

TRINIDAD & TOBAGO



GOVERNMENT OF
THE REPUBLIC OF
TRINIDAD AND TOBAGO



TRINIDAD & TOBAGO GENDER ANALYSIS

EXECUTIVE SUMMARY



ABOUT UNDP

UNDP's work on climate change spans more than 140 countries and USD \$3.7 billion in investments in climate change adaptation and mitigation measures since 2008. With the goal to foster ambitious progress towards resilient, zero-carbon development, UNDP has also supported the implementation of the Paris Agreement on Climate Change by working with countries on achieving their climate commitments or Nationally Determined Contributions (NDCs).

THE UNDP NDC SUPPORT PROGRAMME

The NDC Support Programme provides technical support for countries to pursue a “whole-of-society”, integrated approach that strengthens national systems, facilitates climate action and increases access to finance for transformative sustainable development. The programme helps countries address these financial barriers by deploying a structured approach for scaling up sectoral investments and putting in place a transparent, enabling investment environment. Beyond direct country support, UNDP facilitates exchanges and learning opportunities on NDC implementation at the global and regional level by capitalizing on our close collaboration with the UNFCCC and other strategic partners.

GENDER INITIATIVE

Coordinating and connecting the interlinked processes of climate change and gender equality, by using NDCs as a platform, offers an opportunity to promote inclusive and successful development outcomes. The NDC Support Programme is supporting the work in 17 countries to ensure that gender equality aspects are factored into the NDC processes by leveraging analysis, strengthening institutional mechanisms, ensuring gender-responsive climate actions and disseminating best practices to enhance national-level capacities.

The Programme, which works in contribution to the NDC Partnership, is generously supported by the German Federal Minister for the Environment, Nature Conservation, and Nuclear Safety (BMU), the German Federal Ministry of Economic Cooperation and Development (BMZ), the European Union and the Government of Spain.



DISCLAIMER

The Gender Analysis Summary has included a few additional statistics to provide contextual information to facilitate a better understanding of the context/situation for a broader audience, however, statements/recommendations have not been altered from the Gender Analysis.

I. BACKGROUND

In August 2015, Trinidad and Tobago was the first Caribbean country to officially submit to the United Nations Framework Convention on Climate Change (UNFCCC) its intended Nationally Determined Contribution (iNDC), which became the country's NDC upon ratification of the Paris Agreement in February 2018. While Trinidad and Tobago accounts for only 0.1 percent of greenhouse gases in the context of global absolute emissions, it has a relatively high rate of per capita emissions due in large part to the country's fossil fuel-based economy.¹ Under its NDC, Trinidad and Tobago has committed to the following: (1) an overall cumulative reduction in greenhouse gas (GHG) emissions of 15 percent by 2030 in its three top emitting sectors, power generation, transport, and industry; and (2) unconditional reduction in public transportation emissions by 30 percent as compared to 2013 levels by

2030. The NDC, nor its corresponding Implementation Plan, do not make any reference to gender and/or women's equality.

In light of this, Trinidad and Tobago undertook a Gender Analysis to analyze the local context to identify gender issues and opportunities that will support the mainstreaming of gender into climate action. Specifically, the Gender Analysis identified gaps in policy, planning frameworks, and governance mechanisms for incorporating gender equality considerations in climate change mitigation initiatives and also explored the enabling factors and opportunities for addressing these gaps. The Gender Analysis provides recommendations to support a gender-responsive NDC implementation and has informed Trinidad and Tobago's NDC Gender Action Plan (GAP).



II. GENDER AND CLIMATE

As a Small Island Developing State (SIDS), Trinidad and Tobago is highly vulnerable to the potential impacts of climate change. Temperature increases, changes in precipitation, and ultimately sea level rise all heighten the country's vulnerability to climate shocks such as flooding, increased frequency and intensity of tropical storms, loss of coastal habitats, and hillside erosion.² Within this context, existing socio-economic conditions among the population mean that climate disasters can lead to different outcomes for demographically similar communities— but inevitably the most vulnerable groups will suffer the most. For demographic groups, such as women, who have less secure economic standing than men, disasters increase the risk of reinforcing, perpetuating, and increasing existing gender inequalities in Trinidad and Tobago.

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In the Caribbean, **women are normally the primary caregivers**, regardless of marital status. Women are more likely to care for children, the elderly or family-members who suffer from illnesses. They are also indispensable to communities, working in non-governmental organizations (NGOs) and community groups to fill the gap in social services provided by the state.³ Women who are poor or live in rural communities may face increased burdens of care work as they may have less access to public services due to poor infrastructure such as transportation. This means that often poor and rural women must wake up earlier, walk further and provide care with less resources than women who are more financially secure or are based in urban centers. The contributions and costs associated with care work are often not counted in financial terms, but it is estimated that if unpaid care

work were assigned a monetary value in Caribbean countries, it would constitute between 10 percent and 39 percent of GDP.⁴ The opportunity cost for women and men who perform care work has an impact and can be seen in terms of time lost for employment, education, and leisure.

Surprisingly, within this context, women in Trinidad and Tobago have more years of schooling and earn degrees in higher numbers than men. 74.5 percent of girls have at least some secondary education compared to 71.2 percent of boys, while the expected years of schooling given current trends is 14 and 12 years for girls and boys, respectively.⁵ At the tertiary level, women outnumber men in enrolment at universities; enrolment data from the University of the West Indies (UWI) for 2017-2018 academic year show 63 percent of those enrolled were women.⁶

Even with access to education opportunities, the gendered division of labor influences women's and men's career choices and has resulted in women's concentration in specific low paying jobs in the service and care related sectors. In the formal labor market only 51 percent of women participate in comparison to 73.7 percent of men.⁷

In spite of higher educational qualifications, **women compromise the majority of the unemployed and are underpaid in every sector of employment** (except when employed by the state) and in every occupational group as compared to men.⁸ Pay inequity issues coupled with unfavorable working conditions, sexual harassment, and unequal opportunities for promotion and upward mobility all present barriers to women entering the labor market.⁹ Importantly, the disparity in earned income between men and women underscores women's economic vulnerability and in turn, their ability to effectively adapt to or recover from the impacts of climate change.

In Trinidad and Tobago's political system, 30 percent of parliamentarians are women and political parties do not have any established quotas for women. In the 14 municipal districts, women represent 21 percent of the leadership positions.

III. RELEVANT SECTORS

The Gender Analysis analyzed three key NDC sectors, **power generation, transport and industry** (petrochemical and oil and gas sectors), to better understand the impact of climate change in these sectors for women, as well as how women involved in these sectors may be affected in the context of implementing sector-related mitigation measures in the NDC.

POWER GENERATION SECTOR

Currently, the majority of the Trinidad and Tobago's electricity is derived from natural gas making it a very important sector for the country's development and economic growth as well as for reaching climate change mitigation targets. While the country has made strides to support and incentivize renewable energy production, the NDC aims to strengthen renewable energy options for power generation, improve efficiency measures to reduce the usage of natural gas for power generation, increase uptake of newer technologies to reduce emissions from power generation, and undertake energy conservation campaigns for households, etc. In doing so, consideration should be given to women's use and reliance on energy production. At the household level, as the primary caretakers in the family, women rely on various electrical appliances and equipment to save time and reduce their workload within the household. Women entrepreneurs who own small businesses, such as food processing, depend on consistent electricity to process, refrigerate, and prepare food items for sale. Improvements to energy production in the country should ensure that women's access to and use of electricity remains affordable and consistent.

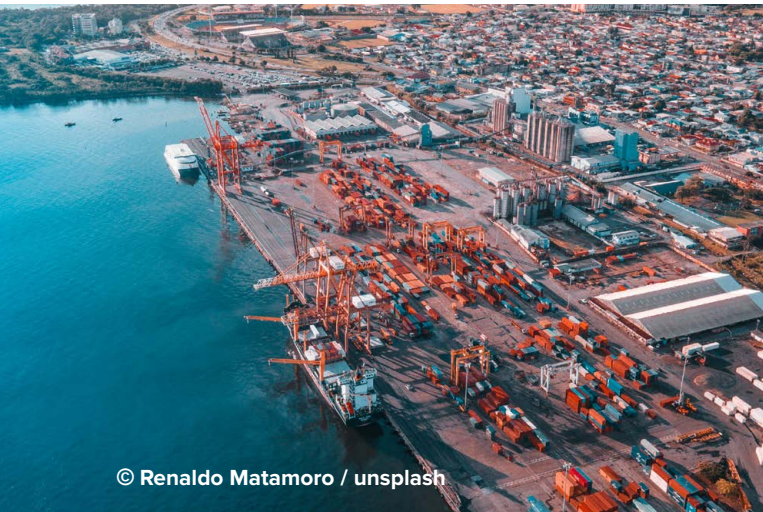
As of 2017, **only 27 percent of those employed in the electricity sector were women.**¹⁰ Yet, within this sector, it is known that the inclusion of women is valuable for the role that they play as key drivers of innovative and inclusive solutions.¹¹ This highlights the importance of gender diversity and the broad participation of women to support sustainable transitions to clean energy sources.¹² Improving the use of gendered data related to the power generation sector will increase awareness around gendered patterns of employment while also strengthening MRV requirements under the NDC.



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TRANSPORT SECTOR

Due to their different social and economic roles, women and men may have different travel and transport needs and priorities. For women, transport is likely central to many of their household and caretaking responsibilities as well as facilitating access to opportunities and resources such as education, employment, child care, health and political processes. However, women may face different constraints than men in accessing, using and paying for transport services.¹³ **In Trinidad and Tobago, women and girls have greater safety concerns about using public transportation** while LGBT commuters, particularly trans women and men, face a higher risk of assault and harassment when taking public transportation. Women account for 21 percent of those employed in the transport sector.¹⁴



The different roles of women and men as well as their barriers to using transport all need to be understood and recognized to adequately plan and design the spatial and temporal characteristics of the transport modes that both women and men depend on for their travel to undertake economic, domestic and social activities.¹⁵ Trinidad and Tobago's NDC aims to support public and private vehicle conversion from use of petrol to CNG, programmes to restrict/reduce the use of private transportation, and the revision of public transportation plans including air and sea, etc. Strengthening gender considerations in the transport sector will be vital to ensuring that transport is equitable, affordable, and that it supports accessing resources and opportunities required for development. It is crucial that women are active participants in stakeholder consultations for the sector and that gender disaggregated data on needs and access constraints is collected.

INDUSTRY SECTOR

As an oil and gas leader in the Caribbean, much of the industrial sector in Trinidad and Tobago surrounds its production. Industrial air pollution and the venting and flaring of natural gas contribute to poor air quality. Children living in proximity to industrial emissions have higher incidence of respiratory illnesses.¹⁶ In addition to contributing to poor air quality, venting and flaring of natural gas accounts for 20 percent of Trinidad and Tobago's upstream emissions.¹⁷ To address this, the NDC aims to improve the use of energy audits conducted at plants, introduce technologies to reduce venting and flaring, explore the use of waste heat, and implementation of standards for GHG emissions, etc.

In the petroleum and gas sector (including production, refining and service contractors), women account for only around 20 percent of the workforce.¹⁸ The lower representation of women in this sector is likely also reflected in the composition of leadership and decision-making. As such, there may be less input by women in decisions regarding policy and planning that are related to climate change. While women's enrollment in undergraduate engineering programmes is still lower than men's, there has been an uptake in women's participation at the post-graduate level with women representing 43 percent of students in taught master's programmes, 39 percent in MPhil programmes and 51 percent in doctoral programmes (UWI, 2017-2018 academic year).¹⁹ Given that women's expertise in technical fields is often challenged in the male-dominated industry sector, these figures indicate that women are seeking advanced degrees in engineering at a higher rate than men do in order to gain a competitive edge.



Venting and flaring of natural gas accounts for **20 percent** of Trinidad and Tobago's upstream emissions

IV. GOVERNANCE

The Ministry of Planning and Development is the central coordinating unit for climate change actions in Trinidad and Tobago. They manage the Climate Change Focal Point Network which comprises representatives from key ministries/agencies and the private sector that are involved in climate change and mitigation activities. A Ministerial Committee to provide Oversight and Guidance for Climate Change Policy Implementation was approved by the Cabinet in 2011 but has never convened. Key line ministries also include the Ministry of Energy and Energy Industries (MEEI), Ministry of Public Utilities (MPU), and Ministry of Transport. There is a need for greater collaboration between ministries on climate change issues in identifying data needs and research priorities, establishing procedures and mechanisms for data collection and analysis, as well as assigning roles and responsibilities for doing so.

The Gender Affairs Division (GAD), located within the Office of the Prime Minister (Gender and Child Affairs), is the National Gender Focal Point for Trinidad and Tobago and is responsible for implementing government policy on gender and gender mainstreaming. However, the GAD does not have adequate staffing and financial resources to effectively support and provide oversight for gender mainstreaming in the public and private sector. Gender Focal Points (GFPs) are established within ministries and state agencies in order to support the mandate for gender mainstreaming in Trinidad and Tobago. While the GFPs have been a feature of the gender governance framework, capacity and support for them has not been consistent over the years making it more challenging to fully realize gender mainstreaming across ministries.

Further, government agencies indicate that they do not have the staff with the knowledge and skills to conduct gender analyses and to assess gender impacts of policies, plans, procedures, rules and regulations. The GAD is an active member of the Steering Committee for the NDC Support Programme, but needs to be further integrated in climate change governance bodies.

Whilst civil society organizations participate in the NDC Support Programme, none are specifically gender-based. To ensure effective collaboration with NGOs in



the development of gender-sensitive climate change policy and strategies, steps must be taken to ensure that NGO representatives are included in decision-making mechanisms on equal terms with other stakeholders.

Considerations for improving institutional mechanisms for gender and climate change actions and the NDC process include:

RECOMENDATION 1

Re-commission the Ministerial Committee on Climate Change (CCMC) to provide greater oversight and accountability for the implementation of climate change actions including the mainstreaming of gender. Ensure the participation of the GAD in this body.

RECOMMENDATION 2

Strengthen capacities of key coordinating agencies in the nexus between gender and climate change.

This includes adequately financing and staffing the GAD to enable the division to provide oversight to GFPs and support gender mainstreaming in both public and private sectors; training the CCMC in gender mainstreaming in climate change policy and programming; training key staff in NDC priority sectors on the intersection of climate change and gender and equipping them with gender toolkits to facilitate further gender sensitization of sector colleagues.

RECOMMENDATION 3

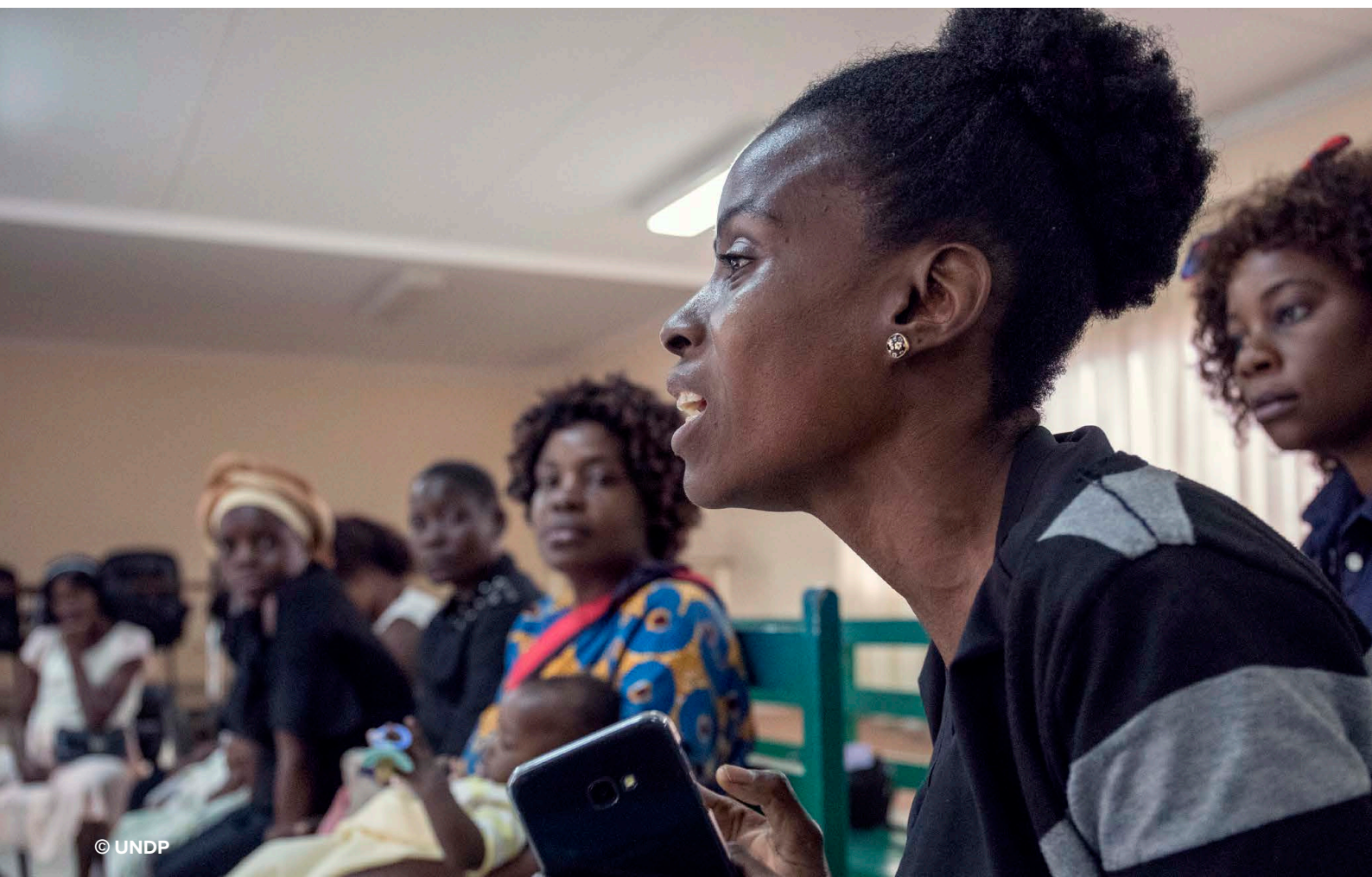
Institutionalize the GFP initiative by establishing formal roles for GFPs in all ministries who can support mechanisms to incorporate gender analysis in planning, implementation, and monitoring activities across sectors. Ensure there are processes for documenting and reporting on progress implementing Gender Action Plans so that there can be continuity between staff movements/transfers/retirements.

RECOMMENDATION 4

Create networked platforms for collaboration and information sharing among ministries, private sector and civil society surrounding climate change, gender and the NDC process. This can be modelled off the National Council for Sustainable Development (as mandated in The National Environmental Policy, 2018).

RECOMMENDATION 5

Conduct gender audits in key sectors to determine how many women are in decision-making roles and establish measures to ensure both men and women have opportunities to advance to leadership positions in both technical and non-technical areas of work.



V. PLANNING

The National Development Strategy (NDS) 2016-2030 (Vision 2030) is the country's principal strategic planning document and defines the key priorities and overarching thrust of government policy. While gender and environment are cross-cutting issue in the NDS, Vision 2030 does not consider the intersection between gender and environment or climate change. Likewise, as a cross-cutting issue, the NDS mandates all sectors must consider gender in their work, but by not identifying mainstreaming mechanisms related to gender signals a cursory recognition of the importance of gender.

The Gender Analysis assessment of planning capacities and functions regarding climate change and gender actions led to the development of a Gender Action Plan (GAP) which provides a framework for implementing actions for gender mainstreaming within climate change sectors. The analysis found that approaches to planning and design are often gender neutral, meaning that they are developed without consideration of the needs and circumstances of men and women in specific contexts. Sex-disaggregated data and gender information are neither collected nor used by government ministries or agencies to inform the development of policies,

plans, programs and strategic actions towards climate change mitigation. With the exception of a few agencies (e.g., The Ministry of Rural Development and Local Government, Central Statistical Office and the Environmental Management Authority), in most instances in Trinidad and Tobago, **institutions lack provisions to collect sex-disaggregated data, conduct and utilize gender analyses, and/or obtain other gender information that can be used to effectively design and plan interventions that consider the impacts of climate change on the lives of men and women.** Furthermore, gender indicators across key NDC sectors have yet to be established and integrated into Trinidad and Tobago's National Climate Mitigation Monitoring, Reporting and Verification (MRV) System.

With respect to financial planning tools for ensuring gender equity, although some capacity in gender budgeting has been supported by UNWOMEN, there has not been any definitive action by ministries to undertake gender budgeting. In turn, gender analyses and gender considerations are currently not a part of the budgeting process in key climate change related ministries and agencies.

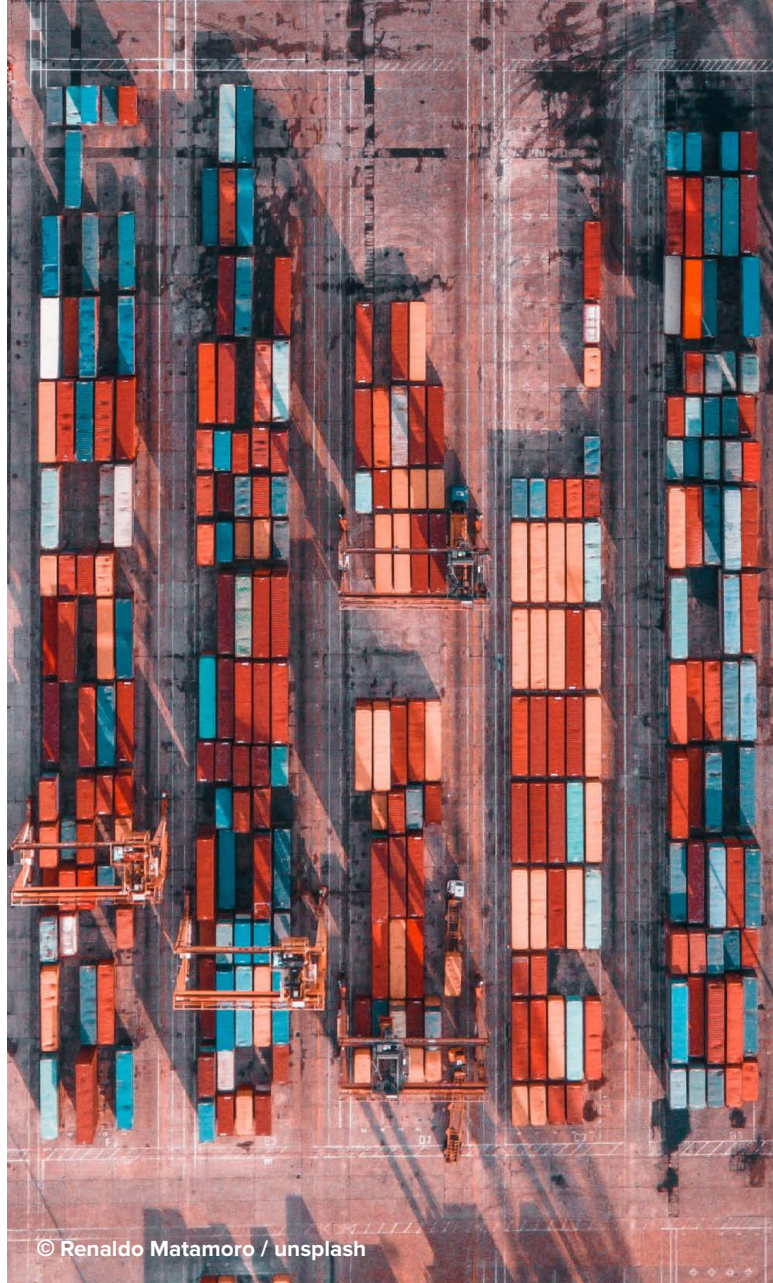
Considerations for improving planning processes for gender and climate change actions and the NDC process include:

RECOMMENDATION 6

Operationalize the bill for the establishment of a National Statistical Institute of Trinidad and Tobago that was passed in 2018 to replace the Central Statistical Office. The development of a new statistical institute provides an opportunity to consult with ministries and agencies to identify what sex-disaggregated data should be collected for decision-making purposes and will support operationalizing the use of gender indicators in key climate change sectors.

RECOMMENDATION 7

Build capacity of key planning, monitoring, and evaluation personnel in all relevant sectoral ministries in conducting and utilizing gender analyses for decision making. Budget items related to research, data collection, monitoring, communications and capacity building must be incorporated to ensure that ministries have adequate resources to conduct proper gender analyses and facilitate gender mainstreaming in their sectors.



RECOMMENDATION 8

Identify and incorporate climate change and gender indicators in Trinidad and Tobago's National Climate Mitigation Monitoring, Reporting and Verification (MRV) System to ensure that all stakeholders involved in implementation of NDC actions are obligated to report on them.

RECOMMENDATION 9

The GAP should be mainstreamed into ministries' planning and budgeting processes and subsequent monitoring and reporting requirements established.

RECOMMENDATION 10

Introduce gender budgeting in ministries to ensure that ministries' budgets are developed with a consideration for how mitigation plans and programmes may differently impact men and women at various levels.

VI. POLICY

Integrating and mainstreaming gender in public policy has only recently begun to be considered in Trinidad and Tobago. This is because the mandate for gender mainstreaming at the national level is weak, in large part due to the absence of an approved National Policy on Gender and Development. The draft policy provides for the establishment of mechanisms to facilitate the implementation of policy actions in all ministries. It also establishes a Gender Management System (GMS) to guide, plan, monitor and evaluate the process of gender mainstreaming and facilitate collaboration between government, the private sector, labor, civil society and other stakeholders in implementing the policy. Although, the Green Paper is not yet policy, elements of the plan, such as the establishment of GFPs in ministries and state agencies, have already begun. The approval of the National Policy on Gender and Development will fully mandate the Office of the Prime Minister (GAD) to champion the mainstreaming process and support ministries to appropriately integrate gender in their sectors.

Relevant policies that inadequately reference gender include:

The National Climate Change Policy (2011) provides policy guidance for the development of an appropriate administrative and legislative framework, in harmony with other sectoral policies, for the pursuance of a low-carbon development path for Trinidad and Tobago through suitable and relevant strategies and actions to address climate change, including sectoral and cross-sectoral adaptation and mitigation measures. The policy makes no mention of “gender” or “women” or any actions to consider the differing needs of men and women with regard to climate change actions, mitigation or adaptation. The NCCP will undergo the revision process in 2019/2020.

The Strategy for the Reduction of Carbon Emissions in Trinidad and Tobago, 2040 details the conditions and capacities necessary for the implementation of climate change action to reduce greenhouse gases in the key sectors of transportation, power generation and industry. The document makes no reference to “gender” or “women” or any actions to consider the differing needs of men and women based on carbon

reduction strategies. As such there is no accounting for how gender may play a role in mitigation strategies or how they might differently impact or provide opportunities to men, women, boys and girls.

The updated National Environment Policy (2018) has a Climate Change Mitigation and Adaptation section, yet there is no mention of gender or women, nor any specific directives to consider the different needs, opportunities or impacts of climate change on men and women. Both the National Internal Transportation Policy (1996) and the National Energy Policy (draft) do not mention gender or women.



Considerations for improving the policy environment to better support gender and climate change actions in the NDC process include:

RECOMMENDATION 11

Take advantage of current national and sectoral policy review/development processes to ensure that new policies and sectoral frameworks are developed with a focus on gender equality and that they include women and gender-focused NGOs in the development process. These include the National Climate Change Policy and the National Internal Transportation Policy.

RECOMMENDATION 12

Refine or expand the actions in the Green Paper on the National Policy on Gender and Development to more effectively address gender issues arising out of the implementation of mitigation actions for climate change including those explicitly stated in the NDC Implementation Plan. Advocate for the full adoption of the improved National Policy on Gender and Development.

VII. CONCLUSION

The Gender Analysis revealed that national policy and institutional frameworks do not support effective mainstreaming of gender into climate change planning and programming with specific focus on NDC implementation. The mandate for gender mainstreaming at the national level is weak, in large part due to the absence of an approved National Policy on Gender and Development. As a result, government ministries and agencies involved in climate change mitigation in the sectors included in the NDC (power generation, industry and transportation) have not adopted gender-responsive approaches to their work, nor do they have the requisite institutional capacity in terms of knowledge, skills and planning mechanisms to do so. Similarly, private companies in the industry sector also do not undertake actions in planning and programming that account for gender in their operations.

The gender analysis makes recommendations to strengthen governance, planning and policy mechanisms in Trinidad and Tobago. These recommendations support the following:

- Strengthening climate and gender institutional capacity and coordination;
- Strengthening climate and gender policy and planning frameworks;
- Improving the use of sex-disaggregated data and information;
- Improving financing for gender-responsive climate actions; and
- Supporting women in decision-making and leadership roles.

Adopting the recommendations stemming from the Gender Analysis will strengthen Trinidad and Tobago's ability to effectively integrate gender responsive programming into their NDC implementation and process as well as lay the foundations for sustainably mainstreaming gender considerations across sectors relevant to climate change mitigation and adaptation in the country.



ENDNOTES

- 1 Government of the Republic of Trinidad and Tobago. 2011. *National Climate Change Policy*.
- 2 Ibid.
- 3 Stuart, S. 2014. *Situation of unpaid work and gender in the Caribbean: The measurement of unpaid work through time - use studies*. United Nations (ECLAC).
- 4 Ibid.
- 5 UNDP, 2020. *Human Development Reports, Trinidad and Tobago: Human Development Indicators*.
- 6 Data from the University of the West Indies. More detailed data on tertiary enrollment can be found in Annex VI of the Gender Analysis full report titled, *Issues and Opportunities for Mainstreaming Gender into Implementation of the Nationally Determined Contribution of Trinidad and Tobago*.
- 7 Central Statistical Office. 2017. *Statistics*.
- 8 Government of the Republic of Trinidad and Tobago. 2018. *Draft National Gender Policy and Action Plan*.
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- 16 WHO, 2018. *Air pollution and child health: prescribing clean air*.
- 17 Clyne, G. 2020. *A Jobs Act*. The Energy Chamber of Trinidad and Tobago.
- 18 Central Statistical Office. 2017. *Statistics*.
- 19 Data from the University of the West Indies. More detailed data on tertiary enrollment can be found in Annex VI of the Gender Analysis full report titled, *Issues and Opportunities for Mainstreaming Gender into Implementation of the Nationally Determined Contribution of Trinidad and Tobago*.

UNDP NDC Support Programme



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