



Annex 4: GCF Gender Assessment and Action Plan (GAAP)

GAAP for GCF Enhanced Direct Access Programme “Climate change adaptation solutions for local authorities in the Federated States of Micronesia”



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Overview

This Gender Analysis and Action Plan (GAAP) provides the overall context and framework for mainstreaming gender into the Green Climate Fund (GCF) project “Climate change adaptation solutions for local authorities in the Federated States of Micronesia.” Accordingly, it has been developed in line with the GCF Gender Policy and the GCF Gender Mainstreaming Guide and includes the following sections:

- Overview of the legal and policy framework related to gender in the Federated States of Micronesia (FSM) including a look at the Gender Stocktake Report for FSM
- Analysis of population, household, education, and income data from the 2010 Census and 2013/2014 Household Income Survey
- Description of income and employment in the agricultural sectors by gender from the FSM Agricultural Survey
- Overview of violence against women issues in FSM
- Overview of the SDG Voluntary National Review of national priorities and progress assessment for gender equality¹
- Comparison of gender indicators for FSM and other Pacific Island Countries
- Assessment of gender considerations for priority sector areas
- Recommendations for sub-grants mainstreaming gender
- Description of sub-grant implementation roles and responsibilities with regards to gender mainstreaming
- Overall Gender Action Plan for the sub-grant activities
- Framework for gender mainstreaming in sub-grants

Methodology

This GAAP was completed through a desk review of FSM’s legal and policy framework and publicly available gender data pertinent to this assessment. Consultations with women’s groups for each of the four States in FSM were additionally undertaken through November–December 2020. The women’s groups/representatives consulted were the following:

- 1) Pohnpei Women’s Council
- 2) Yap State Gender Support Officer representing Yap women’s groups
- 3) Kosrae Women’s Council and
- 4) Chuuk Women’s Council

The consultation for the Pohnpei Women’s Council was completed in person; however, due to the ongoing COVID-19 pandemic, the remaining consultations were completed via virtual meetings led by the national consultant.

The consultations focused on how gender vulnerabilities manifest within the three thematic areas covered by the proposed EDA programme (disaster risk reduction and coastal protection, food security and water security) and how the sub-grants could be designed and implemented in a gender sensitive manner. Through the consultations, food security projects and assisting women farmers and gardeners were

¹ https://sustainabledevelopment.un.org/content/documents/26668VNR_2020_Micronesia_Report.pdf



deemed as priority measures for the EDA programme to reduce gender vulnerabilities in FSM. Please see Annex I for the full summary of women's groups consultations completed.

Gender Analysis and Assessment

Legal and Policy Framework

International and Bilateral treaties and agreements that FSM is party to and supports:

- Article X of the Federal Programme and Services Agreement between the Government of the Federated States of Micronesia and the Government of the United States where the US Agency for International Development (USAID) is responsible for providing disaster assistance and coordinating the US Government's response to declared disasters in the FSM.
- Chapter 24 of Agenda 21 (United Nations Conference on Environment and Development, 1992).
- Convention on Biodiversity (1992).
- Beijing Declaration and Platform for Action (1995, Fourth World Conference on Women).
- the Johannesburg Plan of Implementation of the 2002 World Summit on Sustainable Development.
- the 2000 Millennium Declaration.
- the 2015 Paris Agreement of the UN Framework Convention on Climate Change (UNFCCC).
- the Agenda 2030 for the Sustainable Development Goals (SDGs).
- Sendai Framework for Disaster Risk Reduction 2018 – 2030.
- Ratification of the UN Convention on the Rights of the Child (CRC) in 1993, UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 2004, and the UN Convention on the Rights of Persons with Disabilities (CRPD) in 2016.
- The FSM Government presented its combined Initial & First to Third CEDAW Report in 2018 and the CRC Report in 2020. General observations and recommendations have been tabled to the FSM Government for consideration in follow up actions by the review panel of experts under CEDAW and CRC.
- FSM Government participated in the UN Human Rights Council (HRC) and presented its report and progress in the implementation of human rights obligations and commitments during the 3rd Universal Periodic Review (UPR) process in January 2021. A list of Recommendation had been tabled by the member governments of the HRC on matters pertaining to gender and social inclusion issues including climate change and disaster risk management, food, and water.

Examples of Recommendations include the following:

- The submission to the UN of the initial report on the implementation of the Convention on the Rights of Persons with Disabilities.
- Withdraw of reservations to the UN CEDAW.
- Implement a national development plan to provide a strategic and coordinated framework for informing climate change mitigation efforts and building the country's climate resilience.
- Create a national development plan to mitigate the effects of climate change and increase funding and resources for emergency preparedness and response facilities as part of the ongoing strengthening of its overall climate resilience and mitigation efforts.
- Ensure that the National Climate Change Policy considers efforts to alleviate the disproportionate impact of climate change on women and children.



- Ensure that the National Policy on Climate Change considers the impact of climate change on children and women and the role they should have in the actions implemented in their favour.
- Ensure that women, especially rural women, children, persons with disabilities and indigenous and local communities are meaningfully engaged in the development and implementation of climate change and disaster risk reduction frameworks.
- Allocate sufficient resources to FSM Department of Environment, Climate Change and Emergency Management (DECEM).
- Consider becoming a member of the International Labour Organization with the view to ratifying its core conventions and bring its labour legislation in line with international standards.
- Improve national data collection by completing a census by 2022 and ensure that disaggregated data supports national programming and decision-making in the field of climate change, domestic violence, gender-based violence, universal health coverage, universal access to sexual and reproductive health and rights, and empowerment of young people.

Sub-Regional and Regional Agreements

- SIDS Accelerated Modalities of Action (S.A.M.O.A.) Pathway (2014).
- Pacific Youth Development framework (2014 – 2024). Key Outcome 4 is on Climate Change.
- In June 2020, the FSM Government endorsed the Pacific Principles of Practice of National Mechanisms for implementation, Reporting and Follow up (NMRIF).
- Pacific Leaders' Gender Equality Declaration (2012).
- *Jined Kiped* Declaration by the Micronesian Women's Conference in Republic of Marshall Islands (2017).
- Pacific Platform for Action for Gender Equality and Women's Human Rights (2017 – 2030) adopted in Suva, Fiji (2017) during the 13th Triennial Conference of Pacific Women and the 6th Ministers for Women's Meeting.
- Boe Declaration (2018).
- Kainaki II Declaration (2019).
- Framework of Resilient Development in the Pacific (FRDP).
- Outcomes and Recommendations of the 14th Triennial Conference of Pacific Women and the 7th Pacific Ministers for Women Meeting (May 4, 2021) focused on Women's Economic Empowerment, Gender Based Violence and Gender Responsive Climate Justice.

National policies and institutional arrangements

According to the Pacific Women FSM gender situation analysis, the country is in the early stages of implementing a legislative and supporting policy framework to promote gender equality and women's human rights, including commitments made under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). It has a National Strategic Plan on Gender Development and Human Rights in place and a National Gender Policy. In 2019, FSM states drafted gender-based violence action plans under the national Elimination of Violence Against Women and Girls policy (with support from the United Nations Population Fund). The Pohnpei State Family Protection Act was passed in November 2017 (although has yet to be enacted), and Kosrae State Family Protection Act was passed in 2014. Chuuk and Yap States have yet to pass family protection legislation.²

² Pacific Women FSM Country Plan Summary; Available at: <https://pacificwomen.org/key-pacific-women-resources/fsm-country-plan-summary/https://pacificwomen.org/key-pacific-women-resources/fsm-country-plan-summary/>



The FSM Strategic Development Plan (2004–2023) further highlights seven specific strategic goals for addressing gender and vulnerable groups as part of country level development:³

- **Strategic Goal 1:** Enhance and promote the cultural, economic, legal, political and social development of women and children throughout their life cycles
- **Strategic Goal 2:** Enhance the leadership capacity and roles of women
- **Strategic Goal 3:** Mainstream gender issues into decision making, policies and strategic development plans
- **Strategic Goal 4:** Maximize women’s contribution to and participation in democratic and development processes by creating opportunities for women’s active involvement.
- **Strategic Goal 5:** Strengthen the institutional capacity of the women’s programs in FSM
- **Strategic Goal 6:** Strengthen the institutional capacity, effectiveness and impact of youth organizations
- **Strategic Goal 7:** Strengthen youth development through social, economic and political participation

The National Gender Policy, endorsed in 2018, has six strategic goals, linked with other gender equality commitments including the Sustainable Development Programme, CEDAW, Pacific Leaders Gender Equality Declaration and the SDGs:

- Goal 1: Better representation of women in decision-making
- Goal 2: Elimination of gender-based violence
- Goal 3: Equitable education outcomes
- Goal 4: Address barriers facing women in the workforce
- Goal 5: Women have better health care and improved choices over their fertility
- Goal 6: FSM and State Governments mainstream gender

The Policy recognizes climate change and disaster risk reduction (DRR) as priority cross-cutting issues, noting that adaptation can avoid exacerbating existing gender inequalities and vulnerabilities by planning for population and cultural impacts. The short-term priorities include gender-based violence (with the FSM Elimination of Violence against Women policy a key outcome of work to date), women in decision making, women’s economic empowerment, sexual and reproductive health and rights, (girl) child protection and gender mainstreaming, with links to other development partner initiatives and programs.

The principal driving policy framework for the issue of food security and agriculture in FSM, the National Agriculture Policy, also highlights a specific goal for improving gender equity outcomes, namely to “Improve farm incomes and livelihoods with particular focus on gender and vulnerable groups.”

Additional policy frameworks, laws and programmes supported include:

- The FSM Constitution Article IV, section 4 ensures equal protection, which guarantees fundamental rights and freedom regardless of gender, sexual orientation, race, ancestry, national origin, religion, language, and social status.
- FSM Environmental Protection Act (2012).
- Kosrae State passed its Family Protection Act in 2014. Pohnpei State passed its Domestic Violence Act in 2017.
- In 2019, Chuuk State Government raised the Age of Consent from age of 13 to 18 (C.S.L No. 6-66).
- In 2019, Pohnpei State Government raised the Age of Consent from age 16 to 18 (S.L. No. 9L-105-19).
- FSM Disability Policy (2009-2016).

³ FSM Strategic Development Plan (2004–2023); Available at: <https://fsm-data.sprep.org/dataset/fsm-strategic-development-plan-2004-2023>.



- FSM Youth Policy (2017-2023).
- FSM Nationwide Disaster Risk Management and Climate Change Policy (June 2013). At the state level, there are four state action plans (for Chuuk, Kosrae, Pohnpei and Yap States), for Disaster Risk Management and Climate Change. Actions plans and policy are linked to the Sendai Framework and global commitments.
- FSM Agriculture Policy 2012-2016 The results of the 2016 Integrated Agriculture Census are being used to update the Agriculture Policy.
- FSM Government endorsed the National Ending Violence against Women (EVAW) Policy in 2018. State and National implementation plans of the EVAW policy (2018) are being developed.
- The Pohnpei State Law No. 9L-128-19 (Pohnpei Disability Act): Enacted in 2019. In Yap, Yap State Law No. 9-63 was passed for the purpose of addressing the special needs and accessibility provisions for the Yap State building codes. In Kosrae, State Law No. 8-24 was amended to provide persons with disabilities better accesses to government facilities and for other purposes.

The FSM Gender Stocktake⁴ in 2012 highlighted the following key issues for gender governance and mainstreaming gender into policy and legislative frameworks in FSM:

- Budgets for the national and state programs cover only operational costs, including salary, travel and office supplies, but no funds are allocated for development programs. Most development is through funds secured from development partners and the US Federal Funding system.
- Participation of women at the highest levels of decision making remains very limited in FSM. Women continue to be absent or grossly under-represented at the legislative and executive levels of government.
- Historically FSM is a matrilineal society where ancestral descent and land is passed down through maternal tribal lineage. In the modern age however, this historical lineage cannot be generalized. Currently, each family's land agreements are differing from one family to another⁵. Sub-projects will be required to undertake a gender analysis and E&S screening to ensure these issues are embedded in complete risk analysis and community buy-in from both women and men is secured through multiple entryways for stakeholder consultations through the EDA grant mechanism.
- Other barriers to full participation in public decision making and participation at the higher government level include the lack of opportunity to undertake leadership training and the lack of support for women wanting to move into roles that have traditionally been dominated by men.
- Lack of awareness of the issue of gender equality was highlighted by FSM departments as a major barrier to higher political commitment to gender mainstreaming.
- Lack of sex disaggregated data to inform policy developments

The Department of Health and Social Affairs hosts the Gender Development Office (GDO) as the focal point for gender issues in FSM, and the CEDAW Committee, with the FSM Gender Stocktake⁶ highlighted critical challenges, including:

- GDO is not strategically located within the central government structure to influence the integration of gender across the policy, programming and resource allocation spectra.
- GDO has few resources and no process to facilitate the mainstreaming of gender and women's human rights across the whole of government.

⁴ Stocktake of the gender mainstreaming capacity of Pacific Island governments – FSM. Available at:

https://www.spc.int/sites/default/files/wordpresscontent/wp-content/uploads/2017/03/web_2-FSM_gender_stocktake.pdf

⁵ Discussions with women's groups – see Annex 1

⁶ Stocktake of the gender mainstreaming capacity of Pacific Island governments – FSM.



- GDO lacks expertise and experience in gender and human rights analysis and integration, particularly when it comes to research and statistical support, gender-related planning and analysis, sub-grant management, information management and dissemination and evaluation

Further it should be noted that in addition to the GDO, FSM National government funds some gender positions, with Pohnpei and Yap having state-funded 'women's interest officers' (or equivalent), but gender equality work in Chuuk and Kosrae is largely the responsibility of CSOs including the state women's umbrella organizations. These CSOs and women's organizations will be engaged throughout the programme implementation and in particular through the sub-grant process, where community engagement is embedded in each step of the EDA grant facility (see Section 11 of the feasibility study).

Since the publication of the FSM Gender Stocktake, the Department of Health and Social Affairs and GDO have made significant progress including:

- Actively engaging in policy, programming and resourcing spectra to incorporate gender equality considerations in national government processes (for example the SDGs and the Voluntary National Review (VNR)),
- Increased budget allocation for gender equality
- The National Ending Violence Against Women Policy and State Action Plans (action plans not yet endorsed)
- Mobilized resources to support women's economic empowerment, sexual reproductive health rights and ending violence against women

The Pacific Women Country Plan for FSM highlighted some progress in addressing these gaps, but many of them still remain significant barriers for FSM mainstreaming gender.⁷

The FSM Women's Council comprises office bearers from the four State women's councils or associations, umbrella groups for all the women's groups in the state: Chuuk Women's Council (CWC), Kosrae Women's Association (KWA), Pohnpei Women's Council (PWC) and Yap Women's Association (YWA). These women's councils are key players in advocating for gender equality in their own states to support the six strategic goals in the National Gender Policy as well as implementing projects and programs identified by members. At the 2014 National Women's Conference in Pohnpei, the women's councils resolved to form an FSM Women's Council. That body was legally established prior to the 2016 conference in Yap. The Women's Councils completed the process to formally establish the FSM Women's Council in January 2018 and is now the coordinating body or national voice for women; and has received funding support from National Government through the GDO. The 2020 conference in Kosrae has been postponed and a key outcome of that meeting was the endorsement of the FSM Women's Council Strategic Plan.

The VNR notes that "it is in the civil society sector where women have an outsized impact on the collective consciousness and development of the many islands in FSM. More organized support and public-private and private-private partnerships should be sought as a matter of policy".

Women's groups have been consulted in the development of the GAP and will continue to be part of the stakeholder engagement process as they are an integral part of communities across FSM.

The EDA programme will include dedicated gender capacity support during programme implementation to ensure the GAP is carried out as well as ensure women's groups and government gender officials are fully incorporated and engaged throughout the life of the EDA programme.

⁷ Pacific Women FSM Country Plan Summary.



Existing Gender Inequality – Statistical Overview

The poverty profile for FSM highlights that at the national level about one-fifth of the population lives in female-headed households (17.8%-20.7% range across the states). These female-headed households are also on average larger and have more children across all states except Yap. Further, at the national level over half of female-headed households live in poverty compared to 40% of male-headed households (Table 1).⁸

Table 1: Male vs. Female-Headed Households Summary 2013/2014 HIES

Household Type	Percent of Population					Poverty Incidence				
	Yap	Chuuk	Pohnpei	Kosrae	Total	Yap	Chuuk	Pohnpei	Kosrae	Total
Male Headed	79.3	82.2	78.7	81.7	80.6	37.3	43.3	36.7	18.8	38.9
Female Headed	20.7	17.8	21.3	18.3	19.4	47.3	55.9	48.2	31.3	50.5
Overall	100	100	100	100	100	39.4	45.5	39.2	21	41.2
Household Type	Average Household Size					Average No. of Children under 15				
	Yap	Chuuk	Pohnpei	Kosrae	Total	Yap	Chuuk	Pohnpei	Kosrae	Total
Male Headed	7.4	8.5	7.7	6.7	8.5	2.6	3.5	2.7	2.7	3.1
Female Headed	6.3	10.3	8.5	8.8	9	2.1	4	2.9	3.3	3.3
Overall	7.2	9.7	7.9	7.1	8.6	2.5	3.6	2.7	2.8	3.1

In 2013/2014, male-headed households across all states had higher average annual income than female-headed households. At the national level, female-headed households earned 9% less on average than male-headed households, but that differential varied significantly across states with male-headed households in Kosrae earning 2% more than female-headed households compared to a 42% differential in Chuuk. Breaking this down by income groups there isn't much of a difference between male- and female-headed households earning less than USD 5,000 (37.4% of male households and 36.7% of female households), but the distribution of high-income households (>USD 30,000) shows higher percentage of male-headed households (10.2% vs. 6.7%) (Table 2).⁹

Table 2: Average Annual Income Males vs. Females HIES 2013/2014

State	Average annual income			
	Male (USD)	Female (USD)	Difference (USD)	Difference (%)
Yap	16,103	15,085	1,018	7%
Chuuk	8,858	6,197	2,661	43%
Pohnpei	17,033	15,517	1,516	10%
Kosrae	15,190	14,896	2,94	2%
FSM	13,311	12,208	1,103	9%

Source of income across male and female headed households is consistent for the most part, with the major differences being that male-headed households are on average 11% more based on cash income and female headed households saved 9% more than male headed households.¹⁰ While the expenditures breakdowns for male- and female-headed households is pretty similar with food and non-alcoholic beverages accounting for 34.4% and 34.5% of monthly expenditures, respectively, there is a substantial

⁸ HIES Poverty Profile 2013/14; Available at: https://www.fsmstatistics.fm/wp-content/uploads/2019/02/2013_FSM_Poverty_Profile.pdf

⁹ HIES Main Analysis Report 2013/14; Available at: https://www.fsmstatistics.fm/wp-content/uploads/2019/02/2013_FSM_Poverty_Profile.pdf

¹⁰ HIES Main Analysis Report 2013/14.



difference in the level of expenditures with male-headed households spending on average 12% more than female-headed households.¹¹

In the workforce, similar disparities exist. Across the States, 62.7% (Chuuk) to 70.3% (Pohnpei) of the male population 15+ years old were in the workforce with 51% of that labor force engaged in formal work and 48% engaged in home-based work (45% subsistence, 54% market-oriented). For females, only 43.3% (Chuuk) to 65.7% (Yap) of the population 15+ years old were in the workforce with 42% of that labor force engaged in formal work and 57% engaged in home-based work (58% subsistence, 41% market). Roughly a quarter of male and female households were employed in agriculture, but nearly 30% of females were employed in private households compared to just 10% of males. The other major differences are that 14% of males were employed in fishing compared to just 2% of females and 15% of males were employed in public administration compared to 9% of females. These differences highlight that income opportunities for females in FSM are limited compared to those for men, and the income activities available to women tend to be more home-based work, particularly for subsistence.¹²

The gender differentials in labor force preparticipation are further evident in the FSM Social Security Administration statistics. In 2016, women represented 39% of Social Security contributors in FSM, and on average women social security contributors had 11% lower annual average gross earnings than their male counterparts. While this 'gender earnings gap' has reduced substantially over the last 20 years (19% since 1997), it still highlights a significant issue to be addressed for gender equality. At the state level, Chuuk social security contributors were 40% female and the earnings gap was about 14%. For Pohnpei, 38% women and an 8% gap; for Yap, 43% women and an 11% gap; and for Kosrae 36% women and 16% gap. The VNR noted that women are leading transformative change through civil society. In the civil society sector, the FSM Social Security data shows that women's participation is the same as men, and in addition they earn substantially more, on average, than men.

For education, women in FSM have significantly lower educational attainment than men. At the elementary school level 69% of females over 25 years and over in FSM have completed at least elementary school compared to 75% of males, but this differential is more pronounced in Yap and Kosrae where 90.2% and 90.9% of males, respectively have completed elementary school compared to only 68.5% and 78.8% of females, respectively. Overall, about 40% of males have graduate high school compared to just 31% of females, but that differential is also more drastic in Yap and Kosrae where 72.9% and 68.2% of men had graduated high school, respectively compared to 46.1% and 42.1% of women. The proportion of men with bachelor's degrees (5.3%) is also about double the proportion of women with bachelor's degrees (2.8%) at the national level (Table 3).

Further the 2012 Fertility Monograph for FSM further documents issues for gender inequality in FSM. In 2012, about 6% of women aged 15-19 years had given birth, a relatively high rate of teenage fertility. Overall, almost 100 births to women younger than 15 years of age were registered during the period 2000-2010, and another 1,061 births of women aged 15-17 years. The census data show that only a small proportion of teenage women who gave birth attended school which creates additional hardships and lack of income potential in the future for the young women.¹³¹⁴

In the 2016 Agricultural Census, most of the people aged 15 and over in households with land used for agriculture had not graduated from high school – 58% of males and 59% of females. Twenty percent of

¹¹ Census 2010, Basic Tables; Available at: <https://www.fsmstatistics.fm/wp-content/uploads/2019/02/2010-Basic-Tables.xlsx>

¹² Census 2010, Basic Tables.

¹³ Census 2010, Basic Tables.

¹⁴ Fertility Monograph 2012, Available at: https://www.fsmstatistics.fm/wp-content/uploads/2019/02/2012-Fertility_Monograph.pdf



males and 21% of females reported that they had graduated from high school, and 12% of males and 11% of females reported some college education but no degree.¹⁵

The FSM Education indicators Report for 2018/2019 highlights that in 2019, net enrollment in FSM schools is 82% in elementary level, whereas it is only 65% in ECE and 46% Secondary level and while boys' and girls' net enrollment is almost equal in elementary level, boys' NER is higher in ECE and girls' NER is higher in secondary level. In grade 1, gross intake rate is slightly higher for male students compared to female students, whereas in grade 8 female gross intake rate is substantially higher than male gross intake rate. Possible reasons for this variation by gender could be associated with late entry of male in grade 1, whereas higher GIR for females in grade 8 could be associated with repetition in elementary level. Most primary school survival rates throughout FSM are considered low with female students having slightly higher survival rates than male students. The data shows roughly ~45% (39% Male/50% Female) survival rate of cohort starting in Grade 1 and reaching Grade 8 and that same cohort starting and Grade 1 and reaching Grade 12 is very low at about ~20% (17% Male/25% Female).¹⁶ These education gaps lead to less opportunities in the workforce for women as well as limited leadership/politics roles for women. For the specific project, it indicates that stakeholder engagement needs to be actively aware of and addressing these inequities in designing outreach, communications, and other strategies for the project. Further, women's interest groups, community groups, and civil society might require additional support, capacity development and coaching and mentoring to be able to fully and actively engage in the envisioned climate adaptation sub-projects.

Table 3: Comparison of Educational Attainment 2010 Census

Group	Category	Total	Yap	Chuuk	Pohnpei	Kosrae
Male	Percent elementary school graduates	75.7	90.2	70.4	74.7	90.9
	Percent high school graduates	40.6	72.9	30.3	37.8	68.2
	Percent bachelor's degree	5.3	7.3	2.5	7.4	9.2
Female	Percent elementary school graduates	69.6	68.5	65.8	73.1	78.8
	Percent high school graduates	31.4	46.1	25.3	31.6	42.1
	Percent bachelor's degree	2.8	4	1.1	4.4	2.8
Overall	Percent elementary school graduates	72.6	78.9	68.1	73.9	84.8
	Percent high school graduates	36	58.9	27.8	34.7	55.1
	Percent bachelor's degree	4	5.6	1.8	5.9	6

The EDA programme should recognize the prevalence of discrimination and unequal participation of females in technical and vocational education and training, and ensure women and girls are equitably represented in programme activities, and are recognized for their unique perspectives on DRR, food production, and water security. Table 6 below provides a more detailed breakdown of some of the key gender perspectives within the three thematic areas of the EDA programme; DRR, food security and water security.

Women in Public Life and Decision-Making

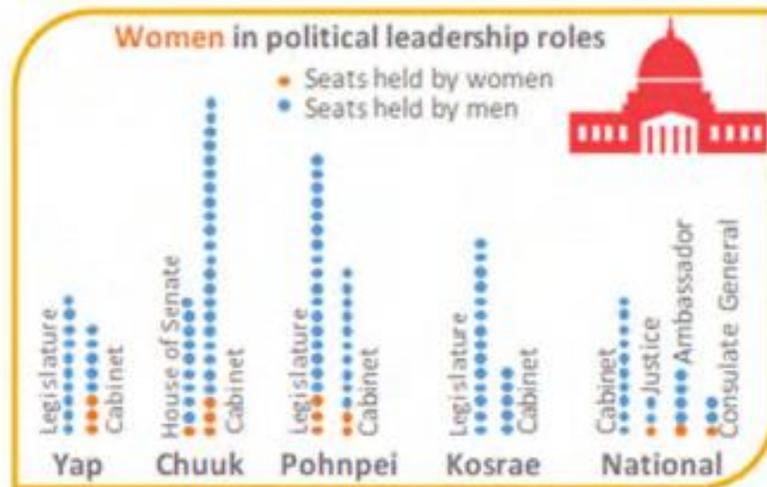
Until recently, women in FSM have been totally absent from the legislative and executive levels of government, and continue to be significantly under-represented in civic affairs today (see Figure 1). In 2020, there were three women serving as legislators in the Pohnpei State Legislature, and in Chuuk, there were two State female senators.

¹⁵ FSM 2016 Agriculture Census; Available at: http://www.fsmrd.fm/wp-content/uploads/2020/06/200120_FSM_IAC_2016.pdf

¹⁶ FSM Education Indicators 2018/2019; <http://national.doe.fm/index.php/ndoe-public/education-statistics/education-indicators/532-fsm-education-indicators-18-19>



In the public service, some women have achieved seniority and are able to influence government policies and programs. Statistics show that of all the major formal work sectors (national and state government,



private sector and civil society), it is civil society where women actually earn more on average than men.

Figure 1. Women in Political Leadership Positions in FSM States, 2020 Data (Source: VNR Report, 2020)

There are no legal barriers to women's representation in government, but there are significant socio-cultural restrictions. Traditionally, matrilineal societies enable women to actively participate in decision-making processes related to family, community and natural resource matters, but for the speaker of the family is male, usually an uncle or brother. The EDA programme will ensure the participation of women in the decision-making process for the selection of adaption solutions within the three thematic areas of the EDA Facility. The active participation of women is embedded in the GAP below as well as in the programme's Stakeholder Engagement Plan (Annex 7).

At the local level, women are involved in small businesses, cooperatives, within traditional structures and within faith-based organisations. Such women's groups are organised and visible at community level. The nature and organization of such groups differ considerably between groups of different types as well as from State to State and from community to community. This is because there is considerable complexity across different islands, communities and ethnic groups within FSM. There is a Women's Council in each of the four States.

Agricultural Income and Participation

The 2016 FSM Agricultural Census provides a more detailed look at jobs and utilization in the agricultural sector (crop raising, livestock, fisheries, forestry, and hunting) which helps provide additional context for gender disparities. These considerations will need to be balanced by the sub-grants, particularly those that are focused on food security.

Just over 90% of households recorded in the Agriculture census had access to land they used for agriculture. Across FSM the householder was male in 80% of households. Yap had the highest proportion of female householders with access to land for agricultural activities (26%), followed by Pohnpei (21%), Chuuk (18%), and Kosrae (17%). In these households, 30% of males and 19% of females 15 years old or older reported paid employment in these fields, but this varied significantly by state: 44% of males and



28% of females in Yap, 18% of males and 12% of females in Chuuk, 39% of males and 23% of females in Pohnpei, and 41% of males and 24% of females in Kosrae. The farming activity main operators were mostly males (77%) and when the main operator was reported to be female, about 48% were over 55, compared to 32% of male main operators. Where the main operator was female, nearly 60% received no income from agriculture, compared to 48% of households where the main operator was male. It should be noted that subsistence farming tends to be a family enterprise with gendered division of labour, so the earning statistics should be understood in that context. In specific agricultural sectors, the breakdowns are as follows:

- **Crop Raising** - 37% of the people participated with males making up 64.3% of the crop workers and females just 35.7%. However, this was flipped in some states as Yap had an estimated 62.4% of crop workers female and only 37.6% male.
- **Livestock** - Across FSM, 24% of people 15 and over worked on livestock activities. Gender distribution for livestock activities also varied across the states with females accounting for 55% of the workers in Yap, 36% in Chuuk, 31% in Pohnpei, and 14% in Kosrae.
- **Fishing/Aquaculture** - 18% of people over 15 participated in fishing activities with males dominating that industry with over 84% of the fishers. This varied across states. In Yap, 5.5% of fishers were females, 16.5% in Chuuk, 20.2% in Pohnpei and 20.4% in Kosrae. In aquaculture, 77% of the main operators and 70% of those that usually worked were males.
- **Forestry and Hunting** - Across FSM, 29% of males and 13% of females aged 15 and over were reported to be involved in forestry activities. In Yap, 44% of the people reported engaging in hunting activities were female, compared to 21% in Chuuk, 19% in Pohnpei and 24% in Kosrae.

Women are involved in natural resource management, food security, and resilience initiatives as stated above, through this EDA programme, women must be actively engaged throughout the implementation of the programme. The GAP (below) provides specific activities to undertake to ensure active participation by both women and men.

Violence Against Women

In October 2014, FSM conducted a National Family Health and Safety Study¹⁷ which highlighted the major issue of violence against women in FSM including the following significant findings:

- Almost one in three ever-partnered women in the FSM (32.8%) have experienced physical and/or sexual violence by a partner at least once in their life and slightly over 18% of ever-partnered women have experienced sexual violence by a partner in their lifetime.
- Nearly one in four ever-partnered women (24.1%) experienced physical and/or sexual violence by a partner in the 12 months preceding the interview.
- Two in five women who ever experienced partner violence (41%) were injured at least once in their lifetime due to the violence.
- More than one in three ever-abused women (35%) never told anyone about the violence. Those who did disclose it mostly confided in family members and friends. 89% of ever-abused women never went to formal services or authorities, such as health centers or police, for support. The most common reason for not seeking support from formal services or authorities was that respondents thought the violence was normal or not serious.
- Almost 10% of all interviewed women experienced physical violence by a non-partner and the most common perpetrators were parents and other relatives.

¹⁷ FSM National Health and Safety Report; Available at: <https://pacific.unfpa.org/sites/default/files/pub-pdf/FSMFHSSReportweb.pdf>



- Children of women who experienced partner violence were almost three times more likely to have stopped or dropped out of school than children of women who never experienced partner violence

Some key recommendations for FSM included that national and state level actions are implemented to:

- Promote a multi-sectoral coordination between the health system and other public agencies (e.g., legislature, judiciary, public safety, social services) and private organizations (e.g., women's groups, NGOs, private health centers) to address VAW in a comprehensive manner
- Create shelters and other social services institutions with health, counseling, and security staff adequately trained to serve abused women and children. Locate those shelters close by a respected local leader to provide further security to abused women and children from the abusers.
- Develop workshops for parents about parent-children relationships, gender roles, and gender equality
- Promote the passing of the Family Protection Act in Pohnpei, Chuuk, and Yap.
- Give funding priority to existing government programs aimed at addressing violence against women, such as the Domestic Violence Unit and the training program for police officers on domestic violence.



Comparison to the Region

Compared to other nations in the Pacific, FSM is lagging in many gender indicators (as collected by the SPC National Minimum Development Indicator Initiative¹⁸), particularly representation of women in parliament, female participation in the labor force, and proportion of women employed in a non-agriculture sector (Table 4).¹⁹

Table 4: Overview Comparison of Gender Indicators for Pacific Island Countries

Indicator	Cookos	FSM	Fiji	Kiribati	RMI	Nauru	Niue	Palau	PNG	Samoa	Solomons	Tokelau	Tonga	Tuvalu	Vanuatu
Women Representation in Parliament HD-GEN-1.1 MDG.3.3	17 2014	0 2016	16 2016	7 2016	9.1 2016	5.3 2016	10 2016	0 2016	2.8 2014	10 2016	2 2016	15 2011	3.6 2016	7 2016	0 2016
Govt Budget Allocated to Women's Department (% Recurrent) HD-GEN-1.4	0.3 2011-12	0 2004	0.1 2014	0.1 2014	0 2015	0.1 2010-11	0.1 2011-12	0 2014		2 2013-14	0.7 2014		0.1 2014-15	0.7 2014	0.7 2010
Tertiary Education Completion Rate HD-GEN-1.7	13.1 2016	9.1 2013		4 2015	2.3 1999	3 2013	3.3 2001	16.2 2015		13.9 2013	6 2015	19.8 2016	17.5 2016	13.7 2016	4.7 2013
Female Labor Participation Rate HD-GEN-1.8	58.4 2016	36.2 2013	37.4 2017	55.8 2015	35.4 1999	52.7 2013	63 2016	74.3 2015	60.5 2011	43.5 2013	71 2013	63.2 2016	41.9 2016	35.4 2016	85.7 2016
Female-Male Labor Participation Ratio HD-GEN-1.9	0.8 2016	0.6 2013	0.5 2017	0.8 2015	0.5 1999	0.7 2013	0.8 2016	0.9 2015	1 2011	0.6 2013	0.9 2013	0.8 2016	0.6 2016	0.5 2016	1 2016
Female-Male Employment Ratio HD-GEN-1.10	0.8 2016	0.5 2013		0.7 2015		0.6 2013	0.8 2016	0.8 2015	1 2011	0.6 2013	0.8 2013	0.7 2016	0.5 2016	0.5 2016	0.6 2016
Women Employed in a Non-Ag Sector HD-GEN-1.11 MDG.3.2	48.8 2016	33.1 2013	34 2007	44.7 2015	36.7 2011	37.4 2013	49.3 2016	48.7 2015	32.1 2000	38.5 2013	65.5 2015	44.5 2016	46.3 2016	36.4 2016	41.3 2009
Prevalence of Violence Against Women HD-GEN-1.12	33 2014	33 2014	64 2013	68 2010	51 2014			25 2014	65 2010	65 2006	64 2009		40 2012	45 2007	60 2011
Attitudes VAW HD-GEN-1.13				76 2010	56.5 2007					55.7 2009	65.8 2015		26.4 2012	71 2007	59.8 2013

Gender Mainstreaming Considerations for Sub-grant Activities

There are three principle sectors for the sub-grants: disaster response/recovery, food security, water security. Each underlying sub-grant will have its own anticipated problem tree, but an overarching one specific to gender for the three principal sectors is included below (Figure 2).

¹⁸ SPC NMDI Initiative; Available at: <http://www.spc.int/nmdi/gender>

¹⁹ Not all of the indicators align with other reported numbers utilized in the baseline for FSM, but the standardized numbers across countries provides a good framework for regional comparison

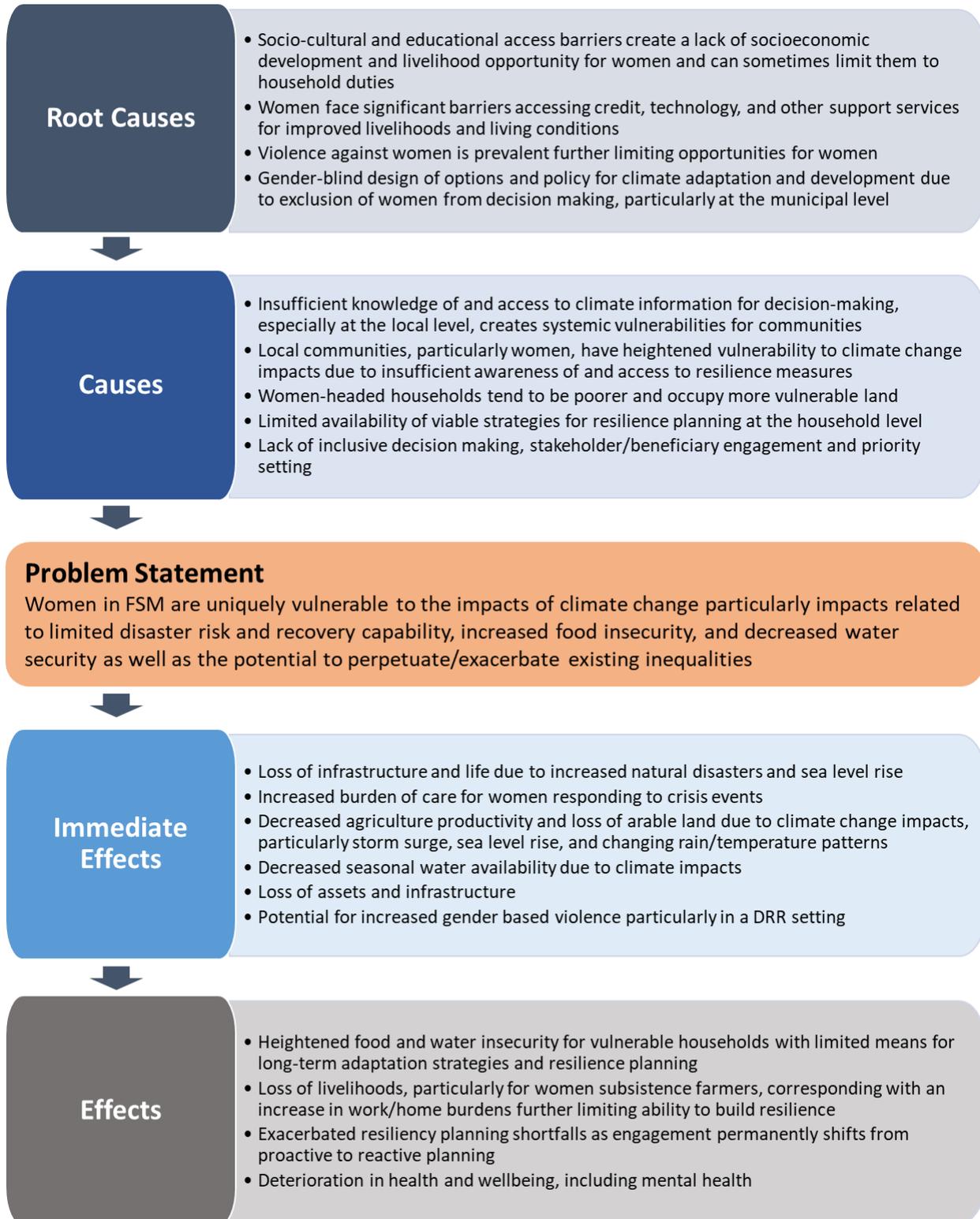


Figure 2: Overarching Problem Tree



While each of the sub-grants will need to be tailored to the specific contexts in the local authorities (Las), the Pacific Climate Change and Gender Toolkit²⁰ highlights the following key considerations for gender in climate change, DRR, food security, and water security in Pacific island states (Table 5).

Table 5: Key Gender Considerations for DRR, Food Security, and Water Security sub-grants

Sub-grant Sector	Context Description ^{21,22,23}	Key Gender Considerations ²⁴
Disaster Risk and Recovery	<p>In FSM, climate change is likely to lead to an increase in the intensity of disasters such as cyclones, floods, droughts and severe storms. Both men and women play a critical role in the preparation and recovery process but women may not have the same capacity to influence decision-making. Men, particularly those with greater levels of power and authority, are usually the ones informed and consulted by response agencies, including governments, and they directly participate in the decision-making and management processes for disaster risk management. This could mean that women's needs and priorities are not properly addressed in early warning systems, preparedness, and during the recovery process. Further, women and girls also experience a number of secondary impacts, including violence and trauma, loss or reduction in economic opportunities, and an increased workload. However, viewing women as victims exacerbates their vulnerability; they have unique knowledge and practical skills that are critical for climate change and disaster adaptation. Women and girls represent half the population and their equal participation and skills will lead to a more effective overall response to climate change</p>	<ul style="list-style-type: none"> • Disasters happen when a hazard -- such as flood, cyclone or sea level rise – occurs in a place where people are vulnerable • Men and women have different vulnerabilities and exposure to disasters, due to traditional roles and the specific situation or context, which we must analyze case by case • Men and women also have a range of different capacities for anticipating and reducing the likelihood of disasters occurring • Women's vulnerability is partly due to lack of mobility, as they are often expected to stay close to home to undertake household work and attend to family members • Men tend to have greater access to resources, such as income and vehicles, and due to social roles generally have more mobility which makes them less vulnerable to disasters • To effectively reduce disaster risk programmes and sub-grants must identify and acknowledge the various capacities and skills that both women and men can contribute to risk reduction, such as traditional knowledge and practices • Initiatives for DRR must also build the capacities of both men and women equitably, by training both in the use of new technologies, such as early warning systems • To be successful, investments in DRR, such as local infrastructure sub-grants or community activities and plans, must consult both men and women extensively, to learn about their ideas and preferences • Leadership by both men and women at the community and national level is essential for effective DRR
Food Security	<p>Climate change is expected to have a drastic impact on food security and agriculture in FSM including by decreasing the availability of local food through a reduction in agricultural yields, reducing availability of arable land and fresh water, creating food shortages due to extreme events, and straining existing systems due to population displacement. In FSM, women play a critical role in food production both through subsistence farming to feed their families as well as growing cash crops for income. Despite this, women often face barriers to accessing agricultural land, training, credit and services. The agricultural production that women and girls perform also tends to be considered part</p>	<ul style="list-style-type: none"> • Women and men are both involved in food security, but have different roles and responsibilities, and therefore also different needs and priorities for managing climate and disaster risks. • Women's contribution to subsistence food production and income generation is critical for food security, and is as important as men's contribution. • Women and men have different and complementary skills and knowledge about food production and food security that can be used to adapt to climate change. • Women are often responsible for food preparation and have traditional knowledge that can contribute to identifying successful adaptation strategies. • Gender inequality – reflected in participation in decision making, control over financial resources, land ownership, distribution of tasks

²⁰ UN Women Pacific Gender and Climate Change Toolkit; Available at: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2015/toolkit%20booklet%20pages.pdf?la=en&vs=4359>

²¹ UN Women Pacific Gender and Climate Change Toolkit.

²² UN Women GENDER EQUALITY, CLIMATE CHANGE AND DISASTER RISK REDUCTION; Available at: https://www2.unwomen.org/-/media/field%20office%20eseasia/docs/publications/2016/02/ireach_brief_7jan16_email.pdf?la=en&vs=3250

²³ UN Women CLIMATE CHANGE, GENDER AND FOOD SECURITY IN THE PACIFIC; Available at: <https://www.unclearn.org/sites/default/files/inventory/unwomen700.pdf>

²⁴ UN Women Pacific Gender and Climate Change Toolkit.



	<p>of “women’s household responsibilities”. Alongside these challenges, climate change will make it more difficult to make a living from agriculture and women may also struggle more than men to find alternative livelihoods, enter the formal employment sector, or migrate due to cultural barriers and lack of opportunities and education. Further, there is evidence of increased violence against women during disaster recovery such as flooding from climate change and extreme events.</p>	<p>within the household, and access to technology and information – poses a critical obstacle to food security and climate change adaptation.</p> <ul style="list-style-type: none"> • Women are the traditional landowners and are responsible for agriculture, however men make decisions about land use • Programs that are aimed at strengthening food security and building resilience to climate change must allocate resources that are equitably accessible for women and men, and should be customized to address their respective needs.
<p>Water Security</p>	<p>Water availability, access, and security in FSM is expected to be impacted by changing climate particularly with alterations to rainfall patterns and salinization of groundwater from storm surge and sea level rise. The causes of water scarcity and reduced water quality are not solely climate-related and also include unsustainable use of water, lack of maintenance of equipment, and pollution of underground water because of activities like livestock production and poor sanitation and waste management. There is often a clear division of labour between men and women in water resources management. These different roles and responsibilities vary, but in general women are tasked with water collection and preparation for both household and cooking use as well as for agricultural activities. Understanding the needs and responsibilities of men and women within their specific context is very important in identifying and addressing climate change impacts on all community members. Women have critical skills and knowledge, which, if used effectively, can contribute to the development of more effective water management plans, policies and programmes. Their contributions to developing effective solutions can help governments and other stakeholders improve the social benefits and economic returns from their investments.</p>	<ul style="list-style-type: none"> • Women and men are both involved in managing and using water resources, but they may have different needs and priorities for managing and using these resources. For example, men are more likely to use and manage water for agriculture and livestock production, while women are often responsible for household water usage and its management. • Water-borne diseases affect everyone, but when a community has an outbreak of diseases, women are usually tasked as caretakers. Therefore, it is vital that women have easy access to information about the timing of water shortages and supply disruptions, and forecasts of drought. To effectively reduce vulnerability to climate change through the improved management of water resources in Pacific island countries programmes should be designed and implemented to meet the needs of all members of the community, including women, men, and people living with disabilities. • Sanitation programmes tend to target women because of their roles in care and household water management. It is important that men are also engaged, so that they understand and actively contribute to ensuring household sanitation practices and appropriate management • Water management policies plans and actions should consider how the proposed interventions provide benefits to different members of society, and the ways in which the different members can contribute to reducing vulnerability. • Information, technology, training and investment in water resources management must be equally accessible for women and men, and customized to address their respective needs and abilities. • Gender inequality is likely to be reflected in the distribution of tasks within the household; in participation in decision-making; in control over financial resources; in land and resource ownership; and in access to technology, training, knowledge, and information. All of these factors are important for water resources management, and should be taken into account when designing policies, plans and programmes.

Recommendations

Given the above context for gender, disaster risk and recovery, food security water security, and climate change in FSM, the following recommendations are provided to help ensure effective gender responsive outcomes for the sub-grants envisioned in this sub-grant:

1. **Gender Expertise for Screening and Review of Sub-Grants:** Given the decentralized nature of the sub-grant and limited existing capacity at the LA level, the sub-grant needs to intentionally ensure that strong gender expertise is included as part of the overall programme. This includes having staff within the EDA Coordination Unit (ECU) who have gender expertise – the ECU will be charged with screening Expressions of Interest (EOI) as well as reviewing sub-projects to



ensure gender has been adequately incorporated into sub-grant design. In addition, the Grants Technical Evaluation sub-committee should include technical expertise on gender mainstreaming as the body for technical reviews and recommendations. Gender-awareness and particularly an eye for identifying key gender challenges and opportunities will be critical to build into sub-grant governance and review structures. Finally, it will also be critical to integrate gender expertise in the roster of technical contractors.

2. **Integration of Gender-Responsive Activities into Sub-Grant Design:** The EDA Facility will need to deliberately integrate modules for gender-responsive sub-grant design, localized strategies for inclusive priority setting, implementation modalities, gender mainstreaming, sub-grant gender selection criteria, and sub-grant implementation into inception design discussions, trainings and workshops for local officials.
3. **Municipal-level Baseline Data:** Baseline data disaggregated by gender at the municipality level, particularly for focused indicators related to food/water security and DRR is limited at the moment, so the EDA Facility has a critical role to play in collecting this information through its stakeholder engagement and collaboration with LAs when developing sub-grants. Establishing more effective baselines for gender inequality will help to better target interventions going forward and support the sustainability of gender-balanced results.
4. Women can provide critical inputs to effectively tailoring of sub-grant interventions for example climate resilient techniques and crop varieties to local community contexts, so it is critical for the sub-grants to actively **promote and facilitate the integration of women's knowledge skills through direct consultation and forums** to ensure their knowledge can be successfully integrated.
5. **Inclusion of Women's Organizations in Sub-grant Design and Implementation:** There is a critical need to engage both formal and informal women's organizations to build awareness and create buy-in for addressing the issue of climate change across LAs. These organizations will be critical partners in designing, implementing and sharing the successes and lessons learned of sub-grants.
6. **Ensure Women Access Information:** The ability to access information and the ways in which information is accessed are likely to be different for women (i.e. access to mobile communication, community gatherings), so in designing dissemination strategies for sub-grants information, the sub-grant will need to ensure that women have an equal pathway to utilizing the available information.
7. **Target Barriers Preventing Women from Participation:** Women are likely to have additional barriers to capitalizing on new markets and opportunities for diversified and improved livelihoods (i.e. transportation, social barriers, etc.). During the design of the sub-grants, attention will need to be paid to ensure that sub-grants are designed to address these barriers as they relate to specific interventions.
8. **Full Participation of Women in Decision Making:** Given the existing issues across FSM with representation in decision-making both at the government and household/community level, the EDA programme will need to proactively work to ensure the full participation of women in decision-making, particularly with regards to sub-project/intervention selection and design at the LA level.



Gender Action Plan

Implementing Roles and Responsibilities for Gender Mainstreaming

The various entities involved in the EDA Facility are all responsible for ensuring gender mainstreaming and the effective execution of the gender action plan, but each have unique and complementary roles and responsibilities as summarized below:

- **EDA Coordination Unit** – SPC through the setting up of an ECU is responsible for overall compliance with the GCF gender policy and the monitoring/reporting to GCF. SPC also supports the creation of the national decision-making body and the Grants Technical Evaluation sub-committee, and will work to ensure that those bodies have gender-balanced representation as well as effective operating procedures that support the mainstreaming of gender considerations into decision-making and review processes, particularly for specific gender criteria used in the review of sub-grants. The ECU will also issue tenders for both the Grants Technical Evaluation sub-committee and the Facilitating Agents and will ensure that both have appropriate gender expertise included. The ECU also supervises the selection and implementation of priority sub-grants and will provide assistance to ensure the sub-grants are successfully aligning with the gender action plan and the GCF gender policy.
- **FSM Department of Finance and Administration (NDA)** – The NDA works alongside SPC to establish the EDA Facility's governing bodies and will also assist in the supervision of sub-grant design and implementation. Both of these roles will require close attention to gender considerations. The NDA also plays a critical role in informing LAs of trainings and workshops and needs to ensure that this communication is effective at bringing the right people to the table.
- **EDA Programme Board (EPB)** – This body is responsible for the final stage review and approval of preselected sub-grant proposals submitted by LAs, and will therefore act as a backstop for the integration of gender into sub-grants. Onboarding and processes activities will include specific provisions to raise awareness on the strategies to prevent sexual harassment and gender-based violence, and detailing grievance redress mechanism procedures to be considered in the evaluation and implementation of sub-grants
- **SPC Procurement Committee (PC)** – The PC is responsible for carrying out evaluations of proposals, ensuring that SPC's procurement policy is duly followed (especially the obligations to act ethically and with due diligence), ensuring that a consistent and equitable method has been used for evaluation and making recommendations if necessary. This will include organizational audits of LAs, including gender data and policies and the capacity to integrate gender into sub-grant design.
- **Local Authorities** – LAs will coordinate with the ECU and receive support from Facilitating Agents to develop and implement priority sub-grants. This will necessarily include identifying and sharing relevant organizations/people, data and policies for gender-responsive sub-grant design. Additionally, they will be key focal points for the collection of gender-disaggregated data as a result of sub-grant interventions.
- **Facilitating Agents** – In their work to provide support for sub-grant development and design, Facilitating Agents will be provided training related to gender mainstreaming and provided with specific requirements for gender-responsive design for sub-grants. Additionally, FAs will be the recipients of specific training modules which will include raising awareness on violence against women, strategies to prevent sexual harassment, equal opportunity policies and detailing grievance mechanisms procedures and processes to ensure women's safety and access to GRM is effectively considered and implemented in the design and implementation of the sub-grants.



The Facilitating Agents will be providing technical assistance for the design and implementation of the sub-grants, including the specific gender mainstreaming actions as directed by the ECU. Lastly, Facilitating Agents, as part of their quarterly site visits to sub-grant project sites, will have the responsibility to record any grievances to be raised by women beneficiaries, including relating to GBV. Grievances will then be passed on to the ECU.



Gender Action Plan

The Gender Action Plan for the overall EDA sub-grant is detailed in Table 6 below. Individual sub-grants may require specific gender action plans as well.

Table 6: Gender Action Plan

Gender Action (related sub-grant log-frame activities)	Gender-Responsive Indicators	Baseline	Targets	Expected Results	Timeline	Responsible Parties and Means of Verification (MoV)	Allocated Budget (UDS)
Impact Statement: Improved resilience FSM communities to climate change by providing local authorities with access to climate finance for priority adaptation sub-grants tailored to the unique needs and priorities of women and men in the communities.							
Component 1 – Local authorities²⁵ empowered to deliver climate change adaptation services to their populations							
Outcome 1.1: Empowerment of local authorities and identification of key gaps and opportunities for gender mainstreaming to support improved gender equality in sub-grant design and implementation							
Activity 1.1.1. Gender Responsive design incorporated into sub-grant development training, localized strategies for gender mainstreaming, gender criteria, and implementation are developed	Number of men and women attending workshops and participating in workshops, training and mentoring activities in each participating State and municipality Number of modules/trainings specifically for gender considerations	N/A	At least 1 representative from each participating municipality/stakeholder is trained on gender-responsive sub-grant design/implementation and the sub-grant specific gender criteria 50% of workshop/training participants are women At least 1 module for gender-responsive sub-grant design and localized strategies for gender mainstreaming, gender criteria, and implementation incorporated into sub-grant development training.	Municipalities and stakeholders are trained on gender-responsive sub-grant design and equipped to design/support EDA sub-grants that promote gender equality	Year 1 for the specific grant training and ongoing for the application of training material and gender mainstreaming	ECU Gender Specialist <u>MoV:</u> Training attendance Pre-post tests for training Sub-project M&E reports	12,000 (design of gender module)

²⁵ Local authorities broadly are an official organization responsible for governing an area of the country. For the purposes of this programme, local authorities encompass both municipal and State-level agencies across FSM.



<p>Activity 1.1.2. Resilience training, includes training on gender-mainstreaming for climate resilience, for local authorities' staff and elected and appointed officials</p>	<p>Number of men and women trained on climate resilience planning in each municipality</p> <p>Number of workshop participants with increased knowledge of gender mainstreaming for climate resiliency</p> <p>Number of women hired as Facilitating Agents</p>	<p>N/A</p>	<p>50% of workshop/training participants are women</p> <p>At least 80% of workshop participants demonstrate understanding of gender mainstreaming for climate resilience post-training</p> <p>At least 25% of the Facilitating Agents corps will be comprised of women / members of women's groups</p>	<p>Local authorities and officials have developed a greater understanding of gender mainstreaming for climate resilience and have increased capacity to integrate gender considerations into their local resilience planning and sub-grant development</p> <p>The training corps comprises women agents to increase representation and capacity in local resilience planning</p>	<p>Year 1 Year 2</p>	<p>ECU Facilitating Agents Gender Specialist</p> <p><u>MoV:</u> Training materials, Training attendance Training reports</p>	<p>6,000 (Integration into training materials)</p>
<p>Activity 1.1.3 Develop train-the-trainer's module for gender-mainstreaming support to be provided by FAs</p>	<p>Number of men and women trained on climate resilience planning in each municipality</p> <p>Number of workshop participants with increased knowledge of gender mainstreaming for climate resiliency</p>	<p>NA</p>	<p>50% of workshop/training participants are women</p> <p>At least 80% of workshop participants demonstrate understanding of gender mainstreaming for climate resilience post-training</p>	<p>FAs have developed a strong understanding of the gender-mainstreaming needs of local authorities and have the capacity to deliver basic gender support during sub-grant development</p>	<p>Year 1 Year 2</p>	<p>ECU Facilitating Agents Gender Specialist</p> <p><u>MoV:</u> Training materials, Training attendance Training reports</p>	<p>6,000 (Integration into training materials)</p>
<p>Activity 1.1.4 Integration of gender considerations into support LAs prioritize adaptation actions for Grant Facility and the development of sharing mechanisms and a community of learning</p>	<p>Number of men and women participating in knowledge sharing mechanisms (e.g. workshops, meetings, information exchanges) per each municipality</p>	<p>N/A</p>	<p>At least 50% of formal workshops participants are female</p>	<p>Community of practice and other dissemination/sharing mechanisms incorporate gender mainstreaming and provide opportunities for effective knowledge</p>	<p>Year 3-6</p>	<p>ECU</p> <p><u>MoV:</u> Workshop attendance Workshop reports Annual progress reports</p>	<p>6,000 (ensure gender integrated into KM)</p>



and practice	Inclusion of gender equality reflections and learnings into forums and workshops		Report on recommendations for integration in sub-grants design	capture and sharing with regards to gender equality. LAs officials demonstrate a clear understanding of gender-sensitive adaptation planning		Report on recommendations for sub-grants Survey of workshop participants	
Activity 1.2.1a Capacity support to local authorities to strengthen ability of staff to integrate gender considerations into project design and gender-responsive project design in local authorities based on audits	Policies, procedures, and new capacity established to help mainstream gender considerations into local sub-grant design	N/A	All grant proponents are equipped with the necessary supporting capacity and procedures to support gender responsive outcomes in individual sub-grants	As a result of the audits, appropriate activities to support gender mainstreaming and gender-responsive sub-grant design targeted and tailored for local authorities.	Ongoing	ECU Facilitating Agents Gender Specialist <u>MoV:</u> Annual progress reports Audit recommendations	6,000 (Targeted gender support for sub-grant design)
Activity 1.2.1b Ensure inclusive stakeholder consultations for identifying adaptation priorities	Number of men and women from local communities engaged in identifying and selecting adaptation priorities for their community Number of women from local communities engaged in identifying and selecting adaptation priorities for their community	N/A	100% of consultations successfully support inclusive decision making 50% of participants in stakeholder consultations will be women, including 25% from most vulnerable groups (such as women-headed households)	Stakeholder consultations for identifying and prioritizing adaptation priorities/solutions include representative participation from the community including women and other vulnerable groups Stakeholder consultations reports and surveys demonstrate all stakeholders have a clear understanding of gender-sensitive adaptation design	Ongoing	ECU Facilitating Agents Gender Specialist <u>MoV:</u> Stakeholder consultation reports Stakeholders surveys (To be assessed against GCF Gender safeguards by the ECU's Gender Specialist and the National Gender Expert)	NA
Activity 1.3.1 The programme web portal and database include	Inclusion of sex-disaggregated data collected at the	N/A	Sex-disaggregated data is compiled on the web portal	The data informs the design of future adaptation interventions	Ongoing	ECU MoV: Web portal and	N/A



sex-disaggregated data at the municipal and sub-project level on the three thematic areas and on key socioeconomic indicators to inform the design of future adaptation interventions.	municipal and sub-project levels in the web portal			to promote gender inclusion by providing sex-disaggregated data in the food security, water security and DRR thematic areas		database	
Activity 1.3.2 Learning exchanges and site visits promote gender-sensitive cross-learning between climate change practitioners, local officials and private sector actors	Number of women-owned businesses invited to participate in the learning exchanges	N/A	At least 25% of private sector participants to the learning exchanges will be women / women-owned businesses	Women and women-owned entities are selected and represented in the learning exchanges to promote gender-sensitive adaptation planning	Year 3 Year 5	ECU NDA GCF Focal Points MoV: Attendance lists Learning exchanges / workshop reports	N/A
Activity 1.3.3 Climate change adaptation local authorities conference promotes the inclusion of women and women-owned businesses as key agents for adaptation planning	Number of women-owned businesses invited to participate in the learning exchanges	N/A	At least 25% of private sector participants to the learning exchanges will be women / women-owned businesses	Women and women-owned entities are selected and represented in the learning exchanges to promote gender-sensitive adaptation planning	Year 3 Year 5	ECU NDA GCF Focal Points MoV: Attendance lists Learning exchanges / workshop reports	N/A
Component 2 – Priority project implementation of EDA Facility for strengthening local community resilience							
Outcome 2.1: Establish a gender-responsive sub-grant governance framework that promotes gender equality throughout sub-grant activities							
Activity 2.1.1 Establishment of inclusive and representative EDA Programme Board (EPB) and Grants Technical Evaluation sub-committee	Number of men and women serving in the EDA Programme Board Existence of gender provisions within bylaws/goals of the EDA Board and the Grants Technical Evaluation sub-committee	N/A	At least 50% representation, and no less than 30%, from women across the different stakeholders Bylaws or other operating frameworks includes provisions for awareness and review of gender considerations in final sub-grant decisions.	EPB and AP have been established with equal representation of women and men, and an effective operating framework for assessing gender equality and gender mainstreaming in the EDA sub-grants	Q1, Year 1	ECU NDA EPB MoV: Roster for EPB and Technical Evaluation Committee	NA



Activity 2.1.2. Refinement of gender review criteria for sub-grant selection	Sub-grant review criteria include specific gender considerations	Initial baseline indicators provided below	Sub-grant review criteria for gender are refined and approved by ECU, EPB and the Grants Technical Evaluation sub-committee and included into training	Review criteria for sub-grant selection effectively support gender-mainstreaming into specific EDA sub-grants in the local authorities	Year 1, Q1	ECU EPB, Grants Technical Evaluation sub-Committee <u>MoV:</u> Review of gender criteria for sub-project selection	6,000
Output 2.2: Gender-responsive sub-grant award selection							
Activity 2.2.1 Inclusive sub-grant design process	Number of men and women from local communities engaged in supporting the design of the sub-grant	N/A	100% of sub-grants include stakeholder consultation process with active participation of women and other vulnerable groups 50% of participants in the sub-grant design process are women, including 25% from most vulnerable groups	Stakeholder consultations for design of sub-projects include representative participation from the community including women and other vulnerable groups	Ongoing	ECU Facilitating Agents Grants Technical Evaluation sub-Committee <u>MoV:</u> Final sub-grant process/guidelines published Stakeholder consultations reports and attendance lists	N/A
Activity 2.2.2 EOI of sub-grants reviewed and directed technical assistance provided for sub-grants, to ensure appropriate gender mainstreaming as needed	Sub-grant review criteria include specific gender considerations	N/A	All sub-grants are reviewed for gender considerations	Based on the review of individual sub-grants, appropriate support and technical assistance allocated to local authorities to improve the design of sub-grants and support gender equality outcomes	Ongoing	ECU EPB Grants Technical Evaluation sub-committee <u>MoV:</u> Sub-grant review documents; gender experts work plans	See 2.2.5 below for budget
Activity 2.2.3 Organizational audits of local authorities including gender data and policies and the capacity to integrate gender into sub-grant design	Number of audits of local authorities' capacity for gender responsive sub-grant design conducted Collection of gender-disaggregated data for	N/A	100% of audits of local authorities include gender data and policies and the capacity to integrate gender into sub-grant design	Local baselines for gender mainstreaming, and particularly capacity/frameworks for supporting gender-mainstreaming, are established for participating local	Year 1, Year 2	ECU, SPC Procurement Committee <u>MoV:</u> Audit reports Data collection reports	6,000 (ensure gender aspects integrated into audit process)



	audit indicators and municipal-level data (e.g. number of men and women actively involved governance processes, number of food insecure households, number of water safe households, number of assets at high risk of climate impacts number of women-owned businesses, cooperatives and women's groups etc.)		N/A (lack of availability of municipal-level data to inform the design of adaptation measures)	authorities. A database on municipal-level data and information disaggregated by gender is established			
Activity 2.2.5 Technical assistance support to local authorities to strengthen gender in sub-grant	Sub-grant review criteria include specific gender considerations	N/A	All sub-grants are reviewed for gender considerations	Based on the review of individual sub-grants, appropriate support and technical assistance allocated to local authorities to improve the design of sub-grants and support gender equality outcomes	Ongoing	ECU EPB Grants Technical Evaluation sub-committee MoV: Sub-grant review documents; gender experts work plans	18,000 (set aside for targeted technical assistance as needed)
Activity 2.2.6 Screening of sub-grant proposals for effective gender considerations and design	Number of funded sub-grants with effective gender considerations and design	0	All sub-grants have effectively integrated gender into their sub-grant design (30-40)	The portfolio EDA sub-grants are effectively supporting gender mainstreaming across FSM	Ongoing	ECU EPB Grants Technical Evaluation sub-committee MoV: Sub-grant portfolio reviews	NA
Activity 2.2.7 Portfolio of gender-responsive sub-grants funded by granting mechanism	Number of funded sub-grants with effective gender considerations and design Number of sub-grants awarded to women-owned businesses,	0	All sub-grants have effectively integrated gender into their sub-grant design (30-40) 25% of sub-grants will be awarded to women-run businesses, cooperatives	The portfolio EDA sub-grants are effectively supporting gender mainstreaming across FSM	Ongoing	ECU EPB Grants Technical Evaluation sub-committee MoV: Sub-grant portfolio reviews	NA



	cooperatives or women's groups and/or applications that target women as primary beneficiaries		or women's groups and/or applications that target women as primary beneficiaries (10 sub-grants in total by the end of programme implementation)				
Output 2.2: Gender-responsive sub-grant award implementation							
Activity 2.3.1 Capacity support to local authorities to strengthen gender governance structures	Support to develop capacity to help mainstream gender considerations into local sub-grant implementation	N/A	All grant proponents are equipped with the necessary supporting capacity and procedures to support gender responsive outcomes in individual sub-grants	Training materials to support gender mainstreaming and gender-responsive sub-grant design targeted and tailored for local authorities.	Ongoing	ECU Facilitating Agents Gender Specialist <u>MoV:</u> Annual progress reports Audit recommendations	6,000 (Targeted gender support for strengthening governance structures)
Activity 2.3.2 Implementation, monitoring, and evaluation of priority adaptation sub-grants to track gender elements	Number of sub-grants implemented and reported on according to gender-sensitive design Collection of gender-disaggregated baseline and post-project data at the sub-project level according to the thematic area covered (e.g number of food (in)secure households, number of water (un)safe households, number, type and value of assets highly exposed to climate change risks etc.)	0	All sub-grants (30-40) have effectively been implemented and their results have been gender-disaggregated and shared along with key lessons learned and best practices for gender mainstreaming The data collected at the sub-project level informs the future design of adaptation measures by providing insights into the baseline, and enables the assessment of results of the relevant adaptation measure	Implementation and M&E of sub-grants highlights effective documentation, compiling and sharing of gender-disaggregated data and lessons learned to support ongoing gender mainstreaming efforts in FSM.	Ongoing	ECU EPB Grants Technical Evaluation sub-committee <u>MoV:</u> <u>Annual sub-grant reports</u> <u>Data collection reports</u>	30,000 (targeted gender support for implementation, monitoring and evaluation)
						Total	102,000



Initial Sub-grant Gender Assessment

The sub-grant selection criteria specific to gender will be refined as part of the gender action plan above, but an initial framework based on a simplified version of the UN Women template combined with the GCF gender mainstreaming guide is provided in Table below. Given the nature of the sub-grant and limited capacity of local authorities in gender mainstreaming, sub-grant gender criteria will need to effectively balance the need for detail to ensure effective gender balanced outcomes that are meeting differentiated needs for men and women with the need for simple, approachable frameworks for potential proponents. Sub-grants that can't initially detail specific gender aspects of the sub-grant will require focused sub-grant support. Ultimately, the local authorities/designated organizations will work closely with SPC and the Consortium of Empowerment Contractors to develop the sub-grant gender components and SPC will ensure that they are aligned with the GCF Gender Policy Requirements.

Table 7: Initial Sub-grant Gender Assessment

Guiding Questions	Response
1. What are the main sources of livelihood and income for men and women? If survey data are available, they should be included; otherwise qualitative descriptions are helpful.	
2. What, if any, policies or plans related to gender are in place in the sub-grant's local authority?	
3. With regards to the specific sub-grant adaptation priority (disaster risk, food security, water security) what are the key vulnerabilities being addressed by the sub-grant? How do these differ for men and women?	
4. How is the sub-grant addressing the gender considerations for the priority sectors provided in Table 5 above?	
5. Based on initial stakeholder engagement, what are the needs and priorities related to the envisioned sub-grant activities? Are men's and women's needs/priorities different?	
6. How are women and men expected to benefit from sub-grant activities?	
7. What specifically will the sub-grant do to ensure that women and men have equal opportunity to benefit from the sub-grant activities?	
8. Are sub-grant outcomes/results gender disaggregated? If so, describe the specific indicators and how they will be monitored	



9. What are the biggest risks for achieving gender-responsive outcomes? How will the sub-grant work to overcome these?	
10. Who within the local authority/designated organization is the focal point for gender in the sub-grant?	
11. What budget is being allocated for sub-grant gender work/capacity?	



Annex I – Women’s Group Consultations Summary

Consultation with Pohnpei Women’s Council

December 04, 2020 - Meeting with Pohnpei Women’s Council Interim President, Ms. Maria Donre.

The meeting started out with a brief introduction followed by an overview of Pacific Community’s (SPC) Green Climate Fund (GCF) program “Climate change adaptation solutions for Local Authorities in the Federated States of Micronesia”.

The overall EDA programme was discussed as well as key points from the draft GAP.

Key takeaways from the discussion included:

1. Historically this is a matrilineal society where ancestral descent and land is passed down through maternal tribal lineage but changed to last name where last name is mostly passed down from males in some families. We cannot generalize it as strictly matrilineal nor patrilineal society as each family’s hereditary agreements are different from one family to another in this modern age.
2. Although there are different roles for males and females at the household level, both males and females make household decisions. Dominant male head of households are not common anymore and most households are now moving towards a more modern family structure where both males and females share the same roles and decision making.
3. Women have rights to own land and property just the same way as men do, and being a woman doesn’t disenfranchise her from owning her own land, property or business.
4. Women still do a lot of the home gardening but so many other opportunities are available to women these days that not many are interested in strictly doing home gardening but something they do in conjunction with other activities.
5. At his point, what she would consider as a priority project small household farms or gardens that can help supplement other sources of household livelihood or income.

December 04, 2020 - Meeting with women group representative from Kosrae, Yap and Chuuk

Conducted a virtual meeting with women group representatives from Kosrae, Yap and Chuuk. Participating in this meeting was the Yap Gender Support Officer representing Yap Women’s groups, President of the Kosrae Women’s Organization representing the Kosrae women’s groups and President of the Chuuk Women’s Council representing the Chuuk women’s groups.

The meeting started out with brief introductions and a brief overview of the SPC’s Green Climate Fund (GCF) program “Climate change adaptation solutions for Local Authorities in the Federated States of Micronesia”. While discussions of the projects outputs and outcomes took place, the representative from Yap lost connection and could not participate in the rest of the call.

Prioritization from Kosrae included the following;

1. Prioritize scaling up food security projects that are ongoing in Kosrae
2. Local organizations and women groups are in need of capacity building involving adaptation project design, proposal development and project implementation and monitoring.



3. Local government and NGO's to work with state agencies for adaptation projects to prevent project duplication and to collaborate but not compete with each other.

Prioritization for Chuuk: food security projects should be prioritized. Prioritize building upon or scaling up the small-scale security projects that are currently ongoing. She also mentioned that women's groups are also in need of capacity building.

The Chuuk representative also read the GAAP and stated that she supports the action plans and reiterated that rights to land is passed down through maternal so owning land and property is not an issue in Chuuk. Women do most of the gardening and there's nothing that will hinder them from participating in the project activities. However, she recommended that there should be women group representatives in all the stages of this project to make sure that women's interests are not neglected in designing and selecting priority projects.

December 07, 2020 - Meeting with Pohnpei Women's Council newly elected officials and several of its members.

As an the Pohnpei Women's Council interim president, Mrs. Maria Donre opened the meeting with a brief introduction and introduced the background of the SPC's Green Climate Fund (GCF) program "Climate change adaptation solutions for Local Authorities in the Federated States of Micronesia". Winfred went on and presented the projects components, explained in detail the outputs from each of the components including possible activities under each output.

Concerns on the outputs:

1. Where would the Pohnpei Women's Council and its members fit in all these since the primary grantees will be municipal governments and state agencies?
 - a. The national consultant addressed this by explaining that although the executing entities will be State agencies and municipal governments, the primary beneficiaries will be communities that their organizations represent. Their inputs will be beneficial in developing climate change impact mitigation measures that will have a wholistic approach. Pohnpei Women's Council may not directly receive grants under this project, however, the activities and projects that they are supporting within their communities that involve climate change adaptation can benefit directly from this project. At the end of the day, vulnerable communities are the primary beneficiaries, and we all are representatives of these communities.
2. Training and capacity building for municipalities and State agencies should prioritize inclusion of females not only as trainees but trainers and mentors as well. How can we make sure that we these government agencies include females in their selection of those that will be directly supporting this project? They felt that when it comes to government priority projects, women groups are left out in the development and execution of these projects. Even training opportunities that often surfaces neglected the inclusion of women or representatives from women groups.
 - a. Activities related to this have been included in the Gender Action Plan

The group mentioned that while it is customary that the husband or the father of the household is referred to as the head of the household, decisions are made by both the man and woman or the father and mother of the household. They have the same rights to property and land as men and it all depends on each family's preference on who inherits the parents land or property. When it comes to crop raising,



livestock and fishing, women are not exempt and play a critical role in every aspect of their households and their communities.

The group mentioned that sometimes what is on paper is not what is actually happening on the ground as times are changing rapidly and most households are trending towards a more modern family structure where both males and females share the same activities, responsibilities and the overall household decisions. They were very excited about the gender action plan and would like to be very much involved in this project moving forward.

When asked what they would consider as priority climate change adaptation projects in relation to the 3 thematic areas, the following were their responses:

1. Water security projects that include water tanks and all its associated equipment to deliver water to individual households. Clean running water in all households.
2. Reliable and safe community or municipal water systems.
3. Support for women farmer groups
4. Water security should be a priority for the outer islands as they are currently suffering from extreme drought.

There is not a lot of ideas on priority projects, but they all agreed that their communities could benefit from food and water security projects. They felt that their groups are often left out or were not included during project scoping and capacity building opportunities, so they were all eager to be involved in all GCF projects and capacity building.

There is a consensus with the group that they would like to be involved in every aspect of this project and they don't foresee anything that could hinder them from participating in this project. Being a woman presents an opportunity and not an hinderance from participating in projects that promote community resilience.