EnGenDER

Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean

Policy Brief

Gender Inequality of Climate Change and Disaster Risk in Grenada

November 2021

UN WOMEN · WFP World Food Programme · CDEMA Caribbean Disaster Emergency Management Agency · Resilient States · Safer Lives · In partnership with Canada · UKaid from the British people · UNDP

St. George's, Grenada.
Credit: UN Women Consultant Candice Ramessar

BACKGROUND

The Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER) Project is funded by Global Affairs Canada and the United Kingdom Foreign, Commonwealth and Development Office, which is led by the United Nations Development Programme (UNDP) and jointly implemented by UN Women, World Food Programme (WFP) and the Caribbean Disaster Emergency Management Agency (CDEMA). The aim of the project is to identify and address any gaps to ensure equal access to disaster risk resilience, climate change and environment solutions for women, men, boys and girls in nine beneficiary Caribbean countries, including Grenada. The **three priority sectors** selected by the National Decision-Making Mechanism for Grenada for EnGenDER are **food security** (agriculture), **health** and **disaster management**.

In December 2020, the UN Women Multi-Country Office (MCO) Caribbean completed a review of the Gender Inequality and Differential Impact of Climate Change and Disaster Risk and Cost of Inaction for Grenada. This Study focused on the gender-responsiveness of climate change policies and strategies, and incorporated a mapping of the coping adaptive capacities for key vulnerable groups through stakeholder consultation.

The MCO, through an engagement with the International Institute for Sustainable Development (IISD) also completed a gender-responsive resilience building Knowledge, Attitudes, Practices and Behaviours (KAPB) Study in July 2021. This KAPB Study provided a better understanding of any institutional gender biases that are not captured in policy documents, which can influence the ways in which gender is mainstreamed in their work.

Results from both studies confirm that natural hazards and climate change impact men and women differently for a host of factors, which include their different roles and individual and family responsibilities, and policy development and service delivery by mandating bodies.

VULNERABILITY: A GENDER LENS

Over the years, Grenada has been faced with fluctuations in rainfall, warming ocean temperature and sea-level rise, hurricanes and tropical storm intensity. Further, a reduction of annual precipitation is expected by 2030 (Inter-American Institute for Cooperation on Agriculture (IICA), 2018).

The agricultural sector

Men's labour participation is not only higher in the crop production segment of the agricultural value chains, but they also have higher ownership of productive assets. As such, men feel the financial impact of natural hazards and disasters on agriculture crops. However, their ownership of land and assets allows for greater capacity to cope with such impacts.

In contrast, women dominate the agri-processing segment of the agricultural value chain but own far fewer assets, which lowers their coping capacity in comparison to men. Another direct impact of climate change events and disasters on women is related to food security; indirectly, this impact is greater due to their already disproportionate reproductive and household responsibilities. Further, single women in Grenada, who make up the largest segment of the poorest quintile of the population in the country, are particularly vulnerable and are the most likely to lack the capacity to cope.

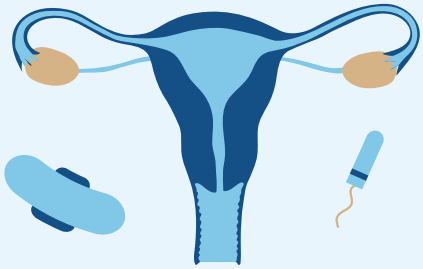
Women's triple roles

Women's triple roles in Grenada affect their coping capacity through competing strategic and immediate needs. For example, women farmers report having less money to spend on climate risk insurance due to the economic constraints of having to provide for their household needs. Male farmers, in contrast, do not have the burden of managing household finances, and can therefore readily pay for insurance.

Women's reproductive roles also increase in extreme events such as a hurricane. They become 'time-poor' as they spend longer hours completing household tasks with limited water. Taking care of sick household members including children and men become an added responsibility for them.

Institutional and governmental support, as per the recommendations below, is an imperative, especially for groups and individuals with special needs, and in recognition of structural and other gender inequalities.

Both men and women use **private and public healthcare systems**, but women are more likely to seek medical attention at public healthcare centres and hospitals. Direct and indirect impacts on human health in Grenada from extreme weather events and natural hazards seem to have a greater toll on women.



For instance, due to their physiology, they may be impacted more from the induced changes associated with extreme events and climate changes, such as menstrual and hygiene management. Their reproductive roles can also increase as they may be further burdened by caring for sick household members.

Ms. Elaine Henry-McQueen, Senior Programme Officer, Gender and Family Affairs in Grenada presents the Grenada Women's Health and Life Experiences Study 2018 Report to the Prime Minister of Grenada, Hon. Keith Mitchell, in 2020.
Credit: GIS Grenada Photo/Carlyle Noel.

GENDER INEQUALITY ISSUES CLIMATE AND DISASTER RISK

There are three climate change and gender policies:

The national Gender Equality Policy and Action Plan (GEPAP), approved in 2014

The National Climate Change Policy (NCCP) 2017–2021

The National Climate Change Adaptation Plan (NAP) for Grenada, Carriacou, and Petite Martinique, 2017–2021.

While gender inequality issues are noted in the National Agriculture Plan 2015–2030, there is no recognition of gender within the Health Sector Strategic Plan 2016–2025.

Table 1 provides further details on gendered impact by sector due to climate impacts and disaster risk.

Table 1:
Gendered impact by sector due to climate impacts and disaster risk

VECTOR-BORNE DISEASES					
Sector	Programmes of Action (POAs)	Age	Men/boys	Women/girls	
HEALTH NAP RESPONSIBILITY CROSSCUTTING MINISTRIES	DISASTER RISK REDUCTION AND DISEASE PREVENTION	Child (0–14)	• Contributes to anaemia in children – a major cause of poor growth and development		RESILIENT INFRASTRUCTURE
		Youth (15–24)	• Loss of income from not being able to work (17–24 years) • Increased financial expenses associated with medical care (if accessing private institutions) • Increased risk of domestic violence • Absence from school • Early school dropout	SAME AS young men+ • Pregnant women, risk of maternal deaths, low birth weights and neonatal deaths • Increased reproductive roles including caring for children/sick family members	
		Adults (25–59)	• Loss of income/ decrease in household income • Financial expenses associated with medical care • Increased home care by men in cases where pregnant women suffer maternal death • Assistance required from relatives/ institutions among others	SAME AS MEN+ • Pregnant women, risk of low birth weights and neonatal deaths • Increased stress on reproductive roles as a result of tending to other sick family members • Increased risk of domestic violence	
		Pensioners (60+)	• Increased vulnerability in case of chronic health issues • Heightened dependency of public health system • Limited recourse in cases of acute/poor family support system	SAME AS MEN AND MALE PENSIONERS • Higher possibilities of family support expected	

FLOODING (SEA LEVEL RISE, SHORT EXCESSIVE RAINFALL, STORM SURGES, ETC.)					
Sector	Programmes of Action (POAs)	Age	Men/boys	Women/girls	
AGRICULTURE		Child (0–14)	• Physical and psychological trauma for those affected directly by flooding can be amplified if there is damage to home and possessions; resettlement and change of parents and/or relatives; disruption of schools; parental unemployment; and domestic abuse • Increased exposure and risk of poor water and sanitation • Absence from school • Risk for early dropout (higher risk for boys) • Risk of teenage pregnancy for girls		RESILIENT INFRASTRUCTURE
		Youth (15–24)	SAME AS CHILDREN • School attendance disruption and possible stymied social interaction (psychosocial) • Increased risk of school dropout (15–18) • Loss and decrease of incomes (16–24) • Migration to seek livelihood activities (16–24)	SAME AS CHILDREN AND BOYS + • Increased reproductive responsibilities • Increased risk of domestic violence • Increased likelihood of teenage pregnancy	
		Adults (25–59)	• Household and social assets affected and/or destroyed with extreme events • Loss of income due to loss of crops and fisheries • Financial and psychological stressors • Faced with poor water and sanitation • Food insecurity at the household level	SAME AS MEN + • Increased stress on reproductive roles as a result of loss of income and damage to property, less potable water, and children out of school • Displacement of household members/ relocation to shelters • Susceptibility to domestic and intimate partner violence • Increased poverty especially for matrifocal households	
		Pensioners (60+)	• Increased vulnerability to poverty • Assistance required in providing basic needs • Shut-ins and persons with disabilities are particularly vulnerable	SAME AS MEN	

DROUGHTS (SURFACE WATER, GROUND WATER, DESALINATION, ETC.)					
Sector	Programmes of Action (POAs)	Age	Men/boys	Women/girls	
AGRICULTURE		Child (0–14)	• Reduced access to health care and water, sanitation and hygiene (WASH) facilities • Absence from school • Risk of early dropout • Decreased health outcomes • Increased poverty due to a decline in household income	SAME AS BOYS+ • Differential impact related to hygiene (menstrual hygiene management) that can lead to additional health complications • School absence/ dropout to assist with domestic chores • Increased risk of physical and sexual abuse	RESILIENT INFRASTRUCTURE
		Youth (15–24)	• Mental health and psychosocial effects	SAME AS BOYS	
		Adults (25–59)	• Food and nutrition insecurity • Compromised livelihoods and the potential for resettlement temporarily or permanently in extreme cases • Loss or decrease of incomes due to inability to farm or fish • Migration to other countries across the Organisation of Eastern Caribbean States (OECS)	• SAME AS MEN+ • Differential impact related to hygiene (menstrual hygiene management) that can lead to additional health complications • Loss of income from agri-processing activities • Poorer maternal health due to risks brought about by drought • Increased burdens of reproductive roles (water harvesting), caring for the sick, exacerbated by out-migration of men • Lower livelihood resilience, especially for female-headed households • Increased risk of abuse and violence • Need to adapt and recover quicker due to burden of reproductive responsibilities • Increased poverty, especially for matrifocal households	
		Pensioners (60+)	SAME AS MEN+ • Amplified in cases of chronic illnesses and special needs	SAME AS WOMEN+ • Amplified in cases of chronic illnesses and special needs	

Note: NAP=National Climate Change Adaptation Plan for EnGenDER.

Staff from the Gender Affairs Division (GAD) receive 500 cloth masks produced by Ms. Cindy Phillip, a local woman tailor under the EnGenDER project to boost capacity at government-assisted shelters in response to COVID-19. Source: GAD, 2020.

ADAPTIVE COPING MECHANISMS

Focus group discussions (FGDs) and key informant interviews were conducted with governmental agencies of the education, health and education sectors, and representative bodies of disabled persons, women and sexual minorities. Table 2 provides details of the data collected.

Table 2:
Gender-differentiated coping mechanisms

Effects of identified hazards	Coping mechanisms of women	Coping mechanisms of men	Coping mechanisms of persons with disabilities	Coping mechanisms of lesbian, gay, bisexual, transgender and intersex (LGBTQ+)
Decreased and loss of crop production and fish stocks	Seek loans from families and friends. Seek credit from various sources including farmers. Switch to available fruits and vegetables for agri-processing.	Seek loans and credit from informal and formal financial institutions. Seek other jobs or livelihood activities inter and intra-village and regions. Replant crops.	N/A	N/A
Increased Food Insecurity	Decrease food consumption. Consume food of lower nutritional value including imported foods. Receive assistance from relatives and families. Rely on remittances. Consume more local foods. Plant kitchen and home gardens.	Decrease food consumption. Consume food of lower nutritional value.	Decrease food consumption. Plant kitchen and home gardens.	Receive assistance from families. Decrease food consumption. Plant kitchen and home gardens.
Loss of household income	Receive assistance from friends and families. Rely on remittances. Depend on social protection schemes. Spend conservatively on necessities. Develop alternative sources of income through home-based activities.	Seek alternative livelihood activities. Migrate to other OECS, Caribbean Community and Common Market (CARICOM) and North American countries. Use savings. Rely on remittances. Sell assets for cash.	Use alternative sources of income. Receive assistance from relatives and friends. Receive social assistance from relevant agencies.	Use alternative sources of income including transactional sexual activities. Receive assistance from relatives and friends. Receive social assistance from representative organizations. Set up household gardens to provide food.

Effects of identified hazards	Coping mechanisms of women	Coping mechanisms of men	Coping mechanisms of persons with disabilities	Coping mechanisms of lesbian, gay, bisexual, transgender and intersex (LGBTQ+)
	Seek a job outside of the home such as domestic helper (single-parent or lower-income households) or in tourism-related[1] activities. Receive loans and gifts from family and friends. Use savings. Migrate to other areas of the country. Migrate to other Organisation of Eastern Caribbean States (OECS), CARICOM and North American countries.			
Damage to homes and household furnishings	Rely on remittances. Receive assistance from community and relatives for restoration. Seek loans from formal and informal institutions.	Rely on remittances. Seek loans from formal and informal institutions.	Receive assistance from the community and relatives for restoration. Receive social assistance from relevant agencies (governmental and non-governmental).	Receive assistance from the community and relatives for restoration. Receive social assistance from relevant agencies (governmental and non-governmental).
Psycho-social stress	Seek support from social welfare services.	N/A	Discuss issues with family members. Seek assistance from representative organizations, government and non-governmental organizations.	Drink alcohol and take recreational drugs. Seek assistance from representative organizations. Seek assistance of community members.

[1] The tourism sector is also highly vulnerable to the shocks of natural hazards and disaster impacts, which affect women because they dominate the sector.

THE COST OF INACTION

The possible effects of climate on the agricultural, livestock and fisheries sectors in Grenada have already been observed with the impact of Hurricane Ivan in 2004, with estimated (direct and indirect) damage amounting to over XCD100 million (**US$37 million**) (OECS, 2004) across the sectors. With agriculture, livestock and fisheries contributing on average **5.5%** of gross domestic product (GDP) (2015–2019) and employing approximately **11%** of the labour force (second largest employer behind the services industry, 2017 est.), these sectors significantly contribute to the overall socio-economic wellbeing of thousands of farmers and co-dependents.

Grenada's NAP provides Programmes of Action (POAs) with budgeted estimates for **12 sectors** over a specific time period. For agriculture, a combination of POA 3 (water availability) and POA 4 (food security) puts the cost of adaptation in this sector at around **US$96.2 million**, or **36.7%** of the cost of the total NAP estimates for adaptation. Grenada's agricultural sector (including livestock and fisheries) contributes on average **5.5%** of GDP, employs approximately **11%** of the labour force, and is vital to the livelihoods of at least 18,000 persons. Also, according to FAO (2008), losses in the agricultural sector due to climate change are estimated at XCD136.5 million (**US$50.5million**), with **39%** attributed to crops, **24%** to farm roads, under 10 percent to livestock, and approximately **6%** to other infrastructure.

In the health sector, POA 8 (disaster risk reduction and disease prevention) estimates the cost of adaptation in this sector at approximately **US$180,000**, or only **0.1%** of the cost of the total NAP estimates for adaptation. Between 2004 and 2018, Grenada's health expenditure per capita increased, peaking at about **US$475**. There is a range of health risks with direct and indirect impacts, which are discussed in the State's National Sustainable Development Plan (NSDP) 2020–2035. In order to maintain a healthy population, Grenada needs to allocate at least **12%** of its budget to the health sector.

Overall, there is a high cost of inaction in climate change adaptation in Grenada for both the agriculture and health sectors. Together, the cost for agriculture, health and DRR is equivalent to almost **80%** of the cost of the total NAP estimates for adaptation for the 2017–2021 period. For the agriculture sector, based on publicly available data, which are likely to underestimate the true cost of inaction, the cost is at least **US$114 million** by 2050, **US$209 million** by 2075, and **US$304 million** by 2100 (based on baseline outputs across the agriculture subsectors). For the health sector, the corresponding cost is **US$886 million** by 2035. Inaction is therefore not a viable option for either sector.

THE KNOWLEDGE, ATTITUDES, PRACTICES AND BEHAVIOUR STUDY

There is an assumption that individual knowledge, attitudes, and behaviours can influence institutional practices and vice versa, while policies create the environment in which individual and institutions operate.

In addition to a policy institutional mapping, which identified the key policies and institutions (in the priority sectors, related to gender, climate change, disaster risk reduction), a survey including stakeholder consultation was carried out for Grenada. Findings revealed that while women and men have equal rights in the workplace, there were a few areas for strengthening gender resilience.

Respondents to the survey indicated the following:

At the individual level

Although individuals perceive themselves as 'gender champions', there are knowledge gaps with respect to understanding gender and its concepts. For example, there seems to be a poor understanding of equality vs. equity.

Women are more vulnerable than men to climate change and disasters.

Aspects of bias in gender attitudes. For example, some respondents believe that women should prioritize their family, regardless of the impact on their career. Respondents also believed that women are better at planning and multi-tasking than men. Survey results also revealed that there was a general consensus that it is more important for a man than a woman to obtain a university degree and work outside the home.

At the institutional level

There is evidence of limited awareness of the importance of gender considerations in institutions. Gender strategies and action plans are rarely in place.

The lack of disaggregated data is the main barrier to gender being incorporated at the institutional level.

RECOMENDATIONS

- Ensure that Grenada's subsequent NAP and all sector plans are gender-responsive, which can only be achieved if national climate change and adaptation measures are informed by gender and sex-disaggregated data.
- Use intersectional and gender-based analysis plus (GBA+) approaches to data collection at the national and local levels.
- Enhance Grenada's national gender agency's knowledge of climate change risks, mitigation and adaptation, and disaster management to facilitate and expedite the mainstreaming of gender in national climate change and adaptation measures.
- Identify gender focal points in governmental agencies and ministries, which is an excellent first step towards gender mainstreaming in governance. Greater efforts are needed, however, to make gender mainstreaming effective. Mapping of focal points, assessment of their knowledge base, and training to address knowledge gaps are key to enhancing the focal points' effectiveness. Financial and time resources should be allocated to gender activities for focal points.

REFERENCES

FAO (Food and Agriculture Organization of the United Nations) (2008). Good Agricultural Practices for Climate Risk Management, Summary Report

IICA (Inter-American Institute for Cooperation on Agriculture) (2018). Climate Change and Agriculture: policies, strategies, and actions. Country Profile. Grenada.

OECS (Organization of Eastern Caribbean States) (2004). Macro-Socio-Economic Assessment of the Damages Caused by Hurricane Ivan.

ACKNOWLEDGEMENTS

This Policy Brief was based on The Gender Inequality of Climate Change, Disaster Risk, and the Cost of Inaction Study for Grenada, prepared by Candice Ramessar. The Brief was also based on the Knowledge, Attitudes, Practices and Behaviour Study done in collaboration with the IISD.

The Brief was prepared by Kyana Bowen, UN Women Programme Officer – Humanitarian, Climate Change and Disaster Risk Resilience; Barbara Hall, Content Editor; Sharon Carter-Burke, UN Women Proofreader and Publications Coordinator; Shadé Richardson, UN Women Programme Associate; and Vilmar Luiz, Graphic Designer.

A UN Women MCO Caribbean publication under the EnGenDER Project.

EnGenDER

Enabling Gender-Responsive Disaster Recovery,
Climate and Environmental Resilience in the Caribbean

UN WOMEN

WFP World Food Programme

CDEMA CARIBBEAN DISASTER EMERGENCY MANAGEMENT AGENCY
Resilient States · Safer Lives

In partnership with Canada

UKaid from the British people

UNDP