

Gender Mainstreaming Handbook Government of the Kingdom of Tonga

April 2019





Gender Mainstreaming Handbook

Government of the Kingdom of Tonga

Prepared by the
Ministry of Internal Affairs, Women's Affairs Division,
Government of the Kingdom of Tonga



Pacific Community
April 2019

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Pacific Women (<http://www.pacificwomen.org>) is a 10-year initiative of the Government of Australia seeking to improve the political, social and economic opportunities of women living in the 14 Pacific Island Forum countries by assisting governments to achieve the Pacific Island Forum Leaders' Gender Equality Declaration.

PGEP is funded through *Pacific Women* and works in the same 14 countries to strengthen the capacity of governments to mainstream gender throughout national policies and practices and to improve gender statistics in favour of better monitoring of each country's progress toward gender equality.

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FOREWORD

Mālō e lelei

Four core values underpin Tongan society: *Humility; Relationships; Loyalty; and Respect*. These values serve as a source of strength and survival for Tongan culture and society and as inspiration to the government. **Humility and openness to learning** has been critical to Tonga's efforts to address gender inequality. Tonga recognises the importance of both women's and men's participation in development and planning. While significant progress has been made in increasing the number of women in leadership positions and in the sectors of health and education, Tonga has encountered challenges, notably in women's political participation and participation in the economy.

Upkeeping and maintaining relationships require resources, commitment and effective policies, plans and programmes and are manifest in Tongan family lives and experience. For policies to be effective and for women and men to benefit equitably, Tonga must commit to make resources available for the implementation of initiatives. It is critical that women and men, girls and boys be equally represented and engaged in order for development and planning to be effective. Although traditional and political relationships in Tonga have evolved and taken different forms, Tonga has remained committed to progressing gender equality through the following:

- *National Women's Empowerment and Gender Equality Tonga (WEGET) 2019–2025 Policy and Strategic Plan of Action;*
- *Revised Pacific Platform of Action 2018–2030;*
- UN Strategic Development Goals 2016;
- *Tonga Strategic Development Framework 2015–2025 (TSDF II);*
- Small Island Developing States Accelerated Modalities of Action (SAMOA Pathway) 2014; and
- *Pacific Leaders Gender Equality Declaration (PLGED) 2012.*

Displaying **loyalty, devotion and passion** is central to the Tongan way of life, both traditionally and in modern cash economies. Tongans are known to have big hearts; sharing and reciprocity is central to Tonga's social protection, and Tongan generosity and respect are held in high regard throughout the Pacific region. Tongans have not only remained loyal to traditional beliefs but also devoted to tackling issues relating to gender-based violence (GBV), non-communicable diseases (NCDs), and climate change (CC) while also ensuring women and men enjoy equal access to opportunities, employment and services. The concepts of loyalty, devotion and passion are considered so important that they are enshrined in its constitution, especially the four *Declarations of Rights, namely the Declarations of Freedom, Freedom of Worship, Freedom of the Press and Freedom of Petition*.

Acknowledging and returning respect is fundamental to society and is not only accorded to the Monarch, elders, traditional and political leaders, family, and one another but also to marginalised and vulnerable community members.

Tonga values and acknowledges the partnership and commitment of communities, civil society organisations (CSOs) and the church in progressing gender equality in Tonga. Tonga is grateful for the support provided by stakeholders in government, partners within the development sector, and civil society networks who have supported implementation of the *Revised National Policy on Gender and Development (RNPGAD) 2014* and hopes to strengthen these partnerships toward the goal of *Gender Equity by 2025*. Tonga remains committed to creating an enabling environment for all women and men, girls and boys with the aim to develop their capacities and fulfil their aspirations by mainstreaming gender across the government and is prepared to work together to address the needs and concerns of women and men while upholding traditional Tongan values.

Malo



Honorable Dr. Saia Piukala
Minister for Health and Acting Minister for Internal Affairs

ACRONYMS

CC	Climate Change
CEO	Chief Executive Officer
CRC	Convention on the Rights of the Child
CSFT	Civil Society Forum Tonga
DRM	Disaster Risk Management
DVU	Domestic Violence Unit
FPA	Family Protection Act
GBV	Gender Based Violence
GFP	Gender Focal Point
GDP	Gross Domestic Product
HIES	Household Income and Expenditure Survey
HR	Human Resource
JNAP	Joint National Action Plan
M&E	Monitoring & Evaluation
MAFFF	Ministry of Agriculture, Forestry, Food and Fisheries
MEIDECC	Ministry of Meteorology, Energy, Information, Disasters, Environment, Climate Change and Communication
MOET	Ministry of Education and Training
MIA	Ministry of Internal Affairs
MOH	Ministry of Health
NCD	Non-Communicable Disease
NGO	Non-government Organisation
NHSP	National Health Sector Plan
OSAGI	Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women
PGEP	Progressing Gender Equality in Pacific Island Countries
PHAMA	Pacific Horticultural and Agricultural Market Access
PSC	Public Service Commission
RNPGAD	Revised National Policy on Gender and Development
RSE	Recognised Seasonal Employment
SAMOA Pathway	Small Island Developing States Accelerated Modalities of Action
SDGs	Sustainable Development Goals
SPC	Pacific Community (formerly Secretariat of the Pacific Community)
SRHR	Sexual and Reproductive Health Rights
STI	Sexually Transmitted Infection
SWP	Seasonal Worker Programme
TASANOC	Tonga Sport Association and National Olympic Committee
STD	Sexually Transmitted Disease
TSDF	Tonga Strategic Development Framework
WAD	Women's Affairs Division
UN ECOSOC	United Nations Economic and Social Council
UNFPA	United Nations Family Planning Association
UN Women	United Nations entity dedicated to gender equality and the empowerment of women
VAWG	Violence Against Women and Girls
WEGET	Women's Empowerment and Gender Equality Tonga

INTRODUCTION

The Government of Tonga recognises that sustainable development can only be achieved if gender considerations (i.e. the respective issues, concerns, and priorities of women and men) are factored into the work of the government, including service delivery, good governance and effective public service. This approach is espoused in the *Tonga Strategic Development Framework 2015–2025 (TSDF II)*, of which the third National Outcome envisions “a more inclusive, sustainable and empowering human development with gender equality”. Bringing these principles into fruition requires a system that supports a whole of government approach to **gender mainstreaming**.

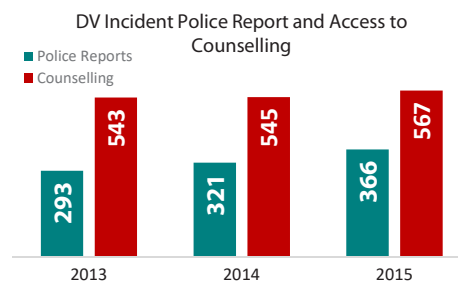
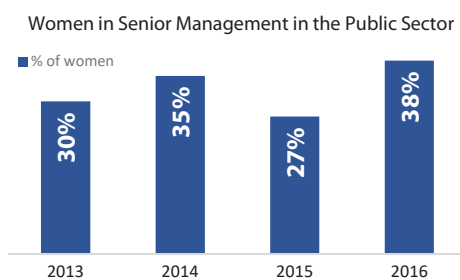
There is a strong business case for gender equality and a wide body of international literature shows that countries with greater gender equality have higher Gross Domestic Product (GDP) or better performing economies. Empowering women to participate fully in economic life across all sectors and levels of economic activity is essential to:

- build strong and growing economies;
- establish more stable and just societies;
- achieve internationally agreed goals for development, sustainability and human rights;
- improve quality of life for women, men, families and communities; and
- achieve prosperous and harmonious business operations and goals.

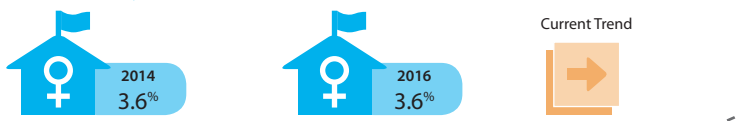
Ensuring the equal access and participation of women, thus, makes economic sense!

The differing life experiences of women and men result in their differing concerns, needs, and access to opportunities. Some of these differences are disadvantages for women, rendering them more vulnerable to hardship. For example, women often experience greater difficulties than men in achieving success in their careers or businesses due to the perception that women should be home caring for their families.

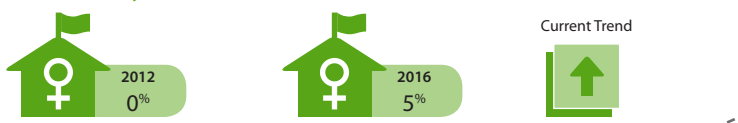
Indicators of gender equality in Tonga show improvements, albeit slow, in women’s representation in local government (from 0 seats in 2012 to 2 seats in 2016) and in senior management in public sectors (from 29 per cent in 2012 to 38 per cent in 2016). However, much progress remains needed to attain the commitments set in 2012 through the *PLGED* as shown below by the Trend Assessment Report of the implementation of the Declaration in 2016.



Seats held by Women in Parliament %



Seats held by Women in Local Government %



Women in Senior Management in Public Sector %



Seats held by Women on State Owned Boards %



National Retirement Scheme: ratio women to men %



Number of incident Police Reports on Domestic Violence



Number of women accessing support services for victims of violence



GPI Primary Enrolment



GPI Secondary Enrolment



This indicator shows the ratio of girls to boys in enrolment by percentage. Girls' enrolment in primary school remains an issue, while secondary level enrolment is moving toward gender parity.



Lifetime physical and/or sexual violence by partner
40 per cent

Ma'a Fafine mo e Family. (2012). National Study on Domestic Violence against Women in Tonga.

It is important to acknowledge that women and men do not always have the same needs, and women face additional and different constraints than men. A gender mainstreaming approach helps the government identify these differences and provide more effective services to benefit more people, contributing to the nation's development outcomes. The *National Women's Empowerment and Gender Equality Tonga (WEGET) 2019–2025 Policy* includes a specific outcome related to an enabling environment for mainstreaming gender across government policies, programmes and services, corporate budgeting and monitoring and evaluation (M&E).

Achieving gender equality requires a holistic and integrated approach to remove structural barriers to women's economic and political empowerment and to change attitudes toward women. Identifying such structural barriers also helps reveal areas where men may be similarly disadvantaged as a consequence of gender norms; and strategic actions can be

developed and implemented to address related barriers and disadvantages. Effective gender mainstreaming may require changing some practices in the way government does business, as it requires a more equitable and people-centred approach to development, but ultimately it will support achievement of the vision of the *TSDF*. Through provision of clear policy directions and gender-sensitive systems and structures, gender mainstreaming is critical to the achievement of women's empowerment and the gender equality goals included in the *TSDF II*, the Sustainable Development Goals (SDGs), the SAMOA Pathway, and the *Pacific Leaders Gender Equality Declaration (PLGED)*.

WHO IS THIS HANDBOOK FOR?

This handbook has been designed with respect to the governmental and administrative processes of the Government of Tonga and has been developed for, and with the input of, employees of the Government of Tonga.

It is especially relevant to the following groups:

- chief executive officers (CEOs) and deputies;
- ministries bearing responsibilities for gender equality and gender mainstreaming;
- Public Service Commission (PSC) and human resources (HR) personnel;
- gender focal points (GFPs) across ministries;
- planners developing and monitoring National Development Plans, coordinating large projects and reporting on related progress;
- statisticians and data analysts;
- advisers for women's empowerment;
- advisory groups, particularly those concerned with the advancement of women; and
- development partners investing in Tonga.

HOW IS THIS HANDBOOK USED?

This handbook can serve as an instructional tool to accompany gender mainstreaming training that targets GFPs, and also can serve as a reference document with guidance to help relevant actors ensure the concerns of all women and men, girls and boys are foremost in policy, project and programme planning, implementation, M&E.

This handbook is divided into three parts:

Part I describes what gender mainstreaming is, and how it complements the *National WEGET 2019–2025 Policy* and the *TSDF 2015–2025*.

Part II describes entry points to mainstream gender in the government and outlines the steps to take to achieve this.

Part III provides examples of gender briefs organised according to government sector or policy area and outlines the key gender issues faced within each area alongside opportunities to mainstream gender within them..

PART I - GENDER MAINSTREAMING AND THE GOVERNMENT OF TONGA

A GENDER MAINSTREAMING STRATEGY

There is no model of gender mainstreaming as one size does not fit all contexts. While national policy frameworks and high-level commitment to gender equality are vital for gender mainstreaming, evaluations have found that policy commitments to gender equality evaporate in planning and implementation processes due to a lack of clear systems and procedures, a lack of understanding and capacity in relation to gender mainstreaming, and failure to include gender requirements in the terms of reference for projects and consultants. A well-considered strategy, outlined in this handbook, will contribute to success. However, it is important to understand gender terms before developing a gender mainstreaming strategy.

Definitions

A. GENDER

Gender refers to the social differences between women and men, girls and boys. These social differences vary from place to place and over history, but exist in all cultures. How gender is understood in each culture may lead to substantial differences in the daily lives, responsibilities, opportunities, and decision-making powers that women, men, girls and boys are assigned.

B. GENDER MAINSTREAMING

Gender mainstreaming refers to: “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.

It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, M&E of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality” (United Nations Economic and Social Council (UN ECOSOC)).

C. GENDER EQUALITY OR EQUALITY BETWEEN WOMEN AND MEN

Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women’s issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development (Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI), 2001).

Gender equality means that women and men, girls and boys are able to enjoy equal status, and have equal entitlements and opportunities to fully realise all human rights, make independent choices, and access assets, services and public goods, without limitations imposed by legislation, policies, gender norms and stereotypes (United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)).

GENDER MAINSTREAMING IN THE CONTEXT OF THE NATIONAL WOMEN’S EMPOWERMENT AND GENDER EQUALITY TONGA (WEGET) POLICY

The National WEGET 2019–2025 Policy includes specific national priorities to address gender issues that the Government of Tonga and national stakeholders have agreed require urgent attention. These priorities include:


1. Enabling environment for mainstreaming gender across government policies, programmes, services, corporate budgeting and M&E

2. Families and communities prosper from gender equality
3. Equitable access to economic assets and employment
4. Increased women's leadership and equitable political representation
5. Create equal conditions to respond to natural disasters, environmental challenges and CC


Achieving the outcomes highlighted in the *WEGET* requires direct investment in women and girls to narrow disparities in political representation, vocational and technical skills training, access to productive assets, employment and income-earning opportunities, and business development services for entrepreneurs alongside mechanisms for gender mainstreaming to which the government is strictly committed.

A GENDER MAINSTREAMING STRATEGY aims to ensure that the impacts of existing policy and programme objectives on different sections of the community are explored, and that relevant actors know whether policies and programmes are delivering results for all intended beneficiaries. Gender mainstreaming implies that all actors integrate gender equality concerns into the planning, implementation, M&E of all policies, programmes and activities. The *WEGET Strategic Plan of Action 2019–2025* is the gender mainstreaming strategy of the Government of Tonga. Outcome 1 of the strategic plan outlines several key actions that have been identified and approved by the Government of Tonga to advance gender mainstreaming in the public service. Although Tonga is implementing some of these actions to support gender mainstreaming processes, others require additional strengthening.

1. Legal and policy framework: The extent to which gender equality and mainstreaming commitments are in place by virtue of ratification of relevant international human rights treaties, existence of constitutional and legislative provisions, and existence of government policy mandates.

 **Example:** The *Family Protection Act (FPA) 2014*, which protects women and children against abuse, including domestic violence. It is the mandate of the government to protect its people, and one of the ways in mitigating and preventing domestic violence and holding offenders to account is to create enabling policies and laws such as this one. As a result, people now know that it is forbidden by the law to harm people, including family members, and reporting of domestic violence cases to the police and crisis centres has increased.

2. Political will: Action is taken on stated gender equality commitments and is formalised within systems and mechanisms to ensure mainstreaming is sustainable.

 **Example:** The formalisation of gender mainstreaming processes. The Government of Tonga has formalised its commitment to gender mainstreaming through the *WEGET* and its endorsement of the *PLGED* Gender mainstreaming is currently undertaken on an ad-hoc basis by ministries through projects and programmes in consultation with development partners. Various projects, under the Ministry of Meteorology, Energy, Information, Disaster Management, Environment, Climate Change and Communications (MEIDECC), for instance, are currently undertaking gender

Gender terms used to classify policies, programmes or activities

Gender unequal: policies, programmes or activities that perpetuate gender inequalities by reinforcing imbalanced norms, roles and relations among women and men either by privileging men over women, or vice versa, thereby ensuring one group more rights and opportunities than the other.

Gender blind: Policies, programmes or activities that ignore gender norms, roles and relations, and reinforce gender-based discrimination. Also referred to as gender-neutral policies, these tend to ignore differences in opportunities and allocation of resources for women and men.

Gender sensitive: Policies, programmes or activities that demonstrate gender awareness but lack remedial action.

Gender specific: Policies, programmes or activities that account for the different roles, norms and responsibilities assigned to women and men and that encompass their specific needs within a programme or policy. Such programmes make it easier for women and men to fulfil duties that are ascribed to them on the basis of their gender roles without necessarily trying to change gender roles.

Gender transformative: Policies, programmes or activities that address the causes of gender-based health inequities by including ways to transform harmful gender norms, roles and relations. The objective of such programmes is often to promote gender equality and foster progressive changes in power relationships between women and men.

World Health Organisation (2011) *Gender equality in health: how to assess policy coherence*

mainstreaming efforts. Another example of political will is the government's implementation of the systems needed to foster gender mainstreaming alongside efforts to build capacity in order to operationalise the *FPA*. Without specific measures to implement or operationalise laws and policies, they remain on paper and, thus, are ineffective.

3. Organisational culture: The extent to which the attitudes of staff and institutional systems, policies and structures support or marginalise gender equality as an issue.

👍 Example: Case study 2 on Sione and Soana's story, which shows what a gender-insensitive organisational culture might look like.

4. Accountability and responsibility: The ways in which action on commitments to gender mainstreaming can be traced and monitored within organisations, and the mechanisms through which individuals at different levels demonstrate gender equality-related results.

👍 Example: The corporate plan, which is central to the work of all government ministries and is monitored by the National Planning Office through a simple M&E template. To ensure each ministry includes gender strategies, actions and adequate budgets in their work programmes, the M&E template could include questions and indicators on gender to ensure government departments are taking gender issues into account when developing corporate plans and regularly report on these issues.

5. Technical capacity: The extent of skills and experience that organisations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programmes.

👍 Example: Endorsement of GFPs in every government ministry with the necessary gender training opportunities provided to them in order to increase technical capacity to provide gender analysis support within ministries.

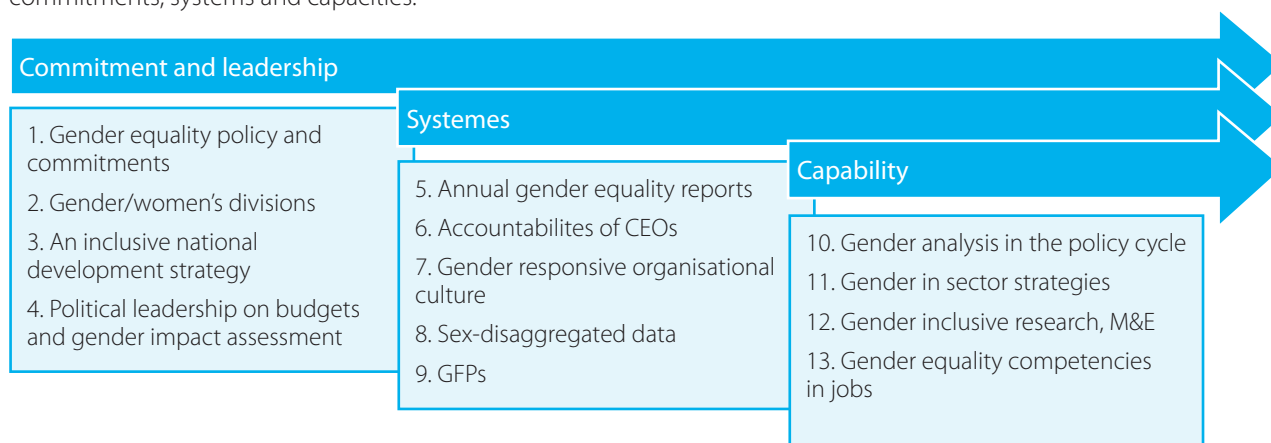
6. Adequate resources: The allocation and application of human and financial resources in relation to the scope of the task of mainstreaming.

👍 Example: Strengthening the corporate plan process undertaken by each ministry to ensure ministry and divisional strategies and work programmes have adequately budgeted for gender specific outcomes.

Gender mainstreaming requires a combination of commitments and leadership through policies and rules; capabilities and capacities that include technical capacities, resources, and monitoring processes; and systems supportive of these processes, which include the allocation of responsibilities and reporting. Therefore, gender mainstreaming affects how each staff person and division works, the workplace, and relationships with service users, thereby involving every person in the government. A clear mechanism is needed in order to guide the gender mainstreaming process.

The Solomon Islands offer an example in the Pacific where – as of 2013 – the PSC included in the contracts of all permanent secretaries (or CEOs) a key performance indicator on gender mainstreaming. As a result, permanent secretaries have had to put in place measures within their respective ministries to ensure compliance with their contracts.

Global best practices reveal that the most practical entry points for gender mainstreaming require a combination of commitments, systems and capacities.



PART II – ENTRY POINTS FOR MAINSTREAMING GENDER

ENTRY POINT 1: A GENDER-RESPONSIVE PUBLIC ADMINISTRATION

Gender mainstreaming requires commitment and leadership; effective gender-sensitive systems; and the capacity of government officials to undertake gender analysis in their respective areas of work. The Women’s Affairs Division (WAD) plays a role in strengthening capacity and providing recommendations to inform policy but lacks the mandate to provide gender mainstreaming directives to all government ministries and agencies; this responsibility lies with the PSC.

Lessons learned in the region demonstrate that the best policies and capacity-building initiatives cannot bring about the change needed without associated procedures for the systematic integration of gender perspectives across the PSC. In other words, gender mainstreaming requires more than awareness and technical capacity; it involves an enabling institutional environment that also promotes gender mainstreaming.

Below are examples of how the PSC can support a gender-responsive public administration.

PSC Function	How can gender be integrated into these functions?
Develop systems, standards and procedures for the continual performance management and improvement of the public service.	When developing standards or procedures, are gender issues taken into account? If ToRs are developed for a consultant to support PSC in the development of systems and procedures, is gender analysis included in the ToRs? Does the Code of Conduct include gender-responsive rules of behaviour? For example, is there a grievance-handling process for sexual harassment and discrimination based on gender?
Act as adviser to the government on the management of the public service.	How can advice be better informed by a gender analysis of the issue, including risks and consequences?
Ensure that the PSC upholds the Public Service Principles.	Are the Public Service Principles gender responsive? Is gender equality among the Public Service Principles? How is the PSC rolling out awareness of the Principles? If it is not actively rolling out the Principles, how is the PSC mitigating gender discrimination and workplace harassment and violence?
Promote, uphold and ensure adherence to the ethical selection of persons as, and the promotion and transfer of, employees on the basis of merit; determine and uphold ethical practices and procedures relating to the recruitment and appointment of persons as employees, the promotion of employees and the employment, transfer, secondment, redeployment, discipline and termination of employment of employees and any other matters relating to HR management.	How are appointments, transfers and promotions made in the public service and how are they recorded and reported? How are interview panels selected? During an interview process (prior to appointments), are women represented on the interview panel? Is experience in integrating gender perspectives and gender equitable service delivery included in the assessment of candidates – especially for senior management positions?
Coordinate training, education and professional development programmes regarding the Public Service in conjunction with CEOs.	Are gender awareness and analysis sessions integrated into core public service induction and training?
Assist, as appropriate, CEOs in evaluating the performance of employees in their ministries.	How is the performance of civil servants and CEOs evaluated? Is there a standard performance assessment template in place? If so, is an indicator on gender mainstreaming included in the template?
Conduct or coordinate reviews of the procedures and management practices of ministries in terms of HR policy implementation.	Is there an intimidation and sexual harassment policy in place and grievance handling procedures for cases of all forms of harassment in the public service?
Manage and mitigate disputes and grievances.	Does the PSC manual on dispute resolution and grievance resolution provide specific instruction on how to deal with a breach in the Code of Conduct? Have all civil servants been trained on how to apply and enforce the manual?

ENTRY POINT 2: INCLUDING GENDER ANALYSIS IN THE CORPORATE PLANNING PROCESS

Corporate plans guide the work of each ministry in the Government of Tonga. Although the corporate planning process in each ministry differs slightly, the outputs remain the same. A corporate plan for each ministry, which outlines the proposed activities for the following year (including budgets), is deliberated upon internally before obtaining CEO approval and undergoing a vetting process by the Ministry of Finance and National Planning. At this stage, staff of the Ministry of Finance and National Planning may or may not request further clarification of the respective ministry before the corporate plan is submitted to the parliament via the cabinet for approval. Across the government, ministry corporate plans are due to expire at different times. Figure 1.1 illustrates a typical corporate planning process across the Government of Tonga. Gender analysis can be undertaken at each of the four stages of the corporate planning process..

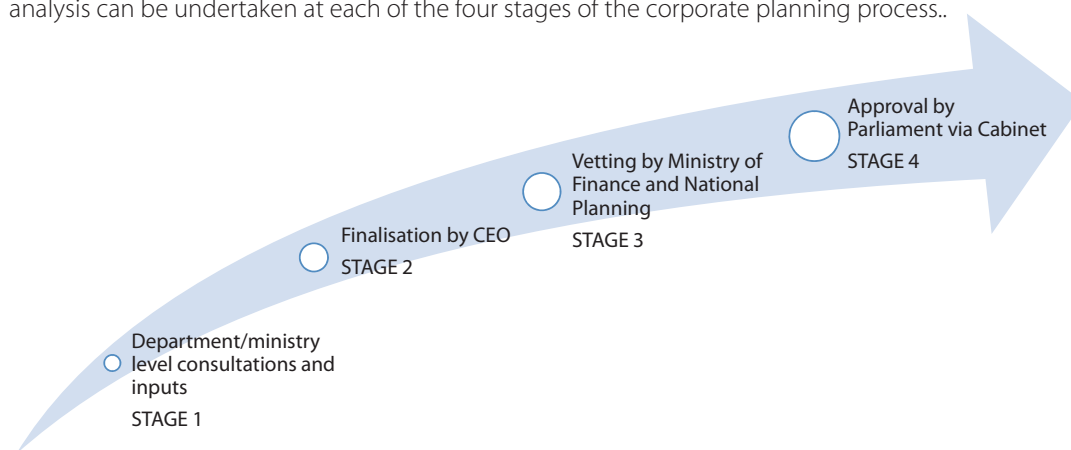


Figure 1.1

How will gender analysis lead to a better corporate plan?

Gender analysis examines the differences in the lives of women and men, their access to and control over resources, their participation in decision-making and how interventions/strategies/measures in policies and programmes may impact women and men differently.

Stage 1

How to do it?

It is common practice across ministries in the Government of Tonga to undertake the corporate planning process at the divisional level as this enables each division to develop their work plans which then feed into the ministry corporate plan. This stage provides an opportunity for staff within divisions to work collectively to better understand how the issues/mandate of the division impact women.

Although it is often assumed that the services or policies developed and implemented by government will impact women and men equally, global and regional experience shows that this is not the case.

Applying a gender lens is critical and must be done systematically and consistently. The right gender questions need to be asked and answered first (*i.e. the gender analysis*) before knowing which activities/projects/programmes can be undertaken (*i.e. gender-sensitive activities/projects/programmes*). The following are general questions to guide gender analysis and help identify specific gender issues:

- *What are the gender roles and divisions of labour in relation to the sector/issues?*
- *How do these issues impact the differing workloads and divisions of labour for women and men?*
- *What factors make women/men more vulnerable (to hardship, disaster, violence, etc.)?*
- *What are the respective knowledge and skills of women and men that could be used to address the issues?*

What do we want to achieve?

Once you have identified how gender impacts your sector of intervention or how women and men are impacted by the issues your department is seeking to address, it is important to identify what changes need to be made to ensure fairer access to your services or that women and men will equitably benefit from your programmes and services. This may be reflected in the formulation of the goals of your corporate plan.

This step is also an opportunity to look at the commitments made in the *WEGET* and to determine how your sector can contribute to implementation of the policy. For example, whereas the *WEGET* has identified the importance of promoting women in decision-making processes, you may reflect on how your programmes can involve more women in decision-making, within your division, at the community level, through establishment of advisory committees, etc. Since the elimination of violence against women and girls (VAWG) has been identified as an important issue, you may reflect on how your ministry can ensure a working environment with zero tolerance toward sexual harassment and bullying, how to make schools safer, etc.

In implementing your corporate plan, it is important to ensure your activities do not contribute to marginalising women and that they will equitably benefit women and men.

Example:

Let's look at the Ministry of Internal Affairs (MIA) Corporate Plan 2016/17–2017/18. Each division is responsible for drafting its own sections.

Output 2: People are aware of improved opportunities to engage in sport for pleasure, competition (at school and community levels) and as a profession.

Planned 2015/16 Activities:	Use gender-sensitive questions to further assess the situation:
Create a better governance environment for all sports and active recreation in Tonga.	What is the current situation of the governance environment? Are women represented in the governance structure of sports?
Encourage greater participation and performance in sport and recreational activities as a tool to improve support for sport and health of all Tongans.	What is the current situation of participation in sports? Use sex-disaggregated data to illustrate the participation of girls and boys, women and men in each sport. Are girls and boys equally encouraged to participate by their parents? If not, why? What may be the obstacles to girls' participation in sport? If girls are perceived to be less interested in sport than boys, what could be the factors behind this lack of interest? Are highly feminised sports, like netball, given as much consideration and funding as highly masculinised sports, such as rugby? Are there activities to encourage girls to take up rugby and boys to take up netball?
Enhance collaboration between the MIA, Ministry of Health (MOH), Ministry of Education and Training (MOET) and Tonga Sport Association and National Olympic Committee (TASANOC) in their lead roles as service providers of sport in Tonga.	Would a committee be set up to enhance collaboration? Are there mechanisms to encourage a balance of representation among women and men in the committee? Are gender issues such as differential participation in sports by girls and boys or the different level of funding of masculinised and feminised sports being discussed when the committee meets?
Provide and ensure sport and recreational facilities are accessible to all throughout Tonga including the Outer Islands, as improved access increases participation rates.	What are the percentages of use of sport and recreational facilities by girls and boys? What are the percentages of use of facilities by people with disabilities: by girls and by boys with disabilities? How are the facilities adapted to make them accessible to people with disabilities?

TIPS: Other publications with information on gender issues in Tonga include the following:

SPC, 2012. Stocktake of the gender mainstreaming capacity of Pacific island governments: Kingdom of Tonga, <http://www.spc.int/resource-centre/>

Pacific Horticultural and Agricultural Market Access (PHAMA) Program, 2016. Technical Report: Gender Analysis, Tongatapu, <http://phama.com.au/wp-content/uploads/2016/06/PHAMA-Gender-Analysis-Final-May-2016-090616-FINAL-.pdf>

JICA, 2010. Tonga Country Gender Profile, http://www.jica.go.jp/english/our_work/thematic_issues/gender/background/pdf/e10ton.pdf

IFC, 2010. Gender and Investment Climate Reform Assessment, Tonga,
https://www.ifc.org/wps/wcm/connect/64fb970049fb0e5ea280ebd1a5d13d27/IFC_Gender+and+Inv+Climate+Reform+Assessments+Tonga.pdf?MOD=AJPERES

Ma'a Fafine mo e Famili, 2012. National Study on Domestic Violence against Women in Tonga,
<http://pacific.unfpa.org/sites/default/files/pub-pdf/tonga-vaw-report-final-2012.pdf>

Stage 2

Finalisation by the Chief Executive Officer (CEO)

A key step that each ministry needs to follow in finalising a ministerial corporate plan is approval by the CEO. Although the process may differ across ministries, it provides an opportunity to strengthen the language and strategies in the corporate plan to be gender responsive.

At this level, the CEO can help ensure that each department has included strategies and activities that address gender issues identified in the sectors and that the gender dimensions are highlighted in the overall goals and objectives of the ministry's corporate plan.

The following is a checklist for the CEO or person responsible for finalising and approving the corporate plan before submission to the Ministry of Finance and National Planning:


Gender mainstreaming checklist

Introduction/Background: Does the introduction or the background to the corporate plan include a gender analysis of the overall sectors the ministry addresses?

Goals: Do the goals in the corporate plan contribute to addressing the respective needs of women and men? Are the goals in line with the TSDF goals on gender equality?

Objectives: Are the objectives clear and in line with the TSDF goals on gender equality? Do they contribute to equitable benefits of the programmes and services for women and men?

Activities: Do activities involve women and men? Do they address the respective needs of women and men? Do they take into consideration the current roles women and men play and seek to reduce disadvantages women may face due to differential treatment?

 **TIP:** If you feel your staff are struggling to conduct a gender analysis of their work plans, priorities and activities, it may be beneficial to ensure adequate budget in the capacity development budget line under each division in the ministry in order for staff to undergo gender analysis and mainstreaming training. It could be a requirement for the staff members of each division to be trained to undertake gender analysis of the division's work plans and strategies. It is important to note that a one-off training will not render someone a gender specialist; continuous investment in staff training and capacity building in gender mainstreaming is required alongside close collaboration with WAD and other gender specialists.¹

Stage 3

Vetting by the Ministry of Finance and National Planning

The Ministry of Finance and National Planning plays a critical role in ensuring that there are gender-sensitive policies and plans in the Government of Tonga.

As the two agencies responsible for managing national processes (e.g. the TSDF and corporate plans), they can put in place measures to ensure each ministry is integrating gender perspectives into its corporate plans and that the ministry is the last gender checkpoint before corporate plans are sent to the cabinet.

¹ See Annex 1 for a list of regional organisations and UN agencies with dedicated gender specialists.

The following steps can be undertaken by the Ministry of Finance and National Planning to support gender mainstreaming in the corporate planning process:

1. Develop and/or amend the corporate planning template to ensure each ministry and division integrates gender into its corporate plans.
2. Ensure each division in each ministry has included gender analysis and strategies into their corporate plans; if not, the corporate plan may be sent back to the ministry with a request for this information.
3. Ensure any data in the corporate plan is sex-disaggregated, where appropriate.


ENTRY POINT 3: COLLECTING SEX-DISAGGREGATED DATA AND GENDER STATISTICS

All ministries in the Government of Tonga collect some form of data. For example, the Overseas Employment Development Division in the MIA collects data on Tongans working under the Recognised Seasonal Employer (RSE) scheme (New Zealand) and the Seasonal Worker Programme (SWP) (Australia). The MOH collects information on the number of deaths and births in Tonga and the Ministry of Agriculture, Forestry, Food and Fisheries (MAFFF) collects information on the number of agriculture lots. However, not all information collected is sex-disaggregated and not all data is analysed.

Gender statistics, in the simplest sense, sex-disaggregating statistics about people, ensure accurate data on the status and roles of women and men, girls and boys in society are produced and used to develop policy and improve service delivery. Gender statistics are essential for gender mainstreaming and, ultimately, for national development.

Gender statistics entails much more than collecting sex-disaggregated data. In fact, gender statistics involve the following:

1. Data are collected and disaggregated by sex;
2. Data show differences between women and men and reflect gender issues;
3. Data are based on concepts and definitions that adequately reflect the diversity of women and men, and capture all aspects of their lives; and
4. Data collection methods take into account stereotypes, and social and cultural factors that may induce gender biases.

 **TIP:** This section will focus on 1 and 2. For more information on gender statistics and their presentation, please refer to the SPC website: <https://spccfpstore1.blob.core.windows.net/digitallibrary-docs/>. For the SPC, 2015, Guide to gender statistics and their presentation.

Why is it important?

Collecting and using sex-disaggregated data as part of reporting and policy advice provides departments and decision-makers with evidence that enables them to better understand gender issues and the impact of their programmes on gender equality. See the following case study, which further illustrates this point:

Case Study 1:

The Corporate Plan of the Overseas Employment Development Division states that, in 2013/14, there were 1,497 Tongans working in the SWP and 9,000 in the RSE scheme. There is no mention of how many of these individuals were women or men and an analysis was not conducted of the differing experiences of women and men in these schemes. Collecting and using sex-disaggregated data as part of reporting and policy advice provides departments and decision-makers with evidence that enables them to better understand gender issues and the impact of their programmes on gender equality. A commentary by the Australian National University in 2015² found that, of 9,869 Pacific workers in the RSE and SWP in 2013–14, just 1,138 (11.5 per cent) were women. The report noted that engagement by women can be discouraged by cultural norms and expectations. It also notes that concerns about the safety of women, including worker abuse and exploitation or discrimination on the part of sending communities or local programme managers, may also contribute to low participation rates. Improving women's participation in Pacific labour mobility schemes was proposed as one way to address women's limited access to income and research was also encouraged to identify the barriers in both sending and receiving nations in order to maximise opportunities for poverty alleviation.

² Pacific Labour Mobility: Removing the Gender Blinkers http://ssgm.bellschool.anu.edu.au/sites/default/files/publications/attachments/2016-07/ib2015.51_ball_bailey_haley_and_keen.pdf

The 2012 gender stocktake found gaps in the collection of sex-disaggregated data, as well as insufficient capacity to analyse data and to use data to inform programmes and influence policy.

How is it done?

The Tonga Department of Statistics has a number of sources of national gender statistics. These include:

1. *Post Disaster Needs Assessment: Cyclone Gita Report*, Tonga 2018
2. *Census of Population and Housing*, 2016
3. *Household Income and Expenditure Survey (HIES)*, 2016
4. *Manufacturing Output, Employment and Wages and Salaries Survey*, 2016
5. *Census of Agriculture*, 2015
6. Databases of administrative records to which the department has access, in agreement with the agencies producing the data (usually authorities responsible for enforcing taxation, duty and tariffs on imported items, business licenses, immigration, labour, etc.)

Case Study 1 above illustrates the importance of databases of administrative records. It is useful to determine if your ministry or division has a current agreement with your National Statistics Office (NSO) for producing data and to discuss if the work of your division could contribute to gender equality statistics. Steps to help initiate the discussion for better databases of administrative records are outlined below, drawing on a practical example as well as the scenario in Case Study 1:

Step 1: As with the corporate planning process, consider the mandate of your division and discuss the data you currently collect. The Overseas Employment Development Division has a fully functional record-keeping database of surveys of returned workers.

Step 2: Can the information in this database be used/modified to produce gender statistics? What does *WEGET* Policy say about this employment or labour migration or the workforce? *WEGET* has an outcome that relates to the mandate of the Overseas Employment Development Division and this specific database: Outcome 3 Equitable access to economic assets and employment. Further, the policy has a cross-cutting theme of addressing the additional vulnerability experienced by female-headed households; women with disabilities and women in rural and outer islands.

Step 3: Now that you know this information, look at the indicators in *WEGET* and discuss and obtain advice on how your returned worker surveys could be modified to collect information in order to contribute to the national gender statistics.

Step 4: Assess your available resources. If you change your mode of data collection or it involves changing the database and forms, your division may require resources to train staff. If your resources are inadequate, how can additional funds be raised? Perhaps through collaboration with other agencies? Refer to the section, 'Who needs to be involved?', for practical advice.

Step 5: Analyse the data. Demand for sex-disaggregated data is vital to stimulate its production. In most governments, there is too little use of the data collected and, in some cases, it is not stored or reproduced in a way that enables data to be analysed for programming, budgeting and monitoring purposes. Technical advice is available from the Department of Statistics to help rectify this problem.

Who needs to be involved?

Across the Pacific, development partners including SPC are working regionally and nationally to strengthen the production and use of gender statistics. By being focused on people and equality – who needs what and who gets what – gender mainstreaming should generate more demand for disaggregated population data across all sectors.

Building from gender statistics work, statisticians can guide departments and analysts on ways to collect and collate data so that it serves as a valid source of information. When you are ready to start collecting sex-disaggregated data or to modify the way your division collects data, please contact the Tonga Department of Statistics at dept@stats.gov.to.

What can be done with the data?

- ▶ Inform the corporate plan
- ▶ Raise awareness
- ▶ Design programmes and inform budgeting processes
- ▶ Improve service delivery
- ▶ Monitor benefits/impacts of government services

ENTRY POINT 4: GENDER ANALYSIS IN POLICIES AND STRATEGIC PLANS

WHY IS THIS IMPORTANT?

Gender mainstreaming requires gender-sensitive policies in all sectors.

Corporate plans are the plans that guide each ministry’s budget and operations. Sector plans are also commonly developed across the Government of Tonga and look at the overall sector, often taking into account the work of the government as well as that of non-governmental organisations (NGOs) and the private sector. Strategic plans, also commonly developed in the government, are based on government policy and inform the corporate plan of a ministry. Further, strategic plans are used when seeking collaboration and funding from development partners and donors.

Across the Government of Tonga, there is a multitude of sector strategies and policies. Examples include: The *National Health Strategic Plan (NHSP) 2015–2020* and the *Tonga National Strategy to Prevent and Control Non-Communicable Diseases 2015–2020*. The gender analysis of all government strategies and policies is important, as these documents guide the direction and implementation of government programming and initiatives that ultimately impact all Tongans.

The following table provides examples that illustrate the importance of gender analysis in sector strategies, using authentic strategies developed for the Government of Tonga.

Sector	Outline	Is strategy gender-responsive?	Why gender is important in this sector?
Health National Health Strategic Plan (NHSP) 2015–2020	Objectives: Aim to guide the pathway for health-related development with consideration of the roles played by other stakeholders and development partners in accordance with government policies and regulations. Serve as a foundation for all health-related plans and policy development, budgeting and resource allocation, data collection, research and health evaluation within the health system and its development partners. Develop a thorough mid-term evaluation (end 2018) in addition to the quality and annual standard monitoring system at the MOH to guide the remaining unfinished agenda that needs to be fulfilled before the end of the Planning Cycle in June 2020.	Gender analysis is not visibly undertaken in this strategy. However, development partner outputs are included in the strategy and are clearly gender sensitive (e.g. the overall focus of the United Nations Population Fund (UNFPA)). However, this strategy does not have gender specific outputs and goals. The first outcome area specifically outlines maternal and child health services, one indication of how the various needs of women, men, girls and boys will be addressed. Adjustments to this NHSP should address gaps in the health system; sexual and reproductive health and rights (SRHR) need to be a priority matter as there is a gradual increase in teenage pregnancy and higher rates of sexually transmitted infections (STIs) among men. The key outputs for each division can serve as entry points, as reflected in the ministry’s corporate plan. There are no gender specific strategies in the KRAs in the corporate plan aside from strategies that relate to maternal and child health (e.g. no mention of collection and analysis of sex-disaggregated data).	Gender norms, roles and relations can influence health outcomes and affect attainment of mental, physical and social health and well-being (e.g. more men are admitted to the hospital due to road accidents while women’s injuries are more likely to be caused by domestic violence). Gender inequality impacts access to timely health care and services (e.g. women having to ask permission of their husbands to go to the hospital, not having an income to take public transport, difficult access for young women and men with respect to SRHR, men may be reluctant to consult medical professionals). Developing gender-responsive health programmes, which are appropriately implemented beneficial for women, men and girls and boys.

<p>Sports</p> <p>National Strategic Plan for Sport and Active Recreation in Tonga 2015–2020</p>	<p>Sports Strategy Priority Areas:</p> <p>Create a better governance environment for all sports and active recreation in Tonga.</p> <p>Encourage greater participation and performance in sport and recreational activities as a tool to improve support for sport and health of all Tongans.</p> <p>Enhance collaboration between the MIA, MOH, Ministry of Education and Training (MOET) and TASNOC in their lead roles as service providers of sport in Tonga.</p> <p>Provide and ensure sport and recreational facilities are accessible to all throughout Tonga, including the Outer Islands. Better access increases participation.</p>	<p>The Plan is unclear in its priority areas whether it works to impact men specifically or women as well. A specific focus on young women and young men would also give the Plan more clarity as strategies would be more focused.</p> <p>The Plan outlines Tonga’s growing youth population which can also expand to discuss WHY and WHAT areas are crucial to the Plan. Stats reveal that women in Tonga have higher rates of obesity (75 per cent women; 56 per cent men). It is not clear how programmes are targeted to alleviate this issue? It may be important to ask WHY this has happened and commission national research to ensure future sports strategies address this.</p> <p>Is there a need to improve sports delivery to make it accessible to women and men? HOW are targets being reached? Are there programmes in place for community outreach? The Plan can easily assume that because “Tongans...have the natural talent and physique for sport”, young girls and boys will easily be drawn to activities, which is not often the case, necessitating action to address WHAT and WHY.</p>	<p>Competitions are increasingly opening up for women in sport and are an additional chance to create career opportunities and put Tonga on the international stage. Women’s Rugby 7s is a recent example. However, participation of girls in sports is an issue in Tonga. Priority could be given to access to safe spaces. The issue of space becomes increasingly confined as girls in Pacific countries reach adolescence. Evidence from sport programmes shows that sports can allow women and girls access to safe social spaces in which they may exercise control and ownership.</p> <p>Non-stereotypical sporting options may lead to more women and men becoming active in recreational sport so the gender dimensions must be considered. There is evidence that women are not engaging in recreational sport because of social pressures to be in the home in the evening and not at training. How can this barrier be broken down?</p> <p>There are increasing cases of NCDs in the Pacific, with the highest rates among children, youth and women in Tonga.</p>
<p>Climate Change</p> <p>Joint National Action Plan on Climate Change Adaptation & Disaster Risk Management (JNAP) 2015–2020</p>	<p>Improve good governance for CC adaptation and disaster risk management (DRM) (mainstreaming, decision-making, organisational and institutional policy frameworks).</p> <p>Enhance technical knowledge base, information, education, and understanding of CC adaptation and effective DRM.</p> <p>Analyse vulnerability to CC impacts and disaster risks.</p> <p>Enhance community preparedness and resilience to disasters.</p> <p>Support the sustainable development of Tonga with technically reliable, economically affordable and environmentally sound energy.</p> <p>Build strong partnerships, cooperation and collaboration within government agencies and with civil societies, NGOs and the private sector.</p>	<p>Is data sex-disaggregated?</p> <p>DRM and CC affect women and men differently; is this taken into account?</p> <p>How consultative has this Plan been in involving communities in both rural and urban areas?</p> <p>What are the varying impacts on the different demographics of society?</p> <p>JNAP presents a situation analysis and vulnerability assessment; does this reflect vulnerable members of society?</p>	<p>CC and DRM discussions can often be technical and in favour of strengthening institutions which, by their nature, are gendered. The “human” aspect of the planning may tend to be lost, yet this is the most important factor in mitigating risks. Women, men and youth react differently to disaster/CC and community plans show that the reactions of each will also be different hence the importance of reflecting this at the strategic plan level.</p>

ENTRY POINT 5: GENDER EQUITABLE AND RESPONSIVE ORGANISATIONAL CULTURE

Why is this important?

Reviews of gender mainstreaming consistently reveal the importance of the commitment and leadership of senior management. If commitments, goals and targets for gender mainstreaming are lacking, competing priorities will invariably supersede a non-specified programme for staff time and resources. A supportive gender-sensitive organisational culture is also integral to gender mainstreaming to shift how we work and integrate a gender perspective into each priority.

How is it done?

A commitment to gender mainstreaming should be integrated into each ministry's corporate plan, alongside strategies and actions as well as specific roles, responsibilities, expected outputs, time-bound targets and monitoring. The action plan should be developed following an internal baseline report that identifies gender mainstreaming needs and issues (e.g. obstacles, discriminatory practices, service or policy gaps). The PSC provides leadership on HR and communications, and the National Planning Office and WAD can provide leadership on policy and programmes.

Diagram 1.1 shows the components required to support a gender equitable organisational culture. Each of these components requires distinct attention; lack of attention to each of these components may support, but not sustain, a gender equitable organisational culture.

A gender equitable organisational culture includes:

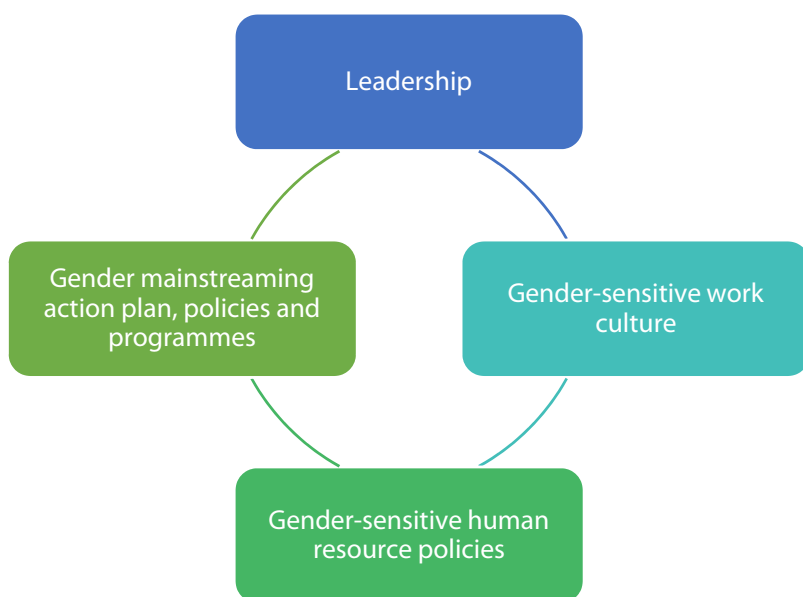


Diagram 1.1

It may be useful first to assess the extent to which the department/ministry is mainstreaming gender and then annually evaluate its progress. The checklist and follow-up prompts in Box 1.1 may be used by the GFP or designated staff member in each division.

The questionnaire covers two of the above elements: gender-sensitive *HR policies and gender mainstreaming action plan, policies and programmes*. The checklist in Box 1.1 could become a gender action plan for the ministry by elaborating on prompts and action points provided in the “to do” list.

Box 1.1

Checklist	Follow-up prompts and action points/to do list
Equal Employment Opportunities (EEO)	
1. Does the ministry have a staff profile disaggregated by sex and job level?	If yes, how is this information used? Is it reflected in the ministry corporate plan or annual report? If no, could this information be collected by the HR division and included in the corporate plan or annual report?
2. Do the ministry's HR policies include recruitment, retention, parental leave, performance management, intimidation, sexual harassment, whistleblowing and related reporting mechanisms?	If those elements are already included in the HR management policies, are there gaps in their application? If they are not already part of the HR management policies, what is the process to include those? If there are gaps in the application of those policies, what would improve their implementation?
Responsiveness	
3. Are new staff trained or made aware of the government's commitments to human rights and gender equality?	How are new staff introduced to these concepts through orientation? Are there opportunities to provide orientation sessions for new staff on gender mainstreaming in the new staff training?
4. Are staff who deliver services to the public aware of their role and responsibility to deliver gender-responsive services?	What would be an effective approach to raise awareness and build capacity of all public service staff with respect to their responsibility to deliver gender-responsive services?
5. Do policy and planning staff have capacity in gender analysis?	If yes, are they effectively and regularly conducting gender analysis to inform their actions/and monitor impacts? If no, what would be an effective approach to build their capacity to conduct gender analyses?
6. Are gender competencies and expertise included in policy and service delivery job profiles?	If yes, are those aspects included in staff performance reviews? If no, what are the constraints to include them and how can those constraints be addressed?
Reporting, Research and Evaluation	
7. Does your ministry's corporate plan and annual report have particular goals and accompanying strategies or activities for women or gender equality?	If yes, are specific indicators identified to measure those achievements? If no, what upcoming process would present an opportunity to formulate those?
8. What are the main activities or strategies undertaken by your ministry/division that contribute to the implementation of the government's policy on gender and development?	What are those activities or strategies? Are those activities/strategies adequately resourced? Are you able to measure the effectiveness of those activities and strategies?
9. Does your division/ministry report data on all activities by sex?	Do a quick stocktake of all data the ministry collects. If it involves people, it can be disaggregated by sex. Does your ministry conduct an analysis of sex-disaggregated data? If not, what are the constraints preventing this data collection? Does your ministry share sex-disaggregated data with other ministries (like WAD)? Does your ministry use those data in its annual report? Or any other reporting process?

10. Have you commissioned or undertaken any specific research in relation to women?	This checklist could be turned into an action plan. The information obtained using this questionnaire could be a first gender assessment of the ministry.
11. Do you have a plan to progressively implement gender mainstreaming? What has been achieved so far?	If no, what are the constraints for doing it? Are there opportunities to consult women and men in these processes?
Participation	
12. Do you have any processes to ensure that staff involved in community consultation includes both women and men in these processes? Have you specifically consulted women separate to men as part of the development of policy and programmes?	If no, what are the constraints for doing it? Are there opportunities to consult women and men in these processes?
13. Do you have any advisory boards to guide departmental work or policy? If so, what is the representation of women and men on those boards?	If there are significantly fewer women or men, what are the reasons? What can be done to achieve a more equitable representation of women and men on those boards?
Learning	
14. In what areas has your division/ministry been most successful in identifying and/or responding to women's views or needs where they were different from those of men?	What did your ministry do? What difficulties did you encounter in this process? How did it influence your programming approach and the service delivery? If you have not done it yet, what are the constraints? What are some opportunities to do this in your sector?
15. What do you think contributed to this success?	How do you engage with stakeholders to analyse results during M&E? How do you analyse outputs for stakeholders in terms of women, men, girls and boys? Are you sharing these stories, experiences and lessons learned? How are you sharing good and promising practices?

The last element of a gender equitable organisational culture is a gender-sensitive work culture. This differs from the others, which usually require tasks to complete alongside follow-up procedures. A gender-sensitive work culture requires a change in our behaviour as it pertains to situations that we may not even realise can be gender biased. Below are entry points to support a gender-sensitive work culture followed by a case study to illustrate what a gender **insensitive** work culture might look like.

Gender sensitive culture

- full and active participation of women, and other excluded groups, is promoted, encouraged and sustained across the organisation;
- corporate rules include safety and safe transportation; anti-bullying and anti-harassment; bans on pornography, demeaning or discriminatory material; the use of inclusive language in all internal communications;
- gender-aware interactions with the public including: public consultations; communications (e.g. design of forms and inclusive publicity), training and rules for front-line staff; and
- gender awareness training for staff including as it pertains to staff responsibilities.

Case Study 2:

Soana had just finished a diploma in management studies at the University of the South Pacific (USP). She was 20 years old and looking forward to working and earning a wage to help her elderly parents and siblings. She had been job searching and applying for three months when she was offered an interview at the local bank. She prepared herself well for the interview and packed her certificates to show her potential employers.

When she arrived at the venue, she was shown to them a waiting room where another candidate, Sione, sat waiting for his own interview to commence. Sione was also 20 years old and had studied with Soana at USP. Soana was happy to see a familiar face as they often competed in class for the highest grades. Sione was called into the room for his interview first and emerged 40 minutes later. He told Soana his interview went well and he wished her luck.


Soana walked into the interview room and noticed that the interview panel was comprised of three men and one woman. One of the men served as the chairperson of the panel. The interview started and Soana felt at ease. She had prepared herself well and knew most everything she needed to know about the job for which she had applied. The interview went well, as expected.

Before the chairperson concluded the interview, he asked Soana a final question. "So, Soana - are you married? Do you plan to have any children?" Soana was taken aback. She wanted to get married eventually and to have children as well. "What odd questions!", thought Soana. "No, I'm not married", Soana replied, "but I hope to some day and I hope to have children as well".

Later that day, Soana met Sione at the local Internet shop and stopped to chat with him about their interview. "What did you make of that last question, Sione? I found it odd that they should want to know if I was married or planning to have children," said Soana. Sione was surprised: "Really? They didn't ask me that. They just asked me if I could drive," he said. Soana heard later that week that Sione was offered the job.

A gender-sensitive organisational culture entails more than having gender-sensitive policies in place. In fact, it is often the most difficult aspect of gender mainstreaming as it involves a change in the behaviour and attitudes of people. Soana's story above gives us a glimpse into a scenario where our gender biases may influence our professional behaviours. Soana was given the opportunity to interview for a job for which she was well qualified but the bias of the chairperson adversely impacted the results of the interview and, ultimately, had an impact on the company as well, as the person most suitable for the job may not have been selected due to the bias. The chairperson's final question to Soana was insensitive and discriminatory and gave the impression that women might be a burden to the organisation due to their need to take maternity leave and/or assume familial responsibilities. The chairperson's bias is also evident in his questioning of Sione. He didn't ask Sione a similar question about his marital or familial prospects. Yet, men – like women – also seek life partners and families and, thus, also have related obligations.

This example is just one of the many real-life scenarios that have happened in interviews within Pacific governments. The above case study offers an example of what we might perceive as harmless questions but which, in reality, reflect our beliefs about the gendered roles for women and men and how they can and do impact the decisions we make – both in the home and at work.

 **TIP:** Regular gender awareness training for staff must accompany implementation of gender-sensitive policies and practices.

WHO NEEDS TO BE INVOLVED?

Those involved will depend on the commitments made by either the government, or the department or ministry. A good starting point is to ensure HR policies are gender aware and, thus, that HR personnel and gender experts are engaged.

ENTRY POINT 6: GENDER FOCAL POINTS (GFPs)

What is a GFP and why is this role important?

A GFP is not necessarily a gender specialist. The GFP role is typically assigned within an existing staff position in an organisation or institution. A GFP within each ministry or division serves as a coordination point for work toward gender mainstreaming. GFPs can be an important link to other key players, such as the WAD, in gender mainstreaming.

Initiating a GFP system in the Government of Tonga

GFPs are not responsible for all gender work in a division or ministry but typically:

- advocate within a ministry for gender issues or associated activities to be integrated into the corporate plans, strategic plans and policies, and other relevant divisional or ministry level documents;
- facilitate discussion inside their division and/or ministry about the contribution of their work to the implementation of the RNPAGAD; and
- coordinate with the WAD.

Ideally, a GFP in the Government of Tonga should be in a decision-making role, which requires a breadth of understanding of the mandate and work plan of the division. Recognising this, it is recommended that the GFP be at the Deputy CEO level or at the Principal Programme Officer level.

Sample Terms of Reference for a GFP

Background

GFPs are not necessarily gender specialists. They are appointed to this position and may have some experience in mainstreaming gender or may be completely new to this area of work. If the GFPs appointed have not worked in gender mainstreaming, they should be provided opportunities for professional development throughout their term of office, including an initial programme of competence development, and should have access to advice and support from gender specialists in Tonga and within the region.

The position is not linked to the promotion of gender equality within the department (i.e. gender balance in recruitment, work/life issues, and sexual harassment). These issues are the responsibility of the PSC/HR Officer or corporate services in the ministry. The GFP can report on staffing balance in the ministry at relevant managerial meetings, but the collection of such statistics are the responsibility of corporate services or the HR manager.

Global experience shows that a GFP should be associated to a specific function, not to an individual, and should be in a position to influence decision-making, planning and monitoring across the ministry.

There should be a clear mandate for the position that includes specific ToRs and these responsibilities should be included in the individual's annual performance management. Agreement can be made between the GFP and the CEO that a specific percentage of time is allocated to this work.

It should be noted that the GFP is not a full-time position. This means the person appointed as the GFP of a Ministry has other areas of responsibility. The work of a GFP should be understood as that of a catalyst to support gender mainstreaming by advocating, advising and supporting professional staff and reporting on progress in relation to gender equality. The GFP also acts as the coordination conduit for gender mainstreaming within and across government. It is critical that GFPs not be seen as the only staff in the ministry with gender-related responsibilities or that all gender activities become the responsibility of the GFP.

Function of a GFP

The following responsibilities/functions of a GFP should be discussed and agreed to with the CEO:

High-level support to the CEO

- Assist the CEO through coordination of gender inputs and perspectives in speeches and other official related work.

Policy Interventions and Support

- Support development of a short policy statement on gender equality to be endorsed by the minister and/or CEO for strategic plans/corporate plans and/or other related ministerial policy documents.
- Supplement the short policy statement with an issues paper elaborating on the policy statement and describing how the ministry's mandate relates to gender mainstreaming. The issues paper can be developed with the technical assistance of consultants, available gender specialists or other resources, as necessary.
- Based on the policy statement and issues paper, develop a strategy, to be endorsed by HODs and/or the CEO and included in the corporate plan. This strategy should outline the overall approach to gender mainstreaming to be taken in the ministry and designating responsibility and accountability throughout each division.
- Gender mainstreaming reporting at monthly managers' meetings, including updates on sex-disaggregated staff balance.

Analysis, Knowledge Development and Information Activities

- Disseminate information on gender issues related to the work of the ministry with the aim of supporting the professional development of staff.
- Develop and maintain an electronic library of materials on gender and the area of substantive work for the department.
- Establish a system of regular communication through email with other GFPs and the WAD and with other gender specialists, as appropriate.
- Coordinate specialised gender training for the ministry, as appropriate.

PART III - SECTOR GUIDELINES

The following sample gender briefs can be used to further discuss gender issues by sector. After introducing an understanding of analysis in sector strategies (see Entry Point 3), this section puts into national contexts some gender perspectives for each briefing below, particularly in relation to the government's gender policy. The briefs outline gender issues since a focus on this allows for greater project or programme performance under each ministry in a certain sector. The direct involvement of women, men and youth in planning, designing and evaluating government activities not only empowers communities but also helps foster success for the activity.

The second part of each brief offers helpful recommendations to find solutions to the gender issues identified in a particular sector. As experts in this sector, this gives readers the opportunity to expand on government work to include a gender analysis. Furthermore, the briefs may be helpful in identifying linkages across sectors and ways for GFPs of various sectors to work together to tackle cross-cutting issues. Sample gender indicators are provided to stimulate thinking.

AGRICULTURE AND GENDER

MAFFF

What are the gender issues?

Women are often unacknowledged in this sector. Traditionally, men make up the majority of smallholder farmers in Tonga. However, there is increasing evidence identifying handcrafts as an agricultural activity that engages a significant proportion of women. Although handcrafts represent a significant source of income for women, it is largely identified as informal work and, thus, not reflected in official national statistics (e.g. on export volumes or earnings). (See the PHAMA Gender Analysis.)

The 2009 *National Household Income and Expenditure Survey (HIES)* estimated that handcrafts represent the largest contributor (40 per cent) to income earnings, providing income earnings equivalent to the current export income. This work, primarily performed by women, is followed by subsistence agriculture, providing 27 per cent of household subsistence income. Taking into account that some women farm for local markets, the contribution to subsistence income is likely to be split evenly between women and men. However, the female contribution to this can go unnoticed if not reflected in statistics.

In access to resources, women and men face different barriers. For women, there may be limited access to land, livelihoods, support networks or formal employment. Female-headed households represent just 23 per cent of all households and are among the most vulnerable; these barriers thus contribute further to their vulnerability.

What can be done?

- Ensure disaggregated data is collected as part of activity updates and continue to provide resources/budget for annual qualitative M&E activities (e.g. participant surveys, collection of case studies).
- Support women in agriculture to pursue commercial cropping by considering their participation for activities and projects.
- Incorporate gender budgeting into the MAFFF Corporate Plan to ensure activities are implemented to support unacknowledged areas like handcraft sales. The ministry can also support export pathways and access to resources.

Sample Indicators³

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to develop or revise these and other indicators:

- | | |
|--|--|
| • Number and percentage of poor women and men who adopt new production and post-harvest technologies | • Number of women with secure tenure or usage rights to land (e.g. where sole or joint ownership or usage rights are recorded on land title documents) |
|--|--|

³ ADB, 2013

<ul style="list-style-type: none"> Number and percentage of poor women and men with increased ownership of productive assets (e.g. livestock, equipment for production, storage, processing, and marketing) 	<ul style="list-style-type: none"> Number and percentage of women and men who are members of community associations and organisations (e.g. irrigation, farmers, fisheries, credit groups), and the percentage of women in decision-making positions
<ul style="list-style-type: none"> Number and percentage of women and men trained in sustainable production technologies, soil and water conservation, pest and disease management, animal diseases, and basic veterinary services 	<ul style="list-style-type: none"> Number of research projects targeted at increasing women's productivity in agriculture, horticulture, fisheries, forestry, livestock, and post-harvest processing and marketing
<ul style="list-style-type: none"> Number and percentage of women and men employed in rural development agencies and as project staff, including the percentage employed as extension agents and community facilitators 	<ul style="list-style-type: none"> Number of rural women's organisations contracted to deliver programme or project activities and services

EDUCATION AND GENDER

MOET

What are the gender issues?

Education in Tonga is free and compulsory from the age of 6 to 14 years. As a result, there are nearly full attendance rates for both girls and boys; however, attendance rates decrease rapidly after the age of 15 years, resulting in inflated rates of youth unemployment and increased concerns over alcohol and substance abuse. The quality of education and teacher competencies is a focus of recent support programmes. Very few facilities are available to children with disabilities and there are none available on the Outer Islands. The *Convention on the Rights of the Child (CRC)* offers helpful guidance for education systems and is a good resource for the MOET.

Only one person in 10 has studied at the tertiary level. Of those, more women than men have diplomas or certificates and more men than women have Bachelor, Master and Doctorate degrees. This is especially the case in rural areas. These results suggest that there may have been systemic barriers to the selection of women for degree courses or in the awarding of scholarships in the past. Few schools have career guidance counsellors, resulting in students not being aware of technical or vocational occupation choices.

Female employees are overrepresented in the MOET but under-represented in ministries such as infrastructure, suggesting stereotyping of men's and women's occupations.

Almost all primary teachers are women, around half of secondary teachers is women and only a quarter of tertiary teachers are female. More balance at both primary and tertiary levels is required, and the ministry should consider ways to create opportunities.

In recent years, efforts have been made to remove sexist language and gender stereotypes from academic curriculum. Nonetheless, there remains work to do. Unlike some Pacific neighbours, the curriculum does not yet include life skills (e.g. healthy family functioning, good decision-making, or SRHR).

Even though corporal punishment was banned in schools in 2014, serious cases still emerge through the media and a prevalence study of VAWG found that two-thirds of all women and girls in Tonga had been affected by physical violence perpetrated mainly by their fathers or teachers.

What can be done?

Policy Review: Establish a strong policy environment for gender equality and social inclusion.

Social Inclusion: Work toward social inclusion through improvements to the school infrastructure to increase accessibility and through an increase in the number of Special Education teachers.

Non-sexist Curriculum: Conduct gender assessments of curriculums at every level of education. Prioritise the introduction of the UNFPA Family Life Education Curriculum. Seek support from the non-government sector for teacher training on gender issues and the delivery of life skills awareness programmes to school children and young people.

Implement Ban on Corporal Punishment: Ensure serious consequences for teachers who perpetuate violence against students or pupils.

Balanced Workforce: Introduce incentives for men to take up primary school teaching and regularly check to ensure female teachers are promoted equitably.

Vocational Choices: Develop tertiary and vocational programmes for out-of-school youth. Encourage the tertiary sector to make annual school presentations to senior students, introducing options for career development, including in non-stereotypical roles.

Sample Indicators ⁴

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

<ul style="list-style-type: none"> Gender analysis of teaching and learning materials 	<ul style="list-style-type: none"> Changes in girls' aspirations about education, employment, and gender equality
<ul style="list-style-type: none"> Number and percentage of male and female staff trained on gender issues in education (pre-service or in-service) 	<ul style="list-style-type: none"> Changes in boys' views about girls' education, employment, and gender equality
<ul style="list-style-type: none"> Changes in perceptions among women and men about the value of educating girls and boys 	<ul style="list-style-type: none"> School dress codes enable girls to participate in sport and active play
<ul style="list-style-type: none"> Evidence of mentoring and other support activities aimed at assisting women's transition to employment in non-traditional, high income and growth sectors of the economy 	<ul style="list-style-type: none"> Number and type of activities undertaken in schools and other educational institutions that raise awareness about VAWG and promote the rights of women and girls

HEALTH AND GENDER

MOH

What are the gender issues?

The MOH aims to provide universal health care access to all Tongans, which would help address gender issues and the different health needs for women and men.

Sexual and Reproductive Health Rights (SRHR)

SRHR is often perceived as women's issues, resulting in a true gender perspective rarely being integrated into policy and planning. Young people in particular face barriers with respect to their reproductive rights. The rising number of males with STIs is a concern that also requires improved access to contraception and education.

Tonga has a growing number of commitments to preserve human rights for all, including the most vulnerable groups (e.g. women and children). Such commitments seek greater integration at the national level with *TSDF II* and the ministry's corporate plan, which guides the strategic work of the government in the health sector. The latest UNFPA *SRHR Needs Assessment Report 2015* revealed policies to support work on SRHR but found that many of these policies are outdated. While hospitals provide a range of SRHR services (e.g. family planning, STI prevention and management), antenatal maternal and newborn care gaps in service provision remain.

Legal restrictions on a woman's right to free and informed choice in all matters of SRHR remain an issue in Tonga.

Gender-based violence (GBV)

There are challenges to the prevention and management of health as it pertains to gender-based violence (GBV). One widespread and overlapping form of GBV is domestic violence. National Statistics show that domestic violence is high in

⁴ ADB, 2013

Tonga and data collection from the Police's Domestic Violence Unit (DVU) and the Crisis Centres show a steady increase in recent years. Violence is a complex, cross-cutting issue that requires multi-sectoral attention. At the same time, there are strong links between GBV and health, which demand attention to violence as a major public health risk. Caring for survivors of violence also has important gender implications and the health sector plays a major role in ensuring that this happens. Women are often reluctant to report incidents of violence for a variety of reasons, such as shame and a feeling of responsibility for the violence they suffer. Underreporting is a major issue in Tonga and women can easily be re-victimised by health care and legal systems meant to support and protect them.

Due to masculine stereotypes and expected gender roles of men, men rarely speak out about the violence they suffer. Due to such stereotypes and norms, male violence is rarely perceived as a societal problem but needs to be taken into consideration by health care providers.

What can be done?

Service Provider Training: Training can make health care service providers more sensitive to gender and sexual issues and can give providers the knowledge and skills they need to offer more extensive services and to address clients' sexuality in a non-judgmental way.

Policy Review: Regular reviews should be conducted to strengthen policies for SRHR and help prevent GBV. Such reviews can also check that all other aspects of women's health are adequately addressed at all stages of life by public health policies to ensure women's health is not valued only in a maternal context. Legislation review can also discern any barriers to the enjoyment of full SRHR.

GBV Awareness and Training: Raise awareness of GBV, including domestic violence, as a major threat to public health through regular training of nurses, doctors and community health providers. Formalise the training for the nursing school to ensure students are well aware and educated on how to deal with GBV cases. The Health section of UN Women's Essential Services Package offers helpful advice.

Formalisation of GBV within Health Assessments: Any prior history of a patient as a survivor of violence can be crucial to ensure appropriate measures of care and referral to services. In the future, the health sector may determine that a separate unit within the hospital is needed to support survivors of domestic violence separately.

Sample Indicators⁵

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

<ul style="list-style-type: none"> • Proportion of women and men accessing health outreach services annually, by age, urban or rural location, ethnicity, and socio-economic group 	<ul style="list-style-type: none"> • Number and percentage of health facilities providing adequate privacy (visual and auditory), particularly for reproductive health and cases of VAWG
<ul style="list-style-type: none"> • Percentage of women and men who received information on family planning and reproductive health issues 	<ul style="list-style-type: none"> • Percentage of adult women and men who support STI and HIV/AIDS education programmes for adolescent girls and boys
<ul style="list-style-type: none"> • Health and HIV policy and sector strategies include gender equality objectives and activities to address the health consequences of unequal gender relations 	<ul style="list-style-type: none"> • Percentage of women and men in health committees at different levels (national, district, local)
<ul style="list-style-type: none"> • Evidence that Information, Education and Communication (IEC) materials integrate gender equality messages (e.g. rights to health care, women's SRHR, women's workloads, VAWG), and treat women as partners in caring for their family's health 	<ul style="list-style-type: none"> • Evidence of the removal of legal and regulatory barriers that prevent women from accessing reproductive health services, including family planning, contraception, and prophylaxis following sexual violence

⁵ ADB, 2013

GOVERNANCE AND PARTICIPATION

MIA, Local Government Division and WAD

What are the gender issues?

A key challenge in governance is the lack of equal participation and representation of women and men at the local and national levels. A commonality of interests, needs and perspectives is often assumed for everyone and is used to legitimise the majority presence of men in governance structures at the national (e.g. parliament and cabinet) and local (district and town officers) levels. However, a gender analysis of political processes and policies reveals that women and men do not always share the same needs and perspectives, and that it is thus crucial that women be represented as well so that their interests – as half of the population – are adequately addressed. A more balanced participation of women and men is vital to ensure both genders participate in the decisions and actions that affect them.

At the same time, it is crucial to understand that more balanced participation will not come about simply from a formal mandate or invitation to women. The systemic barriers that often keep women out of major public governance structures must be addressed before true progress can be made. Key barriers faced by women in Tonga are outlined below.

- **General attitudes and culture** in societies, which construe men as the only real political actors, tend to legitimate men and their actions, while disqualifying women. Similarly, women in politics are often more closely and scrutinised and criticised than men.
- **The assumption of a commonality of interests** between women and men often negates the need to represent women as a social group. While women are by no means a coherent, internally identical group, they do share some common needs and interests which require representation.
- **Women can be discouraged and intimidated by the use of masculine terminology in politics and governance**, either under the flawed assumption that men are the only legitimate actors, or that masculine terminology can also include and represent women when it does not.
- **A lack of media representation of women's political voices**, views, demands and leadership, denies women a model with which they can identify and find legitimacy for their own views.
- **The unequal division of family responsibilities** (e.g. household management and child care) places women at a disadvantage in terms of their availability to be active in politics. Similarly, limited access to affordable and appropriate social services means that women provide care and support, at an opportunity cost to other uses of their time.
- **Public and private forms of violence exercised by men against women** curb and control women's self-determination and risk-taking behaviour.

What can be done?

Use research to define and help resolve the problem: Develop surveys to gauge attitudes toward female politicians (both the electorate and politicians themselves), as well as detailed analyses of the political structures and processes (i.e. how ministers are appointed, what informal decision-making networks exist, how politicians are promoted within their own political parties, etc.) to identify the sources of gender disparities and other issues. Once the sources are identified, define concrete steps to resolve the issues.

Set concrete targets for gender-balanced participation: Without concrete, time-bound goals, governments cannot be held accountable to gender sensitivity or equality, and progress is unlikely to be maintained. The government could include a time-bound target (e.g. not more than 60 per cent of government positions and parliament seats to be held by either men or women by 2020) in an official declaration of priorities or strategy.

Establish short-term statutory provisions for affirmative action or quotas: Because of the diverse barriers women face in entering governance structures, quotas may be necessary to give female participation a boost. This is also known as positive discrimination or affirmative action. However, because there is often backlash against such measures, it is vital that implementation of quotas be accompanied by public awareness campaigns to garner support for the changes proposed.

Prepare an Annual Report on Gender: The WAD should take the lead in preparing an annual report on gender. This

report can serve to disseminate information on gender while also documenting statistical information related to gender and providing a tool to track progress related to implementation of the *RNPGAD*.

Set the Example: Women who are successfully established in political positions can be extremely influential nationally and internationally in encouraging other women to enter politics. They can also establish networks for learning and sharing and be encouraged to speak to other women and girls through media, schools and community events.

Develop Training Strategies to Increase Women’s Political Participation: Low exposure of women to political participation requires greater training and encouragement. These trainings (e.g. those led by the WAD and Civil Society Forum Tonga (CSFT) for candidates in local government) can be conducted more regularly. Once elected, women in local and national government positions require continuous capacity support.

At the same time, it should be recognised that many male politicians require training in these same areas – particularly in terms of integrating a social and gender justice perspective into politics. It is thus crucial to involve potential and current male politicians in such training as well. This will not only increase their capacity; it will create a more favourable and welcoming governance environment for women. Involving men will also encourage broader discussion and debate on issues specifically affecting men.

Sample Indicators⁶

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

<ul style="list-style-type: none"> Evidence of changes in the attitudes of women and men, girls and boys on the appropriate roles for women and their right to participate in governance and public administration 	<ul style="list-style-type: none"> Evidence that service standards are established and regularly monitored, and reflect women’s and men’s different needs, responsibilities, and access to services
<ul style="list-style-type: none"> Percentage change in women’s representation in local governance structures and decision-making bodies 	<ul style="list-style-type: none"> Evidence of changed attitudes (among women and men) about the right of women to vote and stand for election
<ul style="list-style-type: none"> Sex-disaggregated data routinely collected and applied to policy, planning, implementation, monitoring, and evaluation 	<ul style="list-style-type: none"> Number and percentage of women and men attending gender training, by type of stakeholder
<ul style="list-style-type: none"> Number of training and awareness sessions held with stakeholders (urban planning department staff, municipal councils, male and female elected representatives, community leaders) on gender issues in urban development 	<ul style="list-style-type: none"> Number and percentage of women provided with training or other support to enable them to participate as candidates in elections, and to perform effectively once elected

DISASTER RISK MANAGEMENT/CLIMATE CHANGE AND GENDER

MEIDECC

What are the gender issues?

Mainstreaming gender into the government’s DRM/CC policy and legal frameworks require the government to create an enabling environment for gender equality. This is the specific objective outlined in the *RNPGAD*. When such an environment exists, this allows for the government to identify policy entry points. To do so, often requires a change in attitude from policy makers to recognise this as a real issue and this often takes time. Customary family structures, gender-differentiated decision-making and resource access can have extreme implications for community vulnerability, especially for people with disabilities who are often viewed as beneficiaries of assistance rather than active participants in society, with the same rights as anyone else.

It is, thus, essential to raise the visibility and information on gender and DRM/CC, increase opportunities for women’s participation in DRM/CC decision-making processes and integrate gender into DRM/CC community-based plans and

⁶ ADB, 2013

strategies. Some of the key issues in this sector include:

- lack of information on the benefits of integrating gender and social inclusion issues in DRM policy;
- lack of participation of women and women’s groups in decision-making, or planning processes;
- failure to recognise female-headed households as being at greater risk than male-headed households; and
- lack of preparation by humanitarian and development actors to address the disproportionate representation of women and children in immediate and long-term casualty rates, an international trend that appears to hold true for the Pacific region in general (of those killed by the 2009 Tsunami that struck Samoa, American Samoa, and Tonga, 70 per cent was female).

What can be done?

<p>Strong Joint National Action Plan (JNAP) Components: Include a strong strategic and technical gender and social inclusion component in the proposed revised Joint National Action Plan (JNAP) including specific accountability measures against which JNAP agencies are required to report.</p> <p>Provincial to Village Partnerships: Strengthen government and NGO partnerships for development of village, district and DRM/CC joint planning and service delivery.</p> <p>Build Government Capacity: All line ministries and agencies dealing with DRM/CC require capacity building on gender mainstreaming and social inclusion based on a detailed HR feasibility assessment.</p> <p>Improve Data: Improved data disaggregated by gender and other key variables supports the development of institutional capacity with strong community awareness and commitment to implement the relevant policy, guidelines and protocols effectively.</p> <p>Vulnerability Assessments: Ensure future vulnerability assessments undertaken to integrate social status, gender, poverty and disability.</p>
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Sample Indicators⁷

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

<ul style="list-style-type: none"> • Number and percentage of vulnerable women, men, girls and boys provided with life-saving assistance in humanitarian and disaster situations (including conflict and crisis) 	<ul style="list-style-type: none"> • Evidence that policy and regulatory frameworks require the equal participation of women and girls in disaster preparedness and response
<ul style="list-style-type: none"> • Evidence that DRM and response strategies include gender equality objectives and are based on gender analysis of women’s and men’s different risks, resilience, and capacity to respond 	<ul style="list-style-type: none"> • Number and percentage of poor women and men with increased resilience to deal with CC (e.g. use of climate-resilient crops and farming techniques, improved land management, clean technologies, increased knowledge and strengthened networks on CC issues)
<ul style="list-style-type: none"> • Evidence that water and sanitation sites are directly accessible to women, girls, and boys, in safe locations, culturally appropriate, private, and well-lit 	<ul style="list-style-type: none"> • Number of grants and loans provided for building and/or repairing houses, by type of household head and socio-economic group
<ul style="list-style-type: none"> • Evidence that policies, strategies, and plans are based on gender analysis of the different impacts of CC on poor women and men, and include gender equality objectives for each sector of CC adaptation and mitigation 	<ul style="list-style-type: none"> • Evidence that livelihood programmes are tailored to the needs of different groups (e.g. female heads of households; adolescent girls and boys; older, displaced women and men, and those with disability)

INFORMATION, COMMUNICATIONS AND GENDER

MEIDECC

What are the gender issues?

While media outlets are responsible for how genders are portrayed, this issue also needs to be addressed by people who

⁷ ADB, 2013

use the media to disseminate information or opinions. Governments, in particular, should become aware of the way they promote or enforce gender stereotypes through the information they channel through, or provide to, the media through public service announcements, informational campaigns, political campaigns, and media releases and press conferences. For example, highlighting the important role of female politicians in areas of finance, economics and multilateral diplomatic negotiations can help challenge existing stereotypes.

Government-appointed panels that serve as **media watchdogs** (to ensure media regulations and standards are being implemented) can also play an important role in identifying and monitoring gender stereotypes and discrimination in the media, as well as the use of non-sexist language.

The goal in relation to gender roles and stereotypes within the media is thus to: promote the **integration of a gender perspective** into the **production and use** of media, for the ultimate goal of **eliminating gender stereotypes** as a **barrier** to the **full participation** of women and men in all aspects of economic, political, social and cultural life.

What can be done?

Include statements on gender equality into editorial policy, ethics codes and advertising policies: Policy makers could, for example, provide a sample policy to all media outlets and invite them to adapt and adopt it. A sample policy should include clauses on non-promotion of gender stereotypes and use of non-sexist language.

Inclusion of gender specialists in media regulatory bodies or watchdog panels: A gender specialist in media regulatory bodies or watchdog panels could make an important contribution to monitoring gender stereotypes in the media and help to build gender-sensitivity capacity within such bodies.

Alternatively, monitoring of gender stereotypes and discrimination within media should be explicitly included in the ToRs of such panels or bodies.

Gender Issues Training and Awareness Raising: Training can be conducted at various levels and with various audiences to improve the reflection of gender issues and stereotypes in the media. Examples include training on ethical reporting on GBV guidelines.

Sample Indicators⁸

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

• The proportion of women and men in decision-making positions at all levels in Information and Communication roles	• Alignment of media policies to relevant legislation concerning a safe working environment for women and men and actions taken to address gaps
• Adoption and promotion of resources (e.g. policies, codes of ethics, stylebooks/manuals) that reflect the need for gender sensitivity and respect for diversity in media articles	• Accessibility and availability of training for women in new communication technologies
• Gender balance of media regulatory bodies	• Promotion of use of sex-disaggregated data in media releases
• Gender equality issues mainstreamed into all Information and Communication training courses	• Percentage of women and men in communications roles across government

ECONOMIC ACTIVITY AND GENDER

MIA Overseas Employment Division; MEIDECC – Labour Division and PSC

What are the gender issues?

There is a growing body of research showing that countries with more equality also have higher GDP due to the

⁸ ADB, 2013

engagement of more of the population in economic activity. Women generally have lower levels of economic power and access to productive resources than men and perform higher levels of unpaid workloads (e.g. household labour), which limits their time available for paid work and, where paid work is undertaken, there are often wage and income gaps. Women are formally barred from land ownership and face barriers accessing business finance. Intersections occur across different types of social vulnerabilities. Women tend to experience poverty at higher rates than men, as do people with disabilities or elderly persons.⁹

The *2016 Mini Census* found that three-quarters of the unemployed and willing to work were women. The result was a stark difference to the *2011 Census* where the unemployed were approximately equally male and female. More men than women had paid economic activities and twice as many men than women were employed in the private sector. Generally, women were over-represented in lower paying roles and, in the public service, were over-represented in stereotypical ministries (e.g. education) and under-represented in other ministries typically associated with masculinity (e.g. infrastructure). In 2015, women comprised only 13 per cent of those selected for the Australian SWP. The result indicates that there may be systemic barriers to women enjoying equal employment opportunities or achieving equality in the workforce.

What can be done?

Employment Relations Legislation: Introduce comprehensive legislation to address equal employment opportunities, parental leave, occupational safety and health and outlaw harassment in the workplace, especially sexual harassment.

Training and Mentoring: Offer mentoring and other support activities aimed at assisting women's transition to employment in non-traditional, high-income and growth sectors of the economy.

Seasonal Work: Review the recruitment and selection processes for seasonal work applicants and eliminate discriminatory barriers.

Financial Institutions: Eliminate barriers to women's access to business finance by identifying alternative forms of collateral and by simplifying the process to be less personally intrusive.

Social Vulnerabilities: Introduce programmes to address the intersectionalities experienced by the most vulnerable women that inhibit economic opportunities.

Sample Indicators¹⁰

The following are sample indicators aimed at explaining measures for progress. Gender technical support can assist the ministry to explore indicators further:

<ul style="list-style-type: none"> Evidence that national gender strategies and action plans are developed and implemented to address barriers, particularly in growth sectors of the economy 	<ul style="list-style-type: none"> Changes in the amount and types of assets owned by women (sole and joint ownership with men) (e.g. land, housing, telephones, and other assets for enterprise development)
<ul style="list-style-type: none"> Percentage of women and men recruited for public service positions by ministry and by salary band 	<ul style="list-style-type: none"> Number and types of outreach and orientation activities aimed at attracting women to offshore seasonal work
<ul style="list-style-type: none"> Number of women who benefit from targeted business advisory and support services 	<ul style="list-style-type: none"> Number and percentage of women and men trained in enterprise development, business or financial management, and information and communication technology
<ul style="list-style-type: none"> Changes in the gender division of labour reported by women and men 	<ul style="list-style-type: none"> Changes in the percentage of women in management, technical, and professional positions

⁹ CFRGA, 2016:79

¹⁰ ADB, 2013

ANNEX 1

Regional Gender Technical Advisory Agencies

The following agencies have gender advisers available to support the Government of the Kingdom of Tonga. The WAD is willing to act as the contact point for arranging gender technical support.

- Pacific Community (SPC)
- Pacific Women Shaping Pacific Development (Pacific Women)
- Pacific Islands Forum Secretariat
- UNDP
- World Bank
- Asian Development Bank
- UN Women
- UNFPA

RESOURCE MATERIALS

Asian Development Bank (ADB), 2013. Tool kit on gender equality results and indicators. Philippines: Asian Development Bank, <https://www.adb.org/documents/tool-kit-gender-equality-results-and-indicators>

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