

Initial Poverty and Social Analysis

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TON: Renewable Energy Project

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Poverty, Social and Gender Assessment Tonga Renewable Energy Project

¹ Photo credit V. Narayan in Asian Development Bank (2016). *Pacific Energy Update 2016*. Manila: ADB, p. 21

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1 Introduction

This Poverty, Social and Gender Assessment addresses the issues for Tongans and mainstreams gender and disability issues, as well as dedicating a stand-alone section to each issue. It focusses on identifying the most vulnerable Tongans which include those living in the outer islands, single headed households, the elderly, youth, women and people living with disabilities. Lesbian, gay, bisexual, transgender and intersex (LGBTI) people are not recognized in any government documents and homosexuality is illegal, rendering this group possibly the most marginalized.

Lack of diversity and opportunities in employment, reliance in imports (especially fuel and food stuffs), and the high vulnerability to disaster all place Tongans at risk of hardships. Even so, Tonga has a high level of literacy and very little gender disparity in education. The maternal and infant mortality rates are low; however non communicable diseases are rampant with obesity, diabetes and cardiovascular diseases causing a drastic decline in life expectancy.

High levels of remittances, cultural reciprocity, and services from non-governmental organizations and the church provide a safety net where government services are under-funded or do not have capacity to address the needs of the vulnerable. However traditional, and conservative cultural and religious mores limit the role of women in active decision making and access to resources such as land, which by law cannot be owned by women. Women also suffer from strong stereotyping in employment, there is a serious gender pay gap and the incidence of domestic violence is high with a social stigma attached to it.

Tonga has been addressing most of these issues (albeit land ownership for women and LGBTI issues) in recent policies including the current *Tonga Strategic Development Framework II (2015-2015)*, and other significant policy such as the *National Policy on Disability Inclusive Development 2014-2018 (NPDID)* *Revised National Policy Statement on Gender and Development and Strategic Action Plan 2014 – 2018 (RNPGAD)*.

1.1 Purpose and Rationale of the Poverty, Social and Gender Assessment

The purpose of a Poverty and Social Analysis includes:

- *identifying the structural causes of poverty and inequality (including gender inequality), social exclusion, disempowerment and insecurity, and other obstacles to inclusive growth and development;*
- *determining the effectiveness of existing laws, policies, and institutional mechanisms to promote inclusive growth and development and enable stakeholder participation;*
- *Identifying inclusive development outcomes linked to the developing member country's own development goals;*
- *Collecting poverty and/or social information necessary to inform project design; and*
- *Identifying inclusive development objectives, outcomes, and indicators.*²

This Poverty, Social and Gender Assessment (PSGA) identifies the men, women, girls and boys, social and demographic groups and communities that are likely to benefit and/or be adversely affected by the renewable energy project. The data will identify those most affected by poverty and social exclusion as well as other relevant factors such as land ownership, energy usage, livelihood patterns and access to decision making.

² Ibid, p. 8.

The assessment mainstreams issues of isolated and remote rural villagers, women and girls (including women headed households, elderly women, youth and single women) and disability in the analysis of poverty and social issues. As stated later in the social analysis, issues of lesbian, gay, bisexual, transgender and intersex (LGBTI) people are not addressed at all in Tongan government policy and as such, may be identified as one of the most at-risk group in terms of decision making and access to services.

A Gender Action Plan has been prepared as additional document to this assessment.

2 Background

2.1 Country Overview

The Kingdom of Tonga comprises 177 islands, 36 of which are inhabited. Tongatapu is the largest island in Tonga where 75 per cent of the total population live with 34 per cent of these living in Nuku'alofa, the capital and its peri-urban areas.³ In addition to Tongatapu, there are three other major island groups: Ha'apai and Vava'u and the Niuas. The country's total surface area is about 750 km.

Tonga is a Polynesian country, predominantly Christian and has been a constitutional monarchy since 1875; being the only country in the Pacific to have a monarchy. It is a former British protectorate which gained its independence in 1970. King Tupou VI came to power in 2015 and is the Head of State and Commander-in-Chief of the armed forces. A reformed constitution was passed by legislation in April 2010 which decreases the power of the monarchy and delegates more decision making to the Cabinet which answers to the Legislative Assembly; however the King retains the right to veto legislation. The current Prime Minister, the Hon. Samiuela 'Akilisi Pohiva, was elected in 2014 and was appointed by the King on the recommendation of the Legislative Assembly. The Legislative Assembly includes nine Noble Representatives elected from the Tonga's 33 men of noble title, 17 representatives from the general population, and up to four members who may be appointed by the King on the advice of the Prime Minister.

As a small island economy and lower middle income country, Tonga faces geographic isolation with limited human resources, a high level of imports and low exports (mainly from agriculture and fisheries and cultural items) and is vulnerable to external economic shocks as well as natural disasters. High levels of remittances are necessary to boost domestic revenue. The ADB Member Factsheet for Tonga states that its "medium-term development depends on the continued implementation of structural reforms to improve productivity, remove bottlenecks to growth, and strengthen macroeconomic resilience."⁴

2.2 Population and Ethnicity

The United Nations Department of Economic and Social Affairs Population Division cites the population of Tonga as 106 776 as of 1st January 2017, with 37.2 per cent under 15; 56.7 per cent between 16 and 64 and 6.1 per cent over 65.

Male life expectancy is 73.8 years and female is 76.6 years.⁵ The population of Tonga is stable with a growth rate of 0.2 per cent. The average birth rate is 3.8 with emigration accounting for the difference as almost as many Tongans live overseas as within the country. There is also a high internal rural-urban

³ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p.4.

⁴ Asian Development Bank (2017). *Member Factsheet: Tonga*, p.1, <https://www.adb.org/sites/default/files/publication/27805/ton-2016.pdf>, accessed 11/05/2017

⁵ United Nations Department of Economic and Social Affairs: Population Division, <http://countrymeters.info/en/Tonga>, accessed 27 April 2017.

push with high movements from the outer islands to Tongatapu, with a negative population growth in the outer islands. 98 per cent of the population identify as Tongans.⁶

3. Poverty Assessment

3.1 National Economic Development

Tongan imports vastly exceed exports with only a small manufacturing export industry. Export income relies on tourism, fish and increasing agriculture and horticulture.⁷ Agriculture contributes 65 per cent of Tonga's exports (approximately AU\$16 million) which comprises of 14 per cent of Tonga's GDP. The Household Income and Expenditure Survey from 2009,⁸ identifies handicrafts as contributing 40 per cent (approximately AU\$16,130,000), of total household subsistence income and subsistence agriculture comprises 27 per cent, being the highest two categories. Both of these are heavily dominated by women's labour. However, women's role in agriculture and food production is not recognised fully in official statistics as it is predominantly a part of the informal economy (39 per cent of households produce crops to sell through markets and roadside stalls in the informal economy), as well as handicrafts generally sold through the informal market.⁹

The largest grant-based aid donor to Tonga is Australia, contributing the equivalent of 22% (AUD \$32 million) to the Tongan national budget (2012/13 financial year). The Australian Department of Foreign Affairs and Trade (DFAT) country plan addresses gender issues through the appointment of a Tonga Gender Equality Advisor to work with the Division of Women's Affairs to strengthen gender analysis and gender mainstreaming processes and to provide technical support to ensure that program design properly addresses the needs of women and men, and to create positive change.¹⁰

Many Tongan households rely on remittances from family members in the diaspora. In 2012 remittances were estimated to contribute 20% of GDP (US\$122 million or AU\$170 million).¹¹ Over 30 per cent of households in Tonga receive remittances with Tongans overseas estimated to account for about half the total Tongan population with over 95% of them living in New Zealand, Australia, or the United States.¹² Australia has a seasonal migrant worker scheme, and DFAT's Tonga Country Plan will support research into the social and economic impacts of the seasonal migrant worker scheme on women, men and families in Tonga.¹³

Tonga exceeded its economic forecast for the fiscal year of 2016 due to a recovery in agriculture and stimulus from construction on major infrastructure projects. In addition remittance receipts were up by 24.8 per cent; private sector lending up by 14.5 per cent and tourism saw international arrivals increase by almost 15 per cent.

The growth projection for Financial Year 2017 has been revised down slightly however the economy is expected to continue to benefit from construction and tourism, and increased commerce from preparations for the South Pacific Games. The *ADB Development Outlook Economic Update for Tonga in*

⁶ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 23.

⁷ Nelson, Carol and Fukofuka, Salote (2016). *Technical Report Gender Analysis - Tongatapu, Kingdom of Tonga*. Adelaide: AECOM Services for DFAT.

⁸ This is the latest available data cited in Nelson, Carol and Fukofuka, Salote (2016). *Technical Report Gender Analysis - Tongatapu, Kingdom of Tonga*. Adelaide: AECOM Services for DFAT, p. iv.

⁹ Ibid

¹⁰ Ibid, p. 4.

¹¹ ADB (2013). *Tonga Economic Update and Outlook 2012*. Manila: Asian Development Bank, p. 9.

¹² World Bank(2014). *Hardship and Vulnerability in the Pacific Island Countries*. Washington: World Bank, p. 56 and 63.

¹³ DFAT (2014). *Pacific Women Shaping Pacific Development Tonga Country Plan Summary*. Canberra: Department of Foreign Affairs and Trade, p. 3.

2016 also considers there will be an expansion of support to vulnerable groups through welfare payments, services and lifeline electricity tariffs for low-income users.¹⁴

One of the seven of the national outcomes for the *Tonga Strategic Development Framework 2015-2015* is “human development with gender equality”. The Framework states “improved gender balance is necessary so that both women and men can progress together. An absence in any of these areas will hold people back, undermine human development, limit growth, equality and development and restrain progress.”¹⁵

3.2 Poverty status

Although Tonga was classified as upper middle income by the World Bank in 2013-2015, it was reclassified as lower middle income in 2016. The fall in life expectancy has also led to the Human Development Index (HDI) reverting back to the level it was at in 1995.¹⁶ Tonga also did not meet the targets for MDG 1 eradicating poverty, MDG 3 on gender equality and the empowerment of women or MDG 6 on combatting diseases.

Tonga is highly susceptible to price shocks due to the reliance on food and fuel imports. The World Bank considers that approximately 1,200 people would fall below the poverty line following with an increase in oil prices and 1,600 people by a simultaneous price shock to oil, wheat, and rice.¹⁷

ADB identifies the latest poverty statistics in Tonga (for 2009) at 22.5 per cent, which is lower than many neighbouring Pacific countries (that have available data).¹⁸

Table 1: Poverty Rates for Selected Countries in the Pacific

Country	2014
Cook Islands	<i>no data</i>
Fiji	31.0
Papua New Guinea	28.0
Samoa	26.9
Tonga	22.5
Tuvalu	26.3
Vanuatu	12.7

The 2015 final MDG report for Tonga refers to poverty in Tonga in respect to ‘relative poverty’ rather than ‘absolute poverty’. A Food Poverty Line and a Basic Needs Poverty Line are seen as more relevant

¹⁴ Asian Development Bank (2016). *Asian development outlook 2016 update. Meeting the low-carbon growth challenge*. Mandaluyong City, Philippines: Asian Development Bank, 2016, pp. 180-181.

¹⁵ Ministry of Finance and National Planning (2015). *Tonga Strategic Development Framework 2015-2015: A more Progressive Tonga—Enhancing our inheritance*. Nuku’alofa, p. 57.

¹⁶ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku’alofa, p.13.

¹⁷ World Bank(2014). *Hardship and Vulnerability in the Pacific Island Countries*. Washington: World Bank, p. 68.

¹⁸ Asian Development Bank (2016). *Basic 2016 Statistics: Economic Research and Regional Cooperation Department*. Manila: ADB Development Economics and Indicators Division, p. 2.

to the ‘hardship’ situation in Tonga. Both these lines were established in 2010 after the Household Income and Expenditure Survey (HIES) of 2009. The Food Poverty Line (FPL) includes a daily intake of calories per adult per day and the Basic Needs Poverty Line (BNPL) estimates of the cost of a minimum nutritional dietary intake plus the costs for non-food essential basic needs encompassing clothing, shelter, education, transport, communication, water, sanitation and health services needed to achieve acceptable standard of living.¹⁹

Table 2: Food Poverty Line and Basic Needs Poverty Line 2001-2015

Measurement	Poverty Line TOPS			Proportion Below the Line					
	2001	2009	2015*	Household			Population		
Food Poverty Line				1.7%	2.0%	2.4%	2.8%	3.1%	3.8%
Per head per week	13.52	24.12	29.74						
Per head per year	703	1254	1546						
Basic Needs Poverty Line				12.2%	16.4%	15.8%	16.2%	22.5%	22.1%
Per head per week	28.20	49.73	56.71						
Per head per year	1466	2586	2949						

Source: HIES 2001, HIES 2009, SD 2015 *=Estimated

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As the table above illustrates, the proportion of households and proportion of people living under the Food Poverty Line has increased marginally (from 2 to 2.4 per cent for households and from 3.1 to 3.8 per cent for the population during the period from 2009 to 2015). The Basic Needs Poverty Line, decreased from 16.4 to 15.8 per cent for households and from 22.5 to 22.1 per cent for the general population over the same period. This illustrates little change over this period of time.²¹ The greatest increase in those living below the poverty line (for the 2009 HIES) was for those on the outer islands with data illustrating an increase of 11.8 to 22.9 per cent between 2005 and 2009.²² The remoteness of outer islands leads to higher costs for transport, which combined with a lack of employment opportunities, and poorer quality of social services and infrastructures is cited as the cause for this income inequality. Data also revealed that female headed households account for 24.6 per cent of those falling below the Basic Needs Poverty Line and that 29.5 per cent of children living in female headed households are in households below the Basic Needs Poverty Line.²³

Due to remittances Gross National Income (GNI) per capita (about US\$4,500 in 2013) is seen as a more accurate measure than individual incomes. Since 2005, Tonga’s GNI per capita has grown from an equivalent rate to 35 per cent greater than other countries in the region. However, the MDG Final Report (2015) notes that this does not provide an indication of distribution or inequality, and goes on to say that states that there are “sufficient indications of significant income inequality”. Consumption patterns from households with the highest incomes was nearly seven times that of the poorest households with those on Tongatapu having approximately 15 per cent above the national average of GDP per capita. Conversely those in the Ha’apai island group have a GDP about 40 per cent below the national average.²⁴

¹⁹ Government of Nauru Statistics Office and UNDP Pacific Centre (2014). *Nauru Hardship Report*. Fiji.

²⁰ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku’alofa, p.29.

²¹ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku’alofa, p.30.

²² Ibid.

²³ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku’alofa, p.30.

²⁴ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku’alofa, p.30.

Despite these statistics, the government considers that the general population is able to feed themselves from subsistence farming and fishing. The research for the TSDF II did not find any evidence or data to identify any person dying of hunger or living in destitution, which it claims is due to social systems acting as safety nets.²⁵ In addition, Osnat Lubrani, UN Resident Coordinator for the Fiji Multi Country Office, states in the Foreword to Tonga's Final MDG Report:

*Tonga has been doing a lot of work to reduce the number of people living in hardship and to ensure gender equality. There is a stronger emphasis for improving formal social protection mechanisms especially targeting the poorest of the poor and most vulnerable as evident in the increase in social protection programmes and subsequent budget allocations.*²⁶

3.3 Employment

MDG Target 1B (full and productive employment and decent work for all, including women and young people) was not met with data illustrating that labour productivity has fluctuated with a reduction of the proportion of people in productive employment over recent years. The MDG report claims the ability of the economy to generate decent work for all is low due to few new jobs being available.²⁷ The TSDF II identifies that unemployment is highest among young people; women, especially single mothers; sex workers; victims of abuse; school drop outs; single women; the disabled; the landless and the elderly whom suffer the greatest hardship most due to the absence of a welfare system in Tonga.²⁸

The percentage of males over 15 years of age active in the labour force was 70 per cent in 2010, whilst this statistic was only 54 per cent for women.²⁹ The percentage of women in non-agricultural wage employment (industries and services) has not changed substantially over the last 25 years, remaining 30-35 per cent.³⁰ 43 per cent of Tongan women are income earners in subsistence farming and agricultural work. Most women are employed in unskilled menial work or subordinate positions and low paid positions.³¹ This includes subsistence agriculture and fishing, of which surplus is sold in the markets. The major income for women in the outer islands comes from handicraft production (80 per cent of employment for women) in addition to subsistence agriculture and fishing.

Within the public service almost half of the personnel are female. Despite women achieving a larger percentage of senior roles than in the past, this does not appear to flow on to women influencing governmental decision making or policy. Women are also predominantly represented in ministries traditionally seen as covering "women's issues" such health and education, while men dominate in hard infrastructure and energy. The private sector also illustrates a dominance of men in decision making roles with 423 male compared to 129 female employers (in 2010, latest available statistics).³² Pay equity is a serious issue with women only receiving 47 per cent of male income.³³

In 2010, the Public Service Commission extended maternity leave from one month to three months for public servants (with one week for paternity leave) however there is no requirement for maternity leave in the private sector. There is currently no national legislation dealing with employment issues which encompass workplace discrimination or harassment. Increased access to kindergarten and child care

²⁵ Ibid.

²⁶ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. iii.

²⁷ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 31-33.

²⁸ Ibid, p. 12 and 42.

²⁹ United Nations Statistical Commission. (2010). Labor force participation, unemployment and economic sector of employment. <http://unstats.un.org/unsd/demographic/products/Worldswomen/Annex%20tables%20by%20chapter%20-%20pdf/Table4Ato4D.pdf>

³⁰ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 63.

³¹ JICA (2010). *Country Gender Profile: The Kingdom of Tonga*. Tokyo: JICA, p.p. iv-v.

³² UN Women (2014) Asia and the Pacific: Tonga. <http://asiapacific.unwomen.org/en/countries/fiji/co/tonga>, accessed 22/03/2017.

³³ UN Women (2014) Asia and the Pacific: Tonga. <http://asiapacific.unwomen.org/en/countries/fiji/co/tonga>, accessed 22/03/2017.

facilities has been noted since the 1996 census in Tonga in 1996, which provides support for women in productive work.

4. Social Context in Tonga

Tonga is a constitutional monarchy and transitioned from being a British protectorate in 1970. In 2009 a new Constitution significantly increased the role of the elected government; however the King retains direct authority for Foreign Affairs and Defence. Tongan society is structured through extended families, *kaingas*, which are headed by paternal males who “collectively make the decisions for the welfare and social obligations of the extended families”.³⁴ Social interaction is strongly influenced by the Royal family and nobility as well as the church. It is a ‘rank conscious’ society and age, sex and social status determine a person’s status.³⁵ A complex cycle of reciprocity and social exchange are required to maintain these systems. The TSDF II considers “One of the strengths of our traditional culture is the extent to which social support is built into our relationships of reciprocity.” However it also goes on to say “some of these social arrangements are helpful for the development of a progressive, dynamic and inclusive Tonga, while others have become a burden on progress, even a burden on the daily quality of life”.³⁶

The document identifies vulnerable peoples considered according to their age, as well as remoteness of island dwellers, various types of women (single headed households and the elderly) and the disabled. Specific strategies are identified in line with the quote above including the *TSDF II Organisational Outcome 2.7* which addresses better care and support for vulnerable people to ensure the elderly, youth, disabled and others with particular needs continue to be supported and protected despite shrinking extended families and other changing social institutions.³⁷

The TSDF II identifies “Traditional Values” as those based around a deep Christian faith focusing on stability, the maintenance of good relationships built on respect, reciprocal respect, reciprocity/sharing, humility, love/care, and duty.³⁸ It also identifies “Modern Development Values” based on the modern scientific world which may require a more individualistic focus than that prevailing in more traditional systems. “Western Values” are seen to be impacting on the social and cultural values of Tonga which includes modern developmental values that “tend to be more individually focussed, with more liberal views, which influence, for example, the style of their rule of law and human rights”. Finally “Asian and Other Values” are identified as a mix of traditional values and modern values. Interestingly the TSDF II states these

*value sets are not all of equal importance. Despite the many changes, we recognize the foundation importance of our Christian and traditional values. They lay the foundation of our Tongan inheritance... At the same time it is important that the development values do not compromise our traditional values, such as reciprocal respect in our exchanges, even when such exchanges seek to be more professional.*³⁹

Churches and non-government organisations play an active role in community and social development, often leading the work to support vulnerable groups. The TDSF II identifies that the government does not have the resources or capacity to address all their needs with *Organisational Outcome 2.2* calling for:

³⁴ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p.6.

³⁵ Ibid p. 7.

³⁶ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku'alofa, p. 65.

³⁷ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku'alofa, p. 69.

³⁸ Ibid p. 39.

³⁹ Ibid, p. 40

*Closer partnership between government, churches and other stakeholders providing services to communities and support to community development to help promote stronger communities, better inclusion of all groups and human development.*⁴⁰

The TNSDP 8 (2006-2009) was the first official policy document to define those most vulnerable and prone to living in hardship, identifying large families with children living in poor conditions with no access to land or earning an income; dis-parented children; school dropouts; single and widowed women; young single mothers; the disabled; the elderly without children or income and deportees.⁴¹ TDSF II also specifically mentions the elderly and disabled as vulnerable, as well as addressing violence against women and children including school violence/bullying. Female headed households comprise 22 per cent of all households and are considered the most vulnerable, with least access to resources.

In addressing the needs of the vulnerable in Tonga, TDSF II identifies:

Nearly 4000 people over the age of 70 have access to the increase in benefits to the elderly. About 600 of these will be eligible for the new social services being rolled out for the vulnerable elderly. At the other end of the age range, some 250 infants will be eligible for similar services. Given the extent that vulnerability worsens inclusion, these reforms are an important step forward in helping to remove this source of exclusion.

Homosexuality is illegal in Tonga according to the Criminal Offences Act, which criminalises cross-dressing and sodomy, with penalties up to 10 years imprisonment. No cases have been charged to date, with the exception of those involving assault. During discussions for the 2013 Universal Periodic Review, Tonga requested that recommendations to decriminalise homosexuality be deferred for further consultation in the country. In 2016 Tonga's homosexual and transgender community called on government leaders to revise legislation, but this was strongly opposed by church groups.⁴² Lesbian, Bisexual, Gay, Transgender and Intersex (LGBTI) issues are not mentioned in government documents, rendering this group invisible with the least access to human rights in the Tongan population.

4.1 Education

Tonga has a high literacy rate with 99.35 per cent of men and 99.45 per cent for women over 15 years of age being literate.⁴³ Data for education is not updated, with the latest available data from the 2011 Census, which illustrates a fair degree of gender equity.

Population aged 15 and older by sex and educational attainment (in %), Tonga: 2011⁴⁴

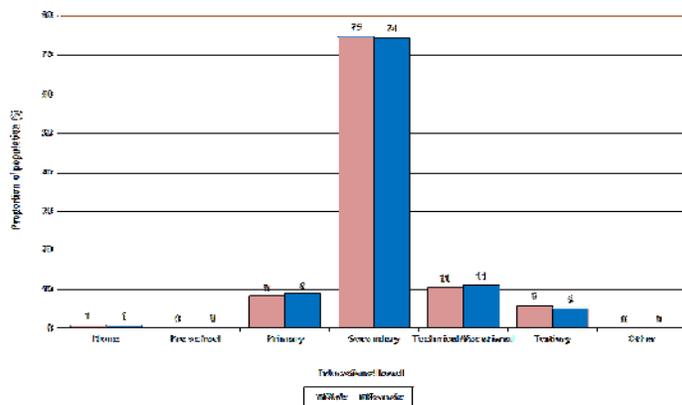
⁴⁰ Ibid p. 67.

⁴¹ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 44.

⁴² Stewart, Indira (2016), "LGBT community calls for change in conservative Tonga", Radio New Zealand, 9 October 2016, <http://www.radionz.co.nz/international/pacific-news/315201/lgbt-community-calls-for-change-in-conservative-tonga>, access 28/04/2017

⁴³ UNESCO Institute for Statistics 2016, cited in <http://countrymeters.info/en/Tonga>, accessed 17/04/2017.

⁴⁴ Secretariat of the Pacific Community (SPC), 2014. *Tonga 2011 Census of Population and Housing, Volume 2: Analytical Report*. Noumea: Secretariat of the Pacific Community and Tonga Department of Statistics, p. 40.



The presence of women in higher education does not translate to their positions in the labour market as the majority of graduates marry and remain at home, not using their skills in the marketplace.⁴⁵ Interestingly UNESCO statistics illustrate that women dominate as teachers in primary education (95.5 per cent), and marginally in secondary education (54 per cent) but only comprise 23.3 per cent of teachers at tertiary level, but again these statistics are from 2010.

The University of the South Pacific has a campus in Tonga. Many students also access scholarship programmes to universities in Australia and New Zealand. The Tonga Institute of Science and Technology (TIST) traditionally provided technical training to males due to the focus on training in maritime, automotive engineering, carpentry and joinery, electrical engineering and welding. Since the 1990's vocational training courses in tourism, hospitality, agriculture, accounting and IT have since been introduced which have opened up options for women. Church-based vocational training institutes also provide certificates in cookery, hospitality, sewing, tourism, business, IT, art and craft and secretarial skills.⁴⁶

Tonga's MDG report in 2015 acknowledges that prior to 2000, training courses from technical institutes were seen by women as 'culturally appropriate' for men only. It now considers that more choices are available; and that there should be a change in the trend in the next decade or so where the share of women in wage employment improves substantially.⁴⁷

The UNDP report of 2009 *Pacific Sisters with Disabilities: At the Intersection of Discrimination* considers the education policies of Tonga provide a good example of promoting inclusive education, including in rural and remote areas.⁴⁸ Children with disabilities are included in the formal primary education system to ensure they learn the skills for economic and social life, without becoming a burden to their families and communities.⁴⁹

4.2 Health

Tongan maternal mortality rates have drastically declined, from 205 per 100,000 live births in 1995 to 110 in 2015. 99 per cent of births are attended by a skilled birth professional.⁵⁰ Tonga also has a low infant mortality rate (averaging around 15 per 1,000 live births), which is considered to be a result of a

⁴⁵ JICA (2010). Country Gender Profile: The Kingdom of Tonga. Tokyo: JICA.

⁴⁶ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 85.

⁴⁷ Ibid, p. 70.

⁴⁸ Stubbs, Daniel and Tawake, Sainimili (2009). *Pacific sisters with disabilities: at the intersection of discrimination*. Suva: UNDP Pacific Centre, p. 41.

⁴⁹ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 158/

⁵⁰ World Health Organization. (2014). Women: Data by country, <http://apps.who.int/gho/data/view.main.1630>

successful immunization program, a high percentage of deliveries in health facilities, and a good public health system with a nursing-led child health program.⁵¹

The total fertility rate for Tonga is 3.7 births per woman. The OECD member country rate is 1.7 and least developed countries are at 4.1; so this is very high. However it is the same rate as Kiribati and PNG with the Solomon Islands at 3.9 and Samoa at 4, making it not unusual for the Pacific (although Fiji is only 2.5).⁵² The *ADB Economic Update and Outlook for Tonga* in 2012 considered contraceptive services to widely available, at least for married women, but states that rates of use are reported to be low.⁵³ UN Women states that as of 2011 only 27 per cent of Tongan women were using a form of contraception, which is lower than was recorded in 1990.⁵⁴ HIV/AIDS prevalence in Tonga is low. Official statistics illustrate a decline for sexually transmitted diseases in the past 30 years however serious under reporting is also suspected to exist.⁵⁵

The TSDFI states that while some traditional health care is still available, the government has become the major provider of health care services through central referral hospitals supported by a network of regional hospitals and community clinics in most urban centres. However it also notes that the cost of this is high and “as a result, the quality of service is not the same for all population groups”.⁵⁶ As such rural areas may be underserved and remote areas are the most disadvantaged.

The World Bank considers people in the Pacific face a “double burden” of disease: continued threats from communicable diseases as well as high and growing rates of non-communicable diseases (NCDs). Tonga’s high rate of NCDs has already contributed to a reduction in average life expectancy due to low-quality imported foods, high rates of obesity, and the widespread use of tobacco and alcohol.⁵⁷ Obesity, diabetes and cardiovascular diseases have become serious health issues in Tonga. The average weight for a Tongan male increased over 30 years by 17.4kg to 95.7kg, with the average weight for women increasing by 21.1kg to 95.0kg in this period. Tongan women have higher rates of diabetes than men, with 19.1 per cent of women and 16.5 per cent of men meeting the definition of diabetic.⁵⁸ A study from *The Lancet* found 52.6 per cent of Tongan girls compared with 34.5 per cent of Tongan boys are overweight.⁵⁹

It is noteworthy that Tonga instigated the first Pacific Family Health Association to target women with disabilities to deliver education and health services including training, awareness and access for women’s sexual and reproductive rights.⁶⁰

4.3 Gender Based violence

A *National Study on Domestic Violence Against Women in Tonga* was conducted in 2009. The key findings revealed that 68 per cent of Tongan women and girls are affected by physical violence perpetrated by predominantly their fathers or teachers; 33 per cent of married or ever partnered women are victims of physical violence; 17 per cent of married or ever partnered women are victims of

⁵¹ ADB (2013). *Tonga Economic Update and Outlook 2012*. Manila: Asian Development Bank, p. 31.

⁵² World Population Prospects, quoted from World Bank website <http://data.worldbank.org/indicator/SP.DYN.TFRT.IN>, accessed 10/05/2017

⁵³ *Ibid*, p. 32.

⁵⁴ World Health Organization. (2014). Women: Data by country, <http://apps.who.int/gho/data/view.main.1630>

⁵⁵ McMillan, Karen (2011). Tradition, Respect and Reputation: Cultural, Familial, and Personal Risk Attached to Condom Use for Young People in Tonga, in *Intersections: Gender and Sexuality in Asia and the Pacific* Issue 26.

⁵⁶ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku’alofa, p. 68.

⁵⁷ World Bank(2014). *Hardship and Vulnerability in the Pacific Island Countries*. Washington: World Bank, p. 70.

⁵⁸ UN Women (2014) Asia and the Pacific: Tonga. <http://asiapacific.unwomen.org/en/countries/fiji/co/tonga>, accessed 22/03/2017.

⁵⁹ Cited in Commonwealth of Learning (2015). *Gender Profile: Tonga*. London: Commonwealth of Learning, p. 3.

⁶⁰ Stubbs, Daniel and Tawake, Sainimili (2009). *Pacific sisters with disabilities: at the intersection of discrimination*. Suva: UNDP Pacific Centre, p. 45.

sexual violence and 91 per cent of women had experienced, at least once in their lifetime, controlling behaviour from their husband. It also identified that perpetrators of violence are just as likely to be well respected and educated Tongan men.⁶¹

The National Survey also found that violence is exacerbated by living with extended family, alcohol consumption and economic hardship faced by men. Data from the Pacific illustrates that “pre-existing conditions of domestic violence, rape and prostitution will occur or be further exacerbated during a disaster”.⁶²

In 2013 the Tongan Parliament passed the Family Protection Act which was developed by Tonga's Ministry of Education, Women's Affairs and Culture Women's Affairs Division. The Act allows police to issue immediate protection orders to victims of domestic abuse, however there is a requirement to provide physical evidence of resistance in order to prove the absence of consent in rape cases.⁶³ There is also no legal minimum age of consent in Tonga with statutory rape not criminalised.

The National Centre for Women and Children, a, NGO, is one of the few providers of counselling and a shelter for survivors of violence.

4.4 Civil Society Partnerships

NGOs have been active in providing assisting in poverty alleviation and social protection especially in education, health and for disadvantaged groups. The TDSF II addresses the role of civil society in *Organisational Outcome 2.1: Improved collaboration with and support to social and civil society organisations and community group*. This is articulated as the strategic concept of “encouraging and support the registration of CSOs and NGOs working to support skills and services for communities throughout the Kingdom”.⁶⁴ As stated earlier, the government relies heavily on NGOs to address the needs of vulnerable groups, and the relationships between the work of NGOs and the government have not been clear. The Final MDG report suggests “a partnership should be defined under a policy framework to ensure sustainability and accountability. It should also allow sharing of information and participation by CSOs in decision making to represent the views of the community”.⁶⁵

The Civil Society Forum of Tonga is a national umbrella organisation for Tongan CSOs/NGOs with a vision to “to provide strong leadership to develop an effective Civil Society Sector in Tonga”. Its mission statement articulates that it is

*committed to creating a conducive environment for all Civil Society Organisations development through open dialogue, equal participation, partnership, collective decision making and consensus building. CSFT will continue to empower Civil Society Organisations by providing opportunities for capacity building and leadership development.*⁶⁶

One of the four guiding principle of the *Revised National Policy on Gender and Development* is strong partnerships and coordination mechanisms need to be in place between the Department of Women's Affairs, other line and sectoral ministries, civil society organizations and Tonga National Forum of Church Leaders. The church plays a central role in Tongan society, with 37 per cent of the population belonging to the Free Wesleyan Church. As such, church groups exert a strong organising role in civil society, and

⁶¹ Ma'a Fafine mo e Famili (2009). *National Study on Domestic Violence against Women in Tonga*. Nuku'alofa.

⁶² Morioka, Kate (2016). Time to Act on Gender, Climate Change and Disaster Risk Reduction. *Bangkok: UN Women*, p. 9.

⁶³ UN Women (2014) Asia and the Pacific: Tonga. <http://asiapacific.unwomen.org/en/countries/fiji/co/tonga>, accessed 22/03/2017.

⁶⁴ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku'alofa, p. 118.

⁶⁵ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 43.

⁶⁶ Civil Society Forum of Tonga, <http://www.piango.net/PIANGO/NLU/NLUs/tonga.html>, accessed 2/05/2017.

this is reflected in women's organising as well. Pacific gender specialist Helen Hill considers the earliest civil society groups in the Pacific were formed by youth and women's groups established by missionaries.⁶⁷

Langafonua 'a e Fefine Tonga was in 1956 established (now the National Council for Women), as an umbrella organisation for women's CSOs in Tonga. This organisation was dominant in leading non-government organisations (NGOs) during this time and it was not until the 1970s that indigenous and community led NGOs were created to address wider issues of children, environment, disability and youth. With further transition to democracy in the past decades, this had progressed further. The ADB civil society brief for Tonga states:

*Today, civil society in Tonga is a diverse and active space, with numerous formal and informal CSOs working across a range of sectors, in particular women's rights, disability services, environment, youth services, primary service delivery (health, education, and sanitation), counselling, advocating for human rights and the rights of marginalized people, and monitoring of government and other groups. CSOs are organized across all strata of society, from the village level to the national level.*⁶⁸

5. Gender Specific Issues

Tonga rates 148 out of 188 countries for the Gender Equality Index.⁶⁹ This score is strongly influenced by there being only one woman in parliament, ranking the country 182 of 193 for parliamentary representation of women in January 2017.⁷⁰ Tonga has never had more than one female Member of Parliament sitting at any one time in its history; however there is pressure from women's activists to ensure reserved seats for women in parliament, citing the example of Samoa as a good practice.⁷¹

The political reform of 2010 resulted in increasing the number of people's representatives in parliament from 9 to 17 (as opposed to those appointed by the King). Subsequent to this, women's groups lobbied for a women's quota system for representation in parliament. This did not eventuate, however more women have stood as candidates.⁷² The current RNPAGAD Implementation Plan does identify this as an area to address and includes key actions to conduct studies to identify obstacles for women who wish to be election candidates; to ascertain which factors influence voters' choice (i.e. reasons women and men are not supportive of women candidates); identify challenges women faced when standing for the 2014 elections and to survey women with an interest in entering politics to identify why they did not campaign in 2014. The low representation of women in the highest levels of decision making is seen as a reflection of a strong gender bias in Tongan society which sees men as key decision makers in society.⁷³

Tonga is one of only seven countries globally which have not ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). In 2009 the Tongan parliament voted against adopting CEDAW, as it was believed this would result in women having the right to succession to the Throne, inherit nobility titles and estates, and qualify to register tax and town allotments.⁷⁴ The issue was ignited again in 2015 after the government committed to ratification at the Commission on the

⁶⁷ Cited in ADB (2015). *Civil Society Briefs: Tonga*. Manila: ADB, p. 2

⁶⁸ Ibid, p. 3.

⁶⁹ Last updated 2014, Gender Equality Index website, <http://hdr.undp.org/en/composite/GII>, accessed 21/03/2017.

⁷⁰ Inter-Parliamentary Union, *Women in Parliament website*, <http://www.ipu.org/wmn-e/classif.htm>, accessed 20/03/2017

⁷¹ "Tonga women activists to press for reserved female seats in Parliament", ABC News, 10/03/2017, <http://www.abc.net.au/news/2017-03-10/tonga-women-activists-to-press-for-reserved-female/8344942>, accessed 20/03/2017

⁷² Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 71.

⁷³ Ibid, p. 71.

⁷⁴ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 73.

Status of Women, this time there was additional opposition from the church and other sectors based on opposition to same sex marriage and abortion, and the commitment was withdrawn.

Women cannot own land in Tonga. Men have sole land rights to 'api kolo (town allotment) and an 'api 'uta (tax or country allotment), with inheritance through male lineage. Even where there is no male lineage, women can only have occupancy rights. Although widows inherit land owned by their deceased husbands, legislation stipulates that this is forfeited if she remarries and reverts to the eldest son or the family of the deceased husband.⁷⁵ Without control of land assets, women find it hard to access loans for business development.

5.1 Institutional Framework for Gender

In 2001 a *National Policy on Gender and Development* was approved by the Tongan Government with the establishment of a National Centre for Women and Children. A gender stock-take of the government's capacity in gender was conducted by the South Pacific Commission in 2009 which revealed "a weak enabling environment for gender mainstreaming with a weak legislative environment; albeit somewhat improved with the passing of the Family Protection Act in 2013; the Constitution sanctions gender-based discrimination notably in term of land inheritance and ownership; there is no stand-alone anti-discrimination legislation".⁷⁶

A further review in 2011 found that the national policy implementation had been weak due to "the absence of the appropriate legislative framework and monitoring and evaluation".⁷⁷ As a part of this review, the Women's Affairs Division with the Ministry of Internal Affairs conducted a series of consultations with civil society organizations such as the Ma'a Fafine moe Famili, Governors' Offices and Offices of the Government Representatives including district and town officers, representatives of youth groups, faith-based organizations and women's groups. From these consultations a *Revised National Policy Statement on Gender and Development (RNPGAD)* was developed with a Strategic Action Plan 2014 – 2018 approved in 2014.

The vision for the RNPGAD is "Gender Equity by 2025: That all men, women, children and the family as a whole achieve equal access to economic, social, political and religious opportunities and benefits."⁷⁸

The policy goal is to:

*advance gender equality ensuring the active contribution and meaningful participation of both women and men in all spheres, and at all levels, of development and decision-making for the wellbeing of the family and for the benefit of the whole society.*⁷⁹

Six priority policy outcomes form the basis of the RNPGAD. These are: enabling familial and social environment for gender equality; equitable access to economic assets and employment; increased women's leadership and equitable political representation; a gender responsive approach when dealing with natural disasters, environment and climate change strategies; increased focus on addressing the additional hardships and vulnerability experienced by female headed households, women with disabilities, and women and men in rural areas, especially in the outer islands; and an enabling environment for mainstreaming gender across government policies, programmes and services.

⁷⁵ ADB (2013). *Tonga Economic Update and Outlook 2012*. Manila: Asian Development Bank, p. 36.

⁷⁶ Government of Tonga (2014). *Revised National Policy on Gender and Development (RNPGAD)*. Nuku'alofa, p. 9.

⁷⁷ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku'alofa, p. 71.

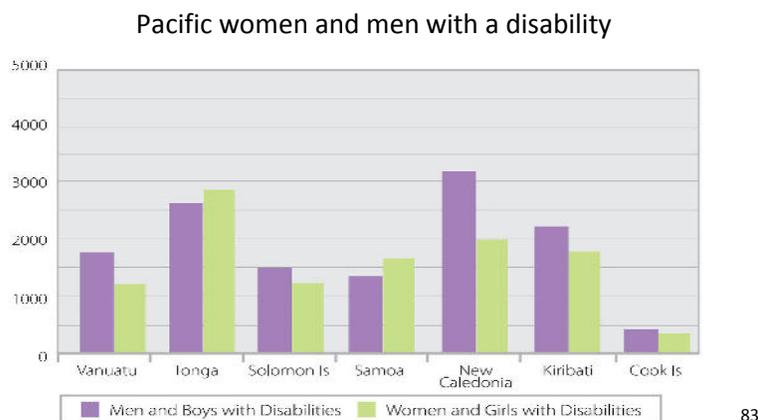
⁷⁸ Government of Tonga (2014). *Revised National Policy on Gender and Development (RNPGAD)*. Nuku'alofa, p. 10.

⁷⁹ Ibid.

An Implementation Plan 2014-2018 has been developed for the Plan led by the Department of Women’s Affairs which is tasked with coordination, monitoring and advisory services. The Policy also requires all sectors and all government agencies at both national and local levels to dedicate appropriate human, financial and material resources to achieve the outcomes in relation to their sector. There is also National Advisory Committee on Gender and Development (NACGAD) which includes key stakeholders from civil society which monitors the implementation of the Policy and reports to Parliament annually through the Ministry of Internal Affairs.⁸⁰

6. Disability Specific Issues

According to UNESCAP, an estimated 17% of people in the Pacific have some form of disability in 2013.⁸¹ The World Health Organisation estimate global rates at 15 per cent with 2-4 per cent experiencing significant difficulties in functioning.⁸² The graph below illustrates that only Tonga and Samoa have more females with disabilities than men (of those listed).



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The 2006 Tongan Census illustrates good practice in disability data collection through coding for data to be collected on whether the disability is mild, moderate or severe which enables a disaggregation by disability type and severity, as well as sex.⁸⁴ Disability issues are mainstreamed through TDSF II as well as Tonga having a *National Policy on Disability Inclusive Development 2014-2018* (NPDID) which identifies a ‘twin-track approach’ with some activities specifically targeting persons with disabilities and others mainstreaming the needs of persons with disabilities into existing areas of work, such as education and health services. The goal is:

*Tonga as a society that is barrier-free and inclusive, which respects the rights and dignity of Persons With Disabilities, allowing them to participate equally, to reach their full potential, and to be economically and politically empowered and to live freely.*⁸⁵

It states the “Policy is consistent with the articles of the CRPD although it does not cover all aspects of the Convention.”⁸⁶ The eight overarching principles it addresses from the Convention on the Rights of Persons with Disabilities (CRPD) include: respect for inherent dignity, individual autonomy including the freedom to make one’s own choices, and independence of persons; non-discrimination; full and

⁸⁰ Ibid, p. 12.

⁸¹ Pacific Disability Forum, <http://www.pacificdisability.org/About-Us/Disability-in-the-Pacific.aspx>, accessed 1/05/2017.

⁸² WHO 2011 World Report on Disability, http://www.who.int/disabilities/world_report/2011/report/en/, accessed 1/05/2017.

⁸³ Stubbs, Daniel and Tawake, Sainimili (2009). *Pacific sisters with disabilities: at the intersection of discrimination*. Suva: UNDP Pacific Centre, p. 17.

⁸⁴ Ibid, p. 54.

⁸⁵ Government of Tonga (2014). *National Policy on Disability Inclusive Development 2014-2018*, p. 4.

⁸⁶ Government of Tonga (2014). *National Policy on Disability Inclusive Development 2014-2018*, p. 3

effective participation and inclusion in society; respect for difference and acceptance of persons with disabilities as part of human diversity and humanity; equality of opportunity; accessibility; equality between men and women; respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

Priority areas of the Policy include legislation; ratifying CRPD; education, training and sports; access to health services; employment and livelihoods; mainstreaming disability across Tongan Government and civil society; awareness and advocacy; strengthening disabled persons' organisations in Tonga; and addressing women with disabilities, acknowledging their multiple discrimination due to their gender and their disability. It quotes a UNFPA study in Tonga that identified violence towards women with disabilities as often perpetrated by family members.⁸⁷ The study also considered that Tongan women with disabilities have less access to sexual and reproductive health services compared to women in general. The objectives in NPDID states that violence against women with disabilities will be effectively addressed.

The Policy takes a whole-of-government approach including many different sectors of the Government and involves civil society organisations, in particular Naunau 'o e 'Alamaite Tonga Association (NATA) is a non-government association formed by a group of people with disability, as partners and in some cases as key implementing agencies. The implementation of the Policy is overseen by a Disability Desk Officer in the Ministry of Internal Affairs who reports to the multi stakeholder Tonga National Council on Disability, and through that mechanism to Cabinet. An Action Plan accompanies the policy.

The activities in the NPDID include working with NATA encompassing the NATA women with disabilities group working with the Tonga Family Health Association to provide training on sexual and reproductive health services; NATA work with Women and Children Crisis Centre to provide training on violence against women with disabilities; and NATA women with disabilities group liaising with the Women's Division of the MIA to work on ways of mainstreaming disability into its programmes. This is a significant policy directive in the Pacific and illustrates not only the recognition of specific women with vulnerabilities, but the national coordination of government with specialist NGOs in the sector.

7. SECTOR SPECIFIC ISSUES:

7.1 Climate Change and Disaster Risk Reduction

Tonga is ranked as the second most disaster prone country in the world based on exposure, susceptibility, coping capacity, and adaptive capacity. Cyclone Ian which hit Tonga in January 2014, was the most powerful storm ever recorded in Tonga and impacted approximately 5,000 people, or 66% of the local population of Ha'apai. USD\$53 million worth of damages was wreaked on housing, business, agriculture, power infrastructure, and education.⁸⁸ No sex disaggregated data is available from this; however a UN Women report cites the Safety and Protection Assessment of Cyclone Ian identified women as sole income earners in Ha'apai being adversely affected when due to the loss of pandanus leaves, the main material used for weaving.⁸⁹ Data is available to substantiate that 70 per cent of the adults who died in the 2009 tsunami and Tongan ferry disaster were female.

Tonga Climate Change Policy: A Resilient Tonga By 2035 is based on an approach which is multi-faceted, cross-sectoral, gender inclusive, equitable, and with a strong emphasis on community ownership

⁸⁷ UNFPA, *A Deeper Silence The Unheard Experiences of Women with Disabilities – Sexual and Reproductive Health and Violence in Kiribati, Solomon Islands and Tonga*, 2013

⁸⁸ Asian Development Bank (2016). *Pacific Energy Update 2016*. Manila: ADB, p. 21

⁸⁹ Morioka, Kate (2016). Time to Act on Gender, Climate Change and Disaster Risk Reduction. *Bangkok: UN Women*, p. 25.

supported by strong governance. Of the seven national outcomes, the third is “a more inclusive, sustainable and empowering human development with gender equality”. The guiding policy principles recognise that men and women face different social, environmental, and economic situations, with recognition of the need for a better understanding of the vulnerabilities and capacities of different gender groups. An outcome in the section on the management of data addresses increased national capacity in data and information collection to support resilience building taking into account gender analysis. The policy looks to develop and implement a strategy for supporting communities, including women, youth, and vulnerable groups to directly access relevant funding to support implementation of Community Development Plans. Although the document addresses the relationship between the environmental, social, and economic targets for a Resilient Tonga, it does not detail the social issues other than gender; there is no mention of poverty or disabilities.

The *Joint National Action Plan on Climate Change Adaptation and Disaster Risk Management 2010-2015* (JNAP) makes no references to gender or women’s issues. In relation to social issues it but is does refers to build capacity of social workers on disaster trauma counselling. It is much clearer in issues of poverty, with Goal 5 focussing on economically affordable energy, which is aimed at addressing the needs of the poor.

The *National Disaster Management Legislation 2007*, the *First National Communication* (NC) in 2005, *Second National Communication* in 2012 or the *Intended Nationally Determined Contribution* (INDC) (no date) do not address issues of gender or disability. They do mention social and poverty issues with the First NC report in 2005 stating “energy services drive economic and social development”⁹⁰ and is echoed by the Second NC report which states “an affordable, reliable power supply is basic to economic and social wellbeing”.⁹¹

The INDC states the primary focus of the government’s national climate mitigation approach is poverty alleviation with a lack of climate proofing investments further risking Government’s poverty alleviation commitments and national development. It identifies the higher levels of poverty on the outer islands.⁹² Social issues are discussed in general terms, in terms of energy constraints impacting on social issues but details on are not identified on what specific social issues these are.

The JNAP Taskforce is made up of 12 ministries, statutory authorities and NGOs; however the Ministry of Internal Affairs (MIA), which has the mandate for mainstreaming gender equality into development plans, is not party to this instrument.

In the Hyogo Framework for Action report for the 2011-2013 period, Tonga considered it met all the gender indicators, being one of the few Pacific Islands countries to do this. It claimed gender issues were addressed in disaster risk planning, assessments, recovery and decision-making processes. The report stated that gender issues are ‘acknowledged’ by government agencies, with strong gender commitments in the sectoral policy and programmes of social welfare, health, agriculture and water.⁹³ It does make the statement that “gender issues are generally not yet perceived as a strong driver of DRR achievements even though gender and division of labour are practiced during disasters”,⁹⁴ and it

⁹⁰ Government of Tonga (2005). *First National Communication*. Nuku’alofa: Government of Tonga, p. 25.

⁹¹ Government of Tonga (2012). *Second National Communication*. Nuku’alofa: Government of Tonga, p. 101.

⁹² Government of Tonga (no date). *Intended Nationally Determined Contributions*. Nuku’alofa: Government of Tonga, p. 3.

⁹³ Government of Tonga. (2012). *National progress report on the implementation of the Hyogo Framework for Action (2011-2013) – Interim Report*.

⁹⁴ Ibid, p. 48.

recognises the need for further strengthening of gender responsiveness in DRR policy, programme design and implementation, and disaster response and recovery.

An assessment was made of climate change and disaster risk reduction projects in Tonga using the Inter-Agency Standing Committee (IASC) Gender Marker in 2009. This review identified that nearly half of all projects were completely gender-blind and another quarter of all projects had limited or purely cosmetic reference to gender or social vulnerability.⁹⁵ It also stated that projects were more likely to overlook gender issues if the project was directly funded by a line ministry, with an increased focus on gender in the design of projects funded by ADB or UNDP as an implementing partner.⁹⁶

The RNPGAD proposes outputs to develop and disseminate knowledge about the gender perspective in disaster preparedness and climate change adaptation to increase capacity of households to respond to and adapt to disasters and environmental and climate change. One of the six policy outcomes of this strategy is to develop “a gender responsive approach when dealing with natural disasters, environment and climate change strategies”.

7.2. Energy

89 per cent of households in Tonga have access to grid electricity; however 90 per cent of this power generation is from imported diesel, increasing Tonga’s exposure to fluctuating fuel prices, paired with higher transport costs for those in the outer islands. Renewable energies have the potential to decrease tariff prices, increase energy efficiency and security as well as decrease emissions. The Government of Tonga has committed to 70 per cent of electricity to be generated from renewable sources by 2030, however in 2015 renewable energy only accounted for approximately 9 per cent⁹⁷. Furthermore at the beginning 2016, a total of 1.3MW of grid connected solar power generation has begun installation in the outer islands through the on-going Outer Island Renewable Energy Project. The Tonga Renewable Energy Project is supporting this target through the development of solar, integrated diesel systems and wind generation.

Tonga Power Ltd. is the state-owned electricity provider, and claims that Cyclone Ian affected 90 per cent of Ha’apai’s distribution lines; 40–70 per cent of electricity poles; 65 per cent of transformers; 90 per cent of transformer structures; and 95 per cent of streetlights. As such, climate-proofing the electricity network is essential. ADB provided assistance to address the response from Cyclone Ian, including a gender mainstreaming approach encompassing the training and hiring of seven female workers to support the installation of power lines and the operation of heavy machinery.⁹⁸

7.2.1 Energy, poverty and social issues

Access to reliable and sustainable energy is essential for development. Energy supplies are core to productive activities that create employment opportunities to generate income for the population. Having access to energy impacts all economic productivity, including agriculture which can alleviate poverty and food instability. Poverty is inextricably linked to a lack of affordable energy services. Key social issues follow from this with social services compromised by poor and unreliable energy. Electricity in rural areas is critical to health services to ensure the provision of medical services at night and the use of more advanced medical equipment. Likewise reliable energy enables an expansion of access to safe water for domestic use as well as agriculture and livestock.

⁹⁵ Government of Tonga. (2015). *Draft Climate Financing and Risk Governance Assessment*. Unpublished.

⁹⁶ Morioka, Kate (2016). Time to Act on Gender, Climate Change and Disaster Risk Reduction. *Bangkok: UN Women*, p. 50

⁹⁷ Asian Development Bank (2016). *Asian development outlook 2016 update. Meeting the low-carbon growth challenge*. Mandaluyong City, Philippines: Asian Development Bank, 2016, pp. 112.

⁹⁸ Asian Development Bank (2016). *Pacific Energy Update 2016*. Manila: ADB, p. 21

The need for energy systems to be linked to poverty alleviation thus becomes an essential strategy. Cambridge University's 2012 *Global Energy Assessment - Toward a Sustainable Future* states:

Energy systems in developing countries and associated economic and welfare policies need to be redesigned to ensure an emphatic pro-poor orientation that will move toward universal access to cleaner and affordable forms of energy in key economic sectors that the poor rely on such as health, water, education, agriculture and transport....Experiences in developing countries point to an overarching conclusion: when power sector reforms were introduced with the sole intention of improving the performance of utilities, the expected and hoped-for social benefits did not necessarily follow. Where governments maintained a role as instigator or at least regulator of improved access to electricity by the poor, tariffs for poor households tended to decrease and levels and rates of electrification tended to increase⁹⁹.

This quote illustrates not only the connection between poverty and energy, but the need for energy systems to have a specific focus on the poor.

Tonga's Prime Minister, in the Foreword to the *Tonga Energy Road Map 2010 - 2020 (TERM)*, stated:

Energy is a fundamental building block for the Kingdom in its social and economic development and in enhancing the livelihood and wellbeing of all Tongans. It affects all businesses and every household. Accessible, affordable and sustainable electricity that is environmentally responsible and commercially viable is a high priority. My Government recognized the importance of having dependable, accessible and reasonably priced power as a key catalyst for sustainable economic growth. Achievement of these goals is crucial to achieve the Government's primary target of "poverty alleviation" including 100% accessibility to electricity.¹⁰⁰

This statement by the Prime Minister articulates that a more resilient energy supply is necessary for Tonga as a part of its poverty alleviation strategy with targeting affordable energy a critical aspect for poor people. The TDSF II Organisational Outcome 4.1 calls for "more reliable, safe, affordable and widely available energy services built on an appropriate energy mix moving towards increased use of renewable energy".¹⁰¹ The Strategy identifies the need for access to energy to enable access to clean water, education and health services and food security as well as communication systems, transport and wider services, especially for the outer islands.

Access to reliable and sustainable energy sources will also decrease the cost of imported fuels, making an impact the national budget as well as household budgets which are a critical component of poverty alleviation. Households and businesses cannot be expected to expand their economic stability or growth without reliable energy. Community participation in implementation of energy projects could also be designed to enhance community knowledge about sustainable energy consumption in order to reduce the threat of climate change.

7.2.2 Women in the energy sector

UN Women's study of gender, climate change and DRR in the Pacific (2016) found that a third of the projects were completely gender-blind although many focused on energy, agriculture, water resources, promotion of community resilience, and coastal zone management. Those that did mention gender referred to women in terms of women as vulnerable rather than in active decision making positions.¹⁰² It is essential to broaden the scope of women in energy to encompass women's economic development and empowerment through decision making and employment. In addition, access to efficient, reliable,

⁹⁹ Karekezi, S., S. McDade, B. Boardman and J. Kimani (2012) Chapter 2 - Energy, Poverty and Development. In *Global Energy Assessment - Toward a Sustainable Future*. Cambridge: Cambridge University Press, p. 155

¹⁰⁰ Kingdom of Tonga (2011). *Tonga Energy Road Map 2010 - 2020*. Nuku'alofa, p. xi.

¹⁰¹ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku'alofa, p. 20.

¹⁰² Ibid, p. 48.

and affordable energy infrastructure and services is essential to women's daily lives in addressing their practical needs for cooking, lighting, power, transport, freezers, clean water and sanitation that could ease their daily household burdens. This time saving technology also provides the opportunity increased for sustainable livelihoods. As women and girls are more involved in domestic activities, this affects them more greatly than men and boys.

The USAID Asia Pacific ADAPT kit, includes a module on energy and gender and it states that

As men generate or have more control over cash income, they usually also control most of the household decisions to invest family income in new energy sources—for example, dry batteries, solar home systems (SHS), and home appliances. For female-headed households, lack of collateral and cash income impedes ability to obtain credit to access modern energy (services and appliances).¹⁰³

Women also face energy challenges in the formal sector with women-headed businesses generally having lower access to finance and energy-related services (such as grid electricity) than men. UNDP claims addressing both women's and men's contributions and concerns increases access to and benefits from grid and off-grid electricity/energy sources. Conversely, failure to consider gendered interests, limits the effectiveness and sustainability of energy programmes.¹⁰⁴

7.2.3 Regional networks/mandates on gender and energy in the Pacific

The Pacific Energy and Gender Network (PEG) was established in 2003. The group's mandate was to (i) mainstream gender into energy and policy planning, (ii) improve networking at national and regional level with relevant stakeholders, (iii) strengthen information dissemination in order to increase awareness of energy and gender issues, (iv) provide technical assistance, (v) improve gender and energy training; and (vi) capacity building at different levels.¹⁰⁵ It developed the *Pacific Energy and Gender Network Strategic Action Plan (PEGSAP, 2006 – 2008)* in December 2005. A *Regional Strategic Planning Workshop* was held in Nuku'alofa in April 2009 to review this document and adopt and endorse the *Pacific Energy and Gender Network Strategic Action Plan 2009 – 2014*. The review of the first plan was conducted by the Gender Issues Officer of the Pacific Island Forum Secretariat (PIFS) in collaboration with PEG members. The Pacific Islands Applied Geoscience Commission (SOPAC) coordinated the initiatives related to the implementation of the Strategic Action Plan. The details below provide information on the Strategic Action Plans, but an internet search has found no current information for either the implementation of the Plan or the existence or activities of the PEG Network since 2009.

Implementation of the PEGSAP 2006 – 2008 focused on improving and strengthening information and communication on rural energy development and gender with the production of communication tools such as posters, flyers, newsletters and DVDs. These included messages highlighting how renewable energy and energy efficiency improves the livelihoods of rural communities, particularly women, youth and children. Sub-regional training workshops were held on the mainstreaming gender into energy planning and policy. Two training manuals were adapted to the Pacific context and published in October 2006. At this time additional financial support was provided from UNDP Regional Energy Programme for Poverty Reduction (REP-PoR) and ENERGIA (International Network on Gender and Sustainable Energy). The major challenges in implementing the activities of PEGSAP were cited as the lack of funds; weak monitoring and evaluation processes; limited capacity and capability with a lack of gender expertise in the Pacific region; weak partnerships/lack of coordination; unwillingness within communities to involve women; reluctance of women to get involved in project; and limited awareness on gender and energy

¹⁰³ USAID (2014) Asia Pacific ADAPT Gender Source Book. Bangkok: USAID. <http://asiapacificadapt.net/gender-sourcebook/7-sectoral-modules/7-7-module-g-energy/>, accessed 18/04/2017

¹⁰⁴ UNDP (2013). Gender and Energy. New York: UNDP and GGCA, p. 2-3.

¹⁰⁵ Pacific Islands Applied Geoscience Commission (2009). *Pacific Energy and Gender Network Regional Strategic Planning Workshop Report*. Nuku'alofa, p.5.

aspects at all level.¹⁰⁶ Recommendations highlighted the need for gender mainstreaming be targeted as direct technical assistance to national energy offices (or equivalent); PEG members to be consulted when developing proposals for funding; and for the 2009 – 2014 PEGSAP to be added as a strategic document in the Pacific Islands Energy Policy (PIEP) and its strategic action plan having a clear linkage to the PIEP.

The *Pacific Energy and Gender Network Strategic Action Plan 2009 – 2014* had three overarching strategies: to build national capacity to ensure gender is mainstreamed into national energy policies and energy projects; conduct research and analysis on energy and gender linkages and gender mainstreaming of the energy sector at the national and local levels; and to strengthen networking and cooperation with relevant international, regional and national institutions.¹⁰⁷ The activities included in these strategies are contained in Annex 1.

Gender CC - Women for Climate Justice (a global network of organisations, experts and activists working for gender equality, women’s rights and climate justice based in Berlin) worked with SPC to develop a *Toolkit to Mainstream Gender into Energy, and Climate Change Community Based Adaptation Projects in the Pacific— To assist community practitioners in the Pacific working in Energy and Climate Change Community Based Adaptation*.¹⁰⁸

In 2010 Gender CC worked with SPC’s Energy Programme of the Economic Development Division to review gender mainstreaming in IUCN’s Renewable Energy Projects in Tuvalu, Tonga, Vanuatu, Samoa and Palau. A literature review mapped the gender, energy and development nexus and developed action plans for mainstreaming gender into the five SIDS IUCN Energy Projects. In Tonga this included a Solar PV Project on the Island of Mounga’one with the Department of Energy. The field visit was conducted to the island identified that the energy service enabled women to weave mats after daylight with the newly established lighting. This freed up women for other activities during the day. Children were also able to do their homework with in the evenings, and mobile phones assisted them to talk to family members living in other islands or overseas. The maintenance of the PV system was primarily seen as a role for men, however the review identified that there was no reason that women could not be trained to do this maintenance work. As the men were often away from the island, fishing or working on the main island, women’s management of the system was seen a practical intervention to both increase women’s capacity and also challenge gender norms.¹⁰⁹

7.2.4 National Policy on energy

The Tonga Renewable Energy Master Plan does not make any references to disability. The RNPAGD Implementation Plan 2014 – 2018 addresses gender and energy issues under outcome 4.2: Increased capacity of households to respond to natural disasters and to the impacts of environmental and climate change. This includes

Key action 4.2.6:

Support initiatives to improve conservation of energy (in particular in relation to electricity consumption and transport) and promote technologies for renewable energy as a mitigation and adaptation measure keeping in mind that energy services must serve the needs of the household and for the livelihood

a) Analyse the Tonga Energy Road Map (TERM) for gender mainstreaming and the collection of disaggregated data and for how the road map will impact on household livelihoods

b) Develop an IEC campaign on how households can contribute to energy conservation; monitor the campaign for impact.

¹⁰⁶ Ibid, pp. 10-12.

¹⁰⁷ Pacific Islands Applied Geoscience Commission (2009). *Pacific Energy and Gender Network Regional Strategic Planning Workshop Report*. Nuku’alofa, p.12.

¹⁰⁸ Gender CC (No Date). *Toolkit to Mainstream Gender into Energy, and Climate Change Community Based Adaptation Projects in the Pacific*.

¹⁰⁹ Ibid p. 20.

- (c) *Tonga's Cabinet endorsed the Tonga Energy Objectives in 2016*
- (d) *Tonga's Cabinet endorsed the Tonga National Energy Policy in 2016*
- (e) *Drafting of National Energy legislation as umbrella legislation for existing energy related legislations in the country.*
- (f) *Alignment of electricity regulatory roles with the government policies and focus..*
- (g) *Lifeline Electricity Tariff Policy and Guidelines*

The *Tonga Energy Road Map 2010 - 2020 (TERM)* begins with a strong statement from the Prime Minister (see quote in section 7.2.1) identifying the energy sector as critical to poverty alleviation; however poverty issues are not directly addressed in the document. The TERM does however identify Environmental and Social Impact Assessments as essential to energy plans with special consideration given to those groups with specific needs including youth, women, religious groups and those with special needs. In addition it considers that social sustainability requires equity with the need for an affordable electricity supply that meets the needs of people living in remote areas.¹¹⁰

7.2.5 Solar and wind initiatives in the Pacific

The most significant initiative in solar energy that addresses gender issues in the Pacific is the “Solar mamas” project, an initiative of the Government of India and Barefoot College in India which is training Pacific women as solar engineers. 14 Pacific nations attended a summit in India in 2016, with the initiative to be rolled out for the Cook Islands, Fiji, Vanuatu, Samoa, Tonga, Kiribati, Tuvalu, Niue, Solomon Islands, Micronesia, Marshall Islands, Palau, and Papua New Guinea. A press release states:

The \$1.25 million plan will provide households with 40 watt solar systems, robust portable rechargeable lanterns, a village-based repair and maintenance workshop and a wi-fi enabled learning centre in every community involved in the project. Sensor technology will also be integrated to allow for real time data collection on key environmental and performance indicators across the region. The project represents the world's largest and most comprehensive data gathering system on decentralised solar delivery to be run by women anywhere in the world. The programme addresses self-awareness and leadership, human and basic legal rights, livelihood skills, digital skills, financial inclusion, and micro-enterprise.¹¹¹

The project will include the installation of 2800 household solar electrification systems using the Barefoot Approach to community owned and managed renewable energy. All technology is fabricated, installed and maintained by older rural women, based on the success of previous projects across Fiji, Vanuatu and Papua New Guinea.

In addition to the Barefoot College initiative the *South Pacific Business Development (SPBD) Solar Lighting Loan Project* is working in the Solomon Islands to provide small loans to women to buy solar lighting kits which contain a solar panel, an array of lighting bulbs and mobile phone charging points. The programme offers small loans to largely rural women entrepreneurs to start or expand small businesses, provides financial literacy and business skills training and offers low-cost micro-insurance coverage. SPBD is a network that operates in four Pacific countries – Samoa, Tonga, Fiji and Solomon Islands and as such has potential to develop a solar lighting model tailored to women....¹¹²

The third project in the Pacific focussing on women and solar energy is smaller scale and is an initiative of the Women's Federation for World Peace (WFWP), Australia. The Island Lights Project (ILP) is a not for profit development project which aims to provide sustainable and safe portable solar lighting for women and their families living in remote Pacific Island communities. It aims to capacity build and empower women with the means to enable their children to study after dark and give the opportunity

¹¹⁰ Ibid, p. 46.

¹¹¹ Losirene Lakanivalu (2016). 'Solar mama' plan powers Pacific, Cook Island News, Monday November 28, 2016, <http://www.cookislandsnews.com/national/local/item/61888-solar-mama-plan-powers-pacific/61888-solar-mama-plan-powers-pacific>, accessed 18/04/2017

¹¹² SPBD Solar Lighting Loan lighting up homes in the Solomon Islands, Pacific Women in Business website, <http://pacificwomeninbusiness.com.au/blog/inspiration/spbd-solar-lighting-loan-lighting-homes-solomon-islands/>, accessed 19/04/2017

for women to maintain home based businesses. It is currently operating in the Solomon Islands and Vanuatu.¹¹³

There are no specific projects addressing women or gender issues in wind energy in the Pacific that are available online. There is a network of *Women of Wind Energy* (WoWE), which is a New York based group that has been running for over a decade, which promotes the education, professional development, and advancement of women to achieve a strong diversified workforce and support a robust renewable energy economy.¹¹⁴ However this network only operates in North America. No other networks were identified specialising in wind energy and gender issues. Most resources which address renewable energies include wind energy, but do not mention any specific initiatives other than increasing the role of women in wind energy through employment and decision making, community consultations and including mentoring programs.

Kristen Graf, Executive Director of Women of Wind Energy (WoWE) states that women are under-represented in wind and the other renewable energy industries, and believes progress in renewables may depend on correcting that. She identifies:

*Statistics are difficult [to come by] because there is little historic data, but preliminary results ... show women make up approximately 20 per cent to 25 per cent of the wind workforce. Most work in administrative and human resources roles. I don't think we have to hit a 50 per cent line, but I think we will be better off if the workforce is more reflective of the overall long-term customer base.*¹¹⁵

Pacific leaders have alerted the international community about the threats of climate change and sea level rise in the PIFDS. International actions to address climate change through renewable energy initiatives have been implemented slowly (AOSIS, 2012), which further emphasizes the challenges associated with the implementation of sustainable energy goals.

Project Gender Action Plan Summary

The Gender Action Plan addresses the inclusion of women throughout the project which encompasses consultations having a target of at least 50% female participation, including women only consultations as well as a requirement for hiring 20% women in the construction and administration of all energy installations. Women's active employment at sites will require necessary institutional support including separate sanitation facilities with women friendly design including locks and lighting. Contractors appointed for construction will be informed of the required facilities before bidding.

Equal pay for equal work between male and female workers is a standard which will be ensured. In addition there may be a need for mentoring women in this non-traditional labour sector, if this is the case, the GAP identifies the need to work with local women's NGOs to assist in identifying local women interested and capable of providing the required labour.

In terms of capacity development it is targeted that a minimum of 30% female participants be included in the on training every year on project planning and asset management maintenance, procurement, anticorruption, safeguards and power budget management. In addition it is advocated that a minimum of 30% female participation be included in work for the demand side management of community electric societies' customers, enhancing community electric societies' management capacities, and business incubation and management including identification of solar power-related business

¹¹³ Island Lights Project, Women's Federation for World Peace Australia website, <https://www.wfwpaustralia.org/island-lights-project>, accessed 19/04/2017.

¹¹⁴ Women and Wind Energy website <http://www.womenofwindenergy.org/november-wowe-expanding-to-advance-women-across-the-renewable-energy-spectrum.html>, accessed 19/04/2017

¹¹⁵ Herman K. Trabish (2013). Women in the Wind Industry, Green Tech Media website, <https://www.greentechmedia.com/articles/read/why-does-the-wind-industry-need-women>, accessed 19/04/2017.

opportunities to be potentially built by the private sector. Again the GAP points to liaison with local women's NGOs to assist in identifying interested and capable women to meet the targets.

To ensure women's increased involvement in project activities do not overburden them, the project includes training on intrahousehold decision-making and sharing household labour, financial access and control with indicators built into the monitoring and evaluation framework to track women's and men's perceptions and behaviour on economic and personal empowerment measures before, and after business skills trainings.

A Social Development and Gender Specialist will be recruited and they will oversee the inclusion of gender during meetings and consultations. All key management staff will receive gender training in energy based on the *Toolkit to Mainstream Gender into Energy, and Climate Change Community Based Adaptation Projects in the Pacific*, and *SPC's Toolkit to Mainstream Gender into Energy and Climate Change Community Based Adaptation Projects in the Pacific*. A dedicated semi-annual GAP progress and monitoring report will be submitted with gap performance indicators disaggregated by gender. Project performance reporting and annual reports will also collect and include gender disaggregated data. To ensure this process, a training for the Implementing Agency will be conducted in collecting sex disaggregated data.

Attention to gender representation throughout all project implementation and decision making processes will be identified with a minimum of 30% women in key decision-making committees for the project in addition to at least one female member on the project team in-charge of community consultation, information and training activities (in addition to the gender and social safeguards specialist). Again, the GAP identifies local women's NGOs as an excellent source for guidance if the contractor and project staff have difficulty sourcing adequately qualified women.

Annex 1: Summary Poverty Reduction and Social Strategy

Country: Project Title:

Lending/Financing Modality: Department/ Division:

<p>I. POVERTY AND SOCIAL ANALYSIS AND STRATEGY</p> <p>Targeting classification: General Intervention</p>
<p>A. Links to the National Poverty Reduction and Inclusive Growth Strategy and Country Partnership Strategy</p> <p>This project is in line with ADB’s country operations business plan for Tonga, the Tonga Strategic Development Framework II 2015-2025, the Pacific Approach 2015-2020, which promotes job creation, inclusive economic growth and human development and the Revised National Policy on Gender and Development.</p>
<p>B. Results from the Poverty and Social Analysis during PPTA or Due Diligence</p> <p>1. Key poverty and social issues</p> <p>ADB identifies the latest poverty statistics in Tonga (for 2009) at 22.5 per cent, which is lower than many neighbouring Pacific countries.¹¹⁶ Tonga did not meet the MDG targets for poverty and it is highly susceptible to price shocks due to the reliance on food and fuel imports. Although there is no absolute poverty, due in part to a high level of remittances, and subsistence farming and fishing; there is a high level of income disparity. Households on Tongatapu have approximately 15 per cent above the national average of GDP per capita whilst those in the outer islands such the Ha’apai island group have a GDP about 40 per cent below the national average.¹¹⁷ Data also revealed that female headed households account for 24.6 per cent of those falling below the Basic Needs Poverty Line and that 29.5 per cent of children living in female headed households are in households below the Basic Needs Poverty Line.¹¹⁸</p> <p>The <i>Tonga Strategic Development Framework II (2015-2025)</i> addresses issues for those most vulnerable including those in the outer islands, the elderly, youth, women, single headed households, the landless, unemployed and the disabled. The government has developed a progressive policy and approach to disability issues (<i>National Policy on Disability Inclusive Development 2014-2018</i>) and a solid <i>National Policy Statement on Gender and Development and Strategic Action Plan 2014 – 2018</i>. There are however no government documents addressing the needs of the LGBTI community and homosexuality is against the law.</p> <p>2. Beneficiaries.</p> <p>The beneficiaries of the Project are the residents of Tonga without access to electricity. 90 per cent of Tonga’s power generation is from imported diesel. Renewable energies have the potential to decrease tariff prices, increase energy efficiency and security as well as decrease emissions. The Tonga Renewable Energy Project is supporting Tonga to develop further solar, integrated diesel systems and wind generation in outer islands and installation of batteries in wind and solar farm in Tongatapu. It will significantly increase electricity generation reaching those without energy supply. From the poverty assessment it is clear that women headed households are the greatest proportion of the population living below the Basic Needs Poverty Line, and as such should be prioritized in the project in all trainings and capacity building activities.</p> <p>Impact channels.</p> <p>The project will address poverty, social issues and gender through increasing the resilience and sustainability of</p>

¹¹⁶ Asian Development Bank (2016). *Basic 2016 Statistics: Economic Research and Regional Cooperation Department*. Manila: ADB Development Economics and Indicators Division, p. 2.

¹¹⁷ Government of Tonga (2015). *Millennium Development Goals Final Report*. Nuku’alofa, p.30.

¹¹⁸ Government of Tonga (2015). *Tonga Strategic Development Framework, 2015–2025*. Nuku’alofa, p.30.

renewable energies at the household and business level for those in remote and isolated outer islands. This will provide a regular and environmentally friendly power supply to generate employment through construction as well as enabling local household industries and commercial enterprises to run with a reliable power supply.

4. Other social and poverty issues.

It is essential to address the needs of the poor and women in energy project design to encompass economic development and empowerment through decision making, access to resources and services as well as employment. Enabling rights to efficient, reliable, and affordable energy infrastructure and services is essential to all people's daily lives in addressing their needs for cooking, lighting, power, clean water and sanitation that can ease their daily household burdens and access to services, especially health. Agriculture also depends on access to energy for machinery and irrigation systems; as well as refrigeration having the ability to substantially increase income from the fishing industry.

There is little ability for the poorest segments of society to increase their income without access to reliable energy. Lack of access to affordable and reliable energy in the household increases labour, decreases the ability of home businesses and increases hardship. In addition reliable affordable energy has the potential to encourage more business and employment options in the formal and informal sector, as well as boosting core social services.

The TSDF II identifies that unemployment is highest among young people; women, especially single mothers; sex workers; victims of abuse; school drop outs; single women; the disabled; the landless and the elderly whom suffer the greatest hardship most due to the absence of a welfare system in Tonga. As such employment of the poor, single women, women headed households, young women and landless women should be prioritised and well as those with disabilities where they are able to complete the tasks for the position. Tonga has strong policy for people living with disabilities and this encompasses education and health services, predominantly provided by government, but substantially enhanced from the work of civil society organisations such as Naunau 'o e 'Alamaite Tonga Association (NATA).

5. Design features.

The Project will include the construction of solar and wind energy systems particularly in the outer islands and installation of batteries in wind and solar farm in Tongatapu. This will include community consultations to assess the needs, location, pricing, access and maintenance of the systems. The involvement of the poorest and women (especially those most vulnerable) must be ensured through separate consultations. The poor and women-headed households should also be given priority job opportunities with a quota of a minimum of 20 per cent women through employment options.

C. Poverty Impact Analysis for Policy-Based Lending. N/A?

II. PARTICIPATION AND EMPOWERING THE POOR

1. Summarize the participatory approaches and the proposed project activities that strengthen inclusiveness and empowerment of the poor and vulnerable in project implementation.

Initial consultations were held with key stakeholders including the government agencies, landowners and surrounding communities to inform them about the project and solicit their feedback. All expressed their support to the project and indicated willingness to participate in potential job opportunities. Further consultations will be held to discuss the proposed Gender Action Plan and Consultation and Strategy Plan in preparation for the project implementation.

2. If civil society has a specific role in the project, summarize the actions taken to ensure their participation.

The involvement of civil society will be during consultation and project information dissemination. NGOs will be particularly invited to solicit feedbacks on how to enhance the project benefits and mitigate any potential adverse impacts to the community.

3. Explain how the project ensures adequate participation of civil society organizations in project implementation.

Civil society groups will be invited to all consultation forums and will be interviewed in focus group discussions within the community.

4. What forms of civil society organization participation is envisaged during project implementation?

Indicate in each box the level of participation by marking high (H), medium (M), low (L), or not applicable (N) based on definitions in ADB's Guide to Participation.

Information gathering and sharing (M) Consultation (L) Collaboration Partnership

5. Will a project level participation plan be prepared to strengthen participation of civil society as interest holders for affected persons particularly the poor and vulnerable?

Yes. No.

III. GENDER AND DEVELOPMENT

Gender mainstreaming category: Effective Gender Mainstreaming

A. Key Gender Issues are:

Tonga is one of only seven countries globally which have not ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Traditional and conservative cultural and religious mores limit the role of women in active decision making and access to resources such as land, which cannot be owned by women. Women also suffer from strong stereotyping in employment, there is a serious gender pay gap and the incidence of domestic violence is high with a social stigma attached to it.

Women in Tonga dominate the informal sector with their role in agriculture and food production not recognised fully in official statistics as 39 per cent of households produce crops to sell through markets and roadside stalls in the informal economy, as well as handicrafts generally sold through the informal market.¹¹⁹ Most women are employed in unskilled menial work or subordinate positions and low paid positions with the major income for women in the outer islands comes handicraft production (80 per cent of employment for women). Women's ability to participate in their own businesses due to their inability to own land, thus lacking financial assets.

Within the public service almost half of the personnel are female. Despite women achieving a larger percentage of senior roles than in the past, this does not appear to flow on to women influencing governmental decision making or policy. Women are also predominantly represented in ministries traditionally seen as covering "women's issues" such health and education, while men dominate in hard

¹¹⁹ Ibid

infrastructure and energy. Pay equity is a serious issue with women only receiving 47 per cent of male income.¹²⁰ Data identifies that female headed households comprise 22 per cent of all households and are considered the most vulnerable, with least access to resources.

Women also face energy challenges in the formal sector with women-headed businesses generally having lower access to finance and energy-related services (such as grid electricity) than men. There is a need for the construction of energy supplies to provide special access to women's opportunities through the setting of quotas. Women's lower status in Tongan society also perpetuates their limited role in decision making, with a need for wide consultations to be held with women to ensure their access to decision making in the design and implementation of the project.

General health and education standards are high for Tonga with little gender disparity. The main health issues for women are obesity, diabetes and cardiovascular diseases with the average weight for women increasing over 30 years by 21.1kg to 95.0kg. A study from *The Lancet* found 52.6 per cent of Tongan girls compared with 34.5 per cent of Tongan boys are overweight.¹²¹ Violence against women is the other major health and social issue with a national study in 2009 identifying 68 per cent of Tongan women and girls affected by physical violence perpetrated by predominantly their fathers or teachers. It also noted that violence is exacerbated by living with extended family, alcohol consumption and economic hardship faced by men.

The Poverty, Social and Gender Assessment also points out specific subgroups of women whom are more vulnerable than others including lesbian, bisexual and transgender women; single women and women headed households, those living in remote outer islands, the landless, elderly and women with disabilities. This project targets women living in remote and outer islands, as well as women headed households.

Reliable and cost effective energy can decrease women's time through more the availability of efficient fuel for cooking and provide access to lighting in the home for cottage industries as well as school children's homework. It needs to be noted that creating the possibility for women's additional productive work at night may increase their work burden and decrease their time for reproductive activities. The project needs to ensure that more burdens are not placed on women's time poverty and encourage more men to contribute to intrahousehold work. This is addressed in the GAP through including training on intrahousehold decision-making and sharing household labour and financial access and control with indicators built into the monitoring and evaluation framework to track women's and men's perceptions and behaviour on economic and personal empowerment measures before, during and after income business skills trainings

B. Key actions.

Gender action plan Other actions or measures No action or measure

Women must be involved in community meetings and awareness events about the project in all project phases. Separate meetings will be organized to give women an opportunity to express their views about the project and its impacts. A Social Development and Gender Specialist will be employed to ensure gender is integrated into all aspects of design, implementation and monitoring, with key gender indicators tracked and reported on in the monitoring and evaluation framework. Further activities are described in the Gender Action Plan.

IV. ADDRESSING SOCIAL SAFEGUARD ISSUES

A. Involuntary Resettlement

Safeguard Category: A B C FI

¹²⁰ UN Women (2014) Asia and the Pacific: Tonga. <http://asiapacific.unwomen.org/en/countries/fiji/co/tonga>, accessed 22/03/2017.

¹²¹ Cited in Commonwealth of Learning (2015). *Gender Profile: Tonga*. London: Commonwealth of Learning, p. 3.

1. Key impacts. No economic or physical displacement will take place for this project. Some parcels of privately allotted crown lands will be required through lease agreement. It is expected to have some impacts on crops and trees during civil works which will be compensated according to the Resettlement Plan

2. Strategy to address the impacts.

3. Plan or other Actions.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Resettlement plan | <input type="checkbox"/> Combined resettlement and indigenous peoples plan |
| <input type="checkbox"/> Resettlement framework | <input type="checkbox"/> Combined resettlement framework and indigenous peoples planning framework |
| <input type="checkbox"/> Environmental and social management system arrangement | <input type="checkbox"/> Social impact matrix |

B. Indigenous Peoples

Safeguard Category: A B C FI

1. Key impacts. The project will not have any impact on distinct and vulnerable indigenous peoples.

Is broad community support triggered? Yes No

2. Strategy to address the impacts. N/A

3. Plan or other actions. None

- | | |
|---|--|
| <input type="checkbox"/> Indigenous peoples plan | <input type="checkbox"/> Combined resettlement plan and indigenous peoples plan |
| <input type="checkbox"/> Indigenous peoples planning framework | <input type="checkbox"/> Combined resettlement framework and indigenous peoples planning framework |
| <input type="checkbox"/> Environmental and social management system arrangement | <input type="checkbox"/> Indigenous peoples plan elements integrated in project with a summary |
| <input type="checkbox"/> Social impact matrix | |

V. ADDRESSING OTHER SOCIAL RISKS

A. Risks in the Labor Market

1. **Relevance of the project for the country's or region's or sector's labor market.** Indicate the impact as high (H), medium (M), and low or not significant (L).

M unemployment L underemployment L retrenchment L core labor standards

2. **Labor market impact.** The project will have positive impact on unemployment. It will create job opportunities for workers in construction and maintenance of solar, wind and integrated diesel electricity systems. It also will create short term jobs for simple administrative works. The employment of women in skilled and unskilled work is proposed as a quota for a minimum of 20 per cent. Core international and national labour standards must be complied with including no child labour.

B. Affordability

C. Communicable Diseases and Other Social Risks

1. Indicate the respective risks, if any, and rate the impact as high (H), medium (M), low (L), or not applicable (NA):
L Communicable diseases N/A Human trafficking

Others (please specify) _____

2. **Describe the related risks of the project on people in project area.** N/A

VI. MONITORING AND EVALUATION

1. Targets and indicators:

All data is to be sex disaggregated. A 20 per cent quota for women in all employment opportunities is critical. Separate community consultation sessions should be held with women.

Required human resources:

A Social Development and Gender Specialist is required as a core member of staff to ensure the appropriate target groups are active in the project, identified as beneficiaries and that gender issues and sex disaggregated data is tracked through the monitoring.

2. Information in PAM:

The PAM will require sex-disaggregated data collection for indicators of gender participation in community consultation, training activities and employment statistics. GAP report will detail the progress of implementation, with a separate section also addressing ongoing issues for women in the project sites.

3. Monitoring tools:

Monitoring tools will include minutes taken from meetings, consultation reports and records from training and workshops, employment numbers (increase-decrease), records. All data collected will be sex disaggregated. A separate socio – economic gender survey including only those households directly involved in the project area should be undertaken.

ANNEX 2: REFERENCES

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