consultations with young women from the islands confirmed limited economic opportunities for young women as their main income opportunities are limited to crafts making. They highly welcomed any additional income generation opportunities that the project may be able to provide.

In this assessment, information from several rounds of past consultations and studies has been reviewed and analyzed. They include a nation-wide survey in 2013 that involved a total of 214 people (94 women; 44 percent) across eight of the nine total island communities; another assessment, specifically focusing on gender, was conducted in April 2013 in the island of Funafuti, Nanumea and Niutao. Part of this assessment included a “time use study” in which 101 people (51 women and 50 men) aged between 18 and 82 years,

were interviewed and record their activities by a 30-minute interval. This study highlighted differences in social and private responsibilities between men and women.

## **GENDER CONSIDERATIONS: IN PROJECT PROPOSAL**

Based on the project design process as well as assessment results described above, gender considerations were incorporated within the various aspects of the proposal to ensure that the project contributes to the empowerment of women in Tuvalu. The underlying principle that in the project is: participation and responsibilities. Awareness and skill building are two key elements that enable meaningful participation and fulfilment of responsibilities. It is also important that the participation in some of the project activities and taking on additional responsibilities will directly lead to increased economic opportunities (such as paid work on beach profiling and monitoring and maintenance of coastal infrastructure), which is an important condition for gender equality. The following project activities, in particular, have been designed which integrate the principle of gender empowerment.

### ***Empowering women to become an active agent for island governance / Economic empowerment opportunities for women through coastal protection work***

- Women community members as an agent for collecting beach profile information (five people per island will be selected for this purpose and youth and women's groups will be mobilized for this purpose), which provides an additional income source for them;
- Women community members with an additional responsibility of monitoring status of coastal protection infrastructure and undertaking basic repairs, which provides an additional income source for them; and
- Women's group as a checks-and-balances function in a more transparent, accountable island-level governance. Under Output 3, where climate resilient development planning process will be introduced/strengthened, women's group will take on an additional responsibility of monitoring the performance of the island council through the participatory video tool and community scorecard. Women's engagement in this area is expected to result in not only a more balanced power structure between men and women in the island-level decision making process, but also empowerment of women as they establish a more concrete status in the island decision making process. The performance-based top-up grant that will be introduced under this Output will reinforce this status further because to be eligible for top-up, the evaluation of island administration (*kaupule*) by women's group on various performance indicators is an important criterion.

### ***Facilitating women's participation in areas women are underrepresented***

- Scholarship program that aims to enhance Tuvalu's long-term technical capacity for coastal protection and management will target half of the participating students to be women. This will create opportunities for women in technical positions in and outside of the government that have been dominated by men such as engineer and designer positions in the Public Works Department and technical position in the Department of Lands and Surveys; and
- The process of strengthening ISPs by integrating climate change concerns will follow the gender-sensitive approach that is currently adopted in the ongoing second LDCF project. Discussions in which climate-related risks, concerns and community action priorities are identified will be organized by community sub-groups such as women and youth. While women's participation in island-level decision making has been encouraged for some time, consultations with both men and women suggest that it still takes years before women feel comfortable in speaking out in these settings and male domination in decision making – the past practice that continued for many generations – is genuinely replaced by equal participation. The gender-sensitive facilitation of community dialogues will contribute to the gradual transition into more participatory decision making process.

In addition to these activities that present opportunities and/or assign new responsibilities specifically women, there are other project activities that are likely to have positive impacts on women's status in society. First and foremost, the investment in coastal protection is likely to mitigate the effects of natural calamities

that women disproportionately bear compared to their male counterparts. The GCF investment in coastal protection is expected to reduce the magnitude of impact or frequency of wave over-topping events, therefore, contributing to the negative welfare impact on women. Second, as revealed in the gender assessment conducted in the first LDCF project in 2013, school teacher positions in Tuvalu are predominantly filled by women, and the GCF project will use these women as an agent of change for raising awareness among children about coastal processes and climate impact on coastal erosion. Working closely with school teachers and disseminating new knowledge through them is expected to contribute to raising their status in the society, increasing their empowerment and their visibility.

Lastly, the island-level assessments of oceanographic and coastal environment which will be carried out in the first project of the project implementation will include environmental and social impact assessment. This assessment will look into different ways in which men, women and other vulnerable groups will interact with the sea. For example, men typically engage in near-shore or pelagic fishing while women glean fish and shells on reef flat immediately beyond the shoreline. This could mean that the design of coastal protection could have a larger impact on women's activity. These gender-differentiated interactions with the sea will be reflected in the design of the coastal protection.

### ***Gender-responsive project implementation strategy***

Effectiveness of the measures aiming at promoting gender empowerment will also be ensured through certain implementation protocols and strategies. For example, not only will some types of community consultations be carried out by separating men and women in different locations, the project-financed ISP officer, who will be the main liaison with local communities, will likely be selected from female candidates. In the second LDCF project, also supported by UNDP, has recruited female officers who are responsible for community engagement and ISP support, and this approach has been effective to date in psychologically lowering participation barrier among women.

Outer island visits also require careful planning to make the project implementation process as gender-responsive as possible. The GCF project will adopt the “Metronome” approach<sup>4</sup>, first devised for the implementation of the second LDCF project, to enable community members to plan ahead for participating in project activities. The Metronome approach is important not only for timely implementation of the project, but also for effective participation of both men and women in project activities. The timing of availability for men and women are different depending on their responsibilities in the society and households. The Metronome approach, which establishes a strict outer island visit schedule, while allowing the project to spend as much time in the island required to complete the task (as long as it is agreed by the island community in advance), enables the project team to dedicate time needed to ensure that men, women and other groups' views and concerns are fully reflected in the project implementation.

### **NEXT STEPS**

These considerations will be formally translated into a Gender Strategy and Action Plan during the inception phase of the project. The Plan will lay out the operational process for ensuring the approach to women's empowerment and achieving the targets presented above. The Plan will also outline a schedule, methods, and tools to monitor and evaluate progress of how the project's investments on outer island resilience is strengthening Tuvalu's women's empowerment and gender equity.

Furthermore, potential risks of differentiated social and environmental impacts of project activities to men and women will be examined thoroughly during the site specific assessment process. Certain aspects of coastal protection design will reflect, to the extent possible, the ways in which different groups interact with the sea; and measures to mitigate any potential negative effects on women, children and/or vulnerable groups will be incorporated into the construction work plan and implementation design.

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<sup>4</sup> See Annex XIII, Section D (“Community Engagement Strategy”) for more details about the Metronome approach. It is made possible by the dedicated vessel that was purchased for the project implementation of the second LDCF project (and shared by a few others). The proposed GCF project will establish a partnership with the LDCF project to ensure that the Metronome approach is applied.