

"Women preparing food in Majuro, Marshall Islands" by ADB / CC BY







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Purpose of this Stakeholder Mapping Report Highlights

This BELUU Stakeholder Mapping Report Highlights is a document that presents some of the key results from the initial data collection and consultation of Grameen Foundation (Grameen). The stakeholder mapping research exercise included, but was not limited to individual and interviews, focused group discussions and surveys by Grameen and its consultants in the four BELUU implementing program countries of Palau, the Marshall Islands (RMI), Nauru, and Tuvalu. This report may serve as a reference by stakeholders, especially those interested in applying for the BELUU Innovation Grant, to help them understand the local context and recognize the existing barriers or issues related to women's economic empowerment. Thisguide may also support the planning and preparation of their project and grant proposal.

About the BELUU Program

The vast Pacific Ocean surrounding Palau, the Marshall Islands, Nauru, and Tuvalu provides these countries with great wealth in terms of natural resources and biodiversity: gorgeous coral reefs, abundant and diverse species of fish, and an impressive diversity of flora and fauna, as well as natural minerals such as phosphate are found in these island countries. Each of these four countries are sovereign states and are members of the United Nations. In terms of culture, all four island countries are rich in their own unique traditional culture, language, and customs; with the first three of the countries being matrilineal by tradition. The island countries are spread out across the North Pacific with Tuvalu towards the South. Today, the islands are only accessible by airplanes and large or properly equipped ships. The blue expanse isolates these countries and exposes them to risks resulting from current sea level rise brought about by climate change.

Climate change has also increased the frequency and intensity of natural disasters like tropical storms and droughts – which pose a threat to the livelihoods and overall welfare of the people. The four countries rely heavily on imported consumable goods from larger countries like the United States of America (US) and Australia. High dependency on foreign aid, government financial support, migration and remittances, among other things has led to an underdeveloped private sector, soaring unemployment among youth, disinvestment in farming and food production, and pockets of poverty in both rural and urban areas across the islands. The COVID-19 pandemic further exacerbated the economic situation of all four countries when it resulted in border closures. It drastically impacted the tourism sector as well as importation and exportation of goods.

In the context of climate change, when women are culturally considered custodians of land, culture and tradition, destruction of land also impoverishes women and depletes society of its resources; as well as pose a threat to the people's cultural identities. These countries' national

development strategies, as well as regional initiatives of multilateral and bilateral partners, confirm the need to invest at the nexus of climate, markets, and women's economic empowerment in order to ensure a solid and resilient future for the Pacific islanders. Technology is an important enabler for this process. It has the ability to improve processes, create jobs, bridge gaps in knowledge by making information accessible across social stratas, and stimulate trade and market connections within or between remote countries as well as outside markets.

Co-funded and supported by the U.S. Department of State and Taiwan under the auspices of the American Institute in Taiwan and the Taipei Economic Cultural Representative Office in the United States (TECRO), Grameen Foundation's BELUU Program focuses on the potential of the Pacific Island Countries' (PICs) lands and the resource-rich Pacific ocean to deepen the market participation and resilience of women entrepreneurs via four economic sectors:

- 1. Fisheries: Coastal fishing activities provide subsistence livelihoods for many households. Each Pacific Island Countries' governments have made plans to improve the infrastructure for fishing activities in their respective countries. This is partially in response to the threat of food security and over-reliance on imported goods. The latter became more apparent during the COVID-19 lockdowns and border closures. For example, Tuvalu's Ministry of Natural Resources' Fishing department has prioritized supporting the sustainable development of small-scale fisheries as part of their food security and healthier diets plan; while Nauru's National Development Plan prioritizes support on domestic agricultural production such as fish farms. Although men predominate fishing in Palau, female fishers often catch invertebrates such as shellfish, sea cucumbers, octopus, crabs, and prawns via coastal fishing for local consumption and domestic markets. Women fishers also act as processors and distributors of these aquaculture products, however, their work is often unseen and unaccounted for, undervaluing and undercompensating the work that they do. The women's lack or limited access to finance, business training, and supportive community networks constrain their ability to specialize their produce and trade in larger markets.
- 2. Climate-smart and small-scale agriculture. Coconut production and processing contributes to a household's income and holds cultural value to the people in the target countries especially in Palau as well as in the Marshall Islands where coconut oil is a key local commodity and export. Enterprise opportunities for women abound through agricultural processing and value-adding activities such as the production of coconut juice, milk, and coconut fibers used in handicrafts. Each PICs governments are also pushing their agenda for the creation and improvement of backyard/kitchen gardens in order to decrease each country's dependence on imported vegetables. This contributes to women's activities and improves household nutrition. However, the products of these

small gardens are limited to local markets and consumption due to high shipping costs. Enhancing women's capacities to increase production, sell surplus goods at market, and/or develop small businesses will increase their income and domestic food security.

- **3. Green businesses and circular economy:** Even though they are not large emitters of global carbon, there is an increased need for Pacific nations to shift to clean energy solutions. imports of fossil fuels are expensive and provide inefficient solutions to energy demands. The region is also grappling with increasing untreated waste and pollution, and declining ocean health. Donors such as the Asian Development Bank (ADB) have committed to fund clean energy projects with the potential to create an ecosystem for small businesses that can participate in the production of and leverage from the availability of resultant energy solutions. The International Cooperation and Development Fund (Taiwan ICDF) has invested in equipping homes in the Marshall Islands with energy efficient appliances; small/medium enterprise opportunities may exist around installing, re-selling, servicing, and marketing these solutions. Building capacities of women entrepreneurs to build enterprises/offer services focused on reducing, reusing or reincorporating waste products will also be encouraged as a means of greening business practices in the Pacific.
- 4. Tourism/eco-tourism: Although the majority of tourist business owners in Palau are non-natives, Tourism still represents 50% of Palau's economy and has a strong multiplier effect in job creation. In line with the country's conservation initiatives to protect its marine resources, the government designated 80% of its exclusive economic zone as a National Marine Sanctuary. Palau is also promoting ecotourism and high-end tourism in an effort to mitigate the impacts of tourists' visits on its beaches and surrounding ecosystem. Women, including informal entrepreneurs and workers, are significantly represented in the tourism services industry as either owner or staff of handicraft stores, restaurants, or hotel service vendors. The other PICs have expressed interest in improving their underdeveloped tourism industry as a way to boost their economies.

Regardless of sector, key factors to enabling women's business entry and growth include:

- A. Addressing social and gender norms, barriers and opportunities;
- B. Ensuring access to finance, training, information, as well as land or other productive assets;
- C. Strengthening women's business networks, skills training, and digital and financial literacy;
- D. Expanding women's access to business registration, trade and markets; and
- E. Enforcing women's legal rights and access to GBV prevention/response services.

There remain significant gaps in the services and initiatives of the public and private sector in each of these areas, confirming the need for the BELUU program. In addition, while matrilineal cultural traditions may offer an entry point for gender programming, the prevalence of customary law and the gender imbalance within traditional councils and at the highest political offices are barriers to the full realization of women's rights. In particular, traditional and customary justice processes do not go far enough to protect women and girls from sexual offences and other forms of violence.

Legislation and treatment of cases of sexual violence, human trafficking, sex tourism, and other gender related issues are limited and lacking in these countries. Moreover, there are no specific laws protecting the interests of Lesbian, Gay, Bisexual, Transgender, Queer and/or Questioning, Intersex, and Asexual and/or Ally (LGBTQIA+) individuals such protection from exclusion and discrimination as well as same sex unions. In fact, homosexuality is still illegal in Tuvalu. In addition to LGBTQIA+ related legislation, Grameen's gender and intersectionality analysis indicates that women who are young, rural, foreign-born, disabled, with poor health status, and/or who are living in environmentally hazardous locations are more likely to be economically disadvantaged. The small size of these economies, the inherent risks in fishing and agriculture activities, and the prevalence of natural disasters have been major stumbling blocks for the emergence of microfinance institutions. Most of these countries' populations therefore rely on traditional credit and savings models.

Goals of the BELUU Program

The goal of BELUU is to enhance women's capacity to shape and thrive in a more connected business environment, demonstrating the benefits of inclusive development, women's economic empowerment, and democratic values that foster participation from all key stakeholders.

BELUU's Theory Of Change is: IF women - and others within their ecosystem, including men or those of diverse genders within their households, communities, and markets - are enabled through economic resources, capacity building, shared knowledge platforms, systems and processes based on democratic values and principles of the green and blue economies, THEN women can rise as independent, informed, and accountable leaders capable of advocating for their rights and as equal participants in the growth of inclusive local economies. In other words, our *theory of change* is twofold:

 Contribute to the building of an enabling environment for Women's Economic Empowerment (WEE) by fostering competition and enhancing the capacity of country-level stakeholders from civil society and the private sector to offer gender-transformative access to services that improve the growth and resilience of women's businesses in blue and green economic sectors. 2. Support women to succeed in their local economy by facilitating their access to necessary skills, mentorship, resilience planning for business shocks, access to resources like financial services, market entry points and networks, and by partnering equitably with women entrepreneurs and the civil society, private sector, and public organizations that are active participants in the market ecosystem.

A Summary of Each of the Four Countries' Economic Landscape and Needs of Women

Grameen Foundation engaged on-island consultants and partner organizations in the first phase of the BELUU Program to conduct a stakeholder mapping analysis for each of the countries. This report gives a snapshot of the economic landscape in each of the countries, specifically in regards to women economic empowerment. It points out barriers to entry, needs, and gaps in each country that may be met through an innovative project idea. hile there are some commonalities across all four countries, each country has specific and unique challenges that emerged during the stakeholder mapping exercise. Innovation Grant applicants can use this report as a guide in conceptualizing and designing their projects for the BELUU Innovation Grant. Recognizing that there may be other existing contemporary issues that prevail, note that projects should not be constrained to addressing barriers, gaps, and needs stated in this report. Applicants are encouraged to use this as a reference guide in addition to their own research, knowledge, and local experiences when designing their Innovation Grant projects.

Palau Summary

Palau is a sovereign island nation that lies at the westernmost part of what is formerly called the Caroline islands. Palau was first colonized by Spain in 1710 and later sold to Germany. They were then annexed by Japan, and finally, after World War II, Palau was assigned by the United Nations to the United States as part of the Trust Territory of the Pacific Islands in 1947. In 1982, Palau signed a Compact of Free Association (COFA) with the US enshrined in U.S. Public Law 99-658. Palau and Republic of China (Taiwan) established an official diplomatic relationship on December 29, 1999 and has since been one of fourteen countries left with a formal diplomatic relationship with Taiwan. Since then, official development assistance from the Taiwanese government has become an integral part of Palau's economic development.

Palau's economy consists of tourism and other services such as trade, subsistence small-scale agriculture, and fishing. However, the government remains the largest employer of this developing island state with tourism being the biggest driver of the economy contributing to 40% of the Gross Domestic Product (GDP) as reported by the U.S. Department of State in 2022¹. Palau also relies on Official Development Assistance (ODA) from bilateral donors such as Japan, US, Republic of China (Taiwan), Australia, and New Zealand as well as multilateral

¹ United States Department of State. (2022). 2022 Investment Climate Statements: Palau [Review of 2022 Investment Climate Statements: Palau]. Www.state.gov

donors and development banks like the Asian Development Bank (ADB), the European Union, and various United Nations agencies. With its narrow economy, Palau, like the other three islands of BELUU, faces extreme economic risks from external shocks. For example, Palau's economic growth shrank by 8.7% in 2020 and 19.7% in 2021 (US Department of State, 2022). However, the Government of Palau is taking progressive steps to put in place sustainable mitigation measures to such economic risks. One key action is its partnership with the ADB in *The Pacific Approach, 2021-2025* – "the country partnership strategy for Palau, and focuses on building resilience against economic shocks, delivering sustainable services, and promoting inclusive and sustainable growth."²

Palau however, faces a number of challenges in terms of its overall private sector landscape but more notably, is underdeveloped in its women economic empowerment front. Empowering women economically has since emerged as smart economics for it leads to financial gains in the households and trickles over to other social benefits such as better healthcare, education for children, etc. Our stakeholder mapping interviews with nonprofit organizations, individual entrepreneurs, and key informants echo the same findings in ADB's 2017's report³ where it states the following challenges:

- Develop legislation to protect women from sexual harassment in the workplace.
- Through the Palau Chamber of Commerce, provide business training specifically designed for women entrepreneurs.
- Provide training on the secured transactions framework to assist women in obtaining finance.

Our stakeholder mapping exercise reveals that the main challenge and barrier of local women to entrepreneurship is the lack of training, and skills. In addition, it is reported by our stakeholders that there is a lack of access to finance and credit; even with existing efforts by local and donor organizations that seek to help women gain entry into business-ownership. In almost all of our stakeholder interviews, "access to finance" was stated as the main barrier to women getting into business, followed by lack of training and business management skills. While technology, particularly access to the internet was a previous challenge, stakeholders express that this issue has improved as a result of a new fiber optic infrastructure.

As part of the ADB's Pacific Approach and in line with Palau's government goal of developing its information and communications technology infrastructure, ADB and the Palau government have teamed up to implement the \$25 million North Pacific Regional Connectivity Investment Project. After being fully executed in 2016, the project managed to transition Palau from relying

² Asian Development Bank. (2022, April). Asian Development Bank Member Factsheet: Palau [Review of Asian Development Bank Member Factsheet: Palau]. Asian Development Bank. www.adb.org

³ Asian Development Bank. (2017). *PRIVATE SECTOR ASSESSMENT FOR PALAU: Policies for Sustainable Growth Revisited*. Asian Development Bank. www.adb.org

on satellite internet to a fiber optic submarine cable. Since the switch, Palau has significantly improved its internet connection whilst drastically reducing the cost of internet for the average consumer. Due to faster and cheaper internet, more individuals are able to join the larger global e-commerce market.

Nauru Summary

Nauru is a small island state in Micronesia with a population of approximately 12,500 people. Traditionally, Nauru is a matrilineal society where women have a strong voice at the family and community level, however patriarchal values are evident in policy and laws. Gender equality is considered a new concept and is often misunderstood as increasing the capacity of women above men.

Phosphate mining provided the main source of the nation's income until the late 1980s, with production running at around 2 million tons per year in the 1970s and early 1980s. However, the industry contracted substantially over the 1980s, with the performance of other industries becoming relatively more important to the economy. Nauru is now heavily reliant on foreign investment and two of the key revenue streams that subsidize the national budget are from offshore fisheries and bilateral agreements with partner countries such as Australia. The national budget is heavily dependent on grant aid. The revenue estimates included A\$6.8 million in donor funding in FY2007 and A\$11.0 million for FY2008. A substantial amount of aid is also provided off-budget, much of which is in-kind.

Nauru's Constitution affords women formal equality before the law and the National Women's Policy 2014 guides the government's work on gender equality. Nauru acceded to the Convention on the Elimination of All Forms of Discrimination Against Women, becoming a State Party on 23 June 2011. Though plenty of women have found jobs, society considers women to traditionally be responsible for housekeeping and child-rearing. The key policy gaps which the CEDAW committee have made some recommendations for Nauru to include in their policies and legal framework are as follow:

- (a) Adopt legislation which prohibits sexual harassment in the workplace in both the public and private sectors and establish a formal complaint mechanism enabling victims to seek redress.
- (b) Increase women's access to full time employment in the formal sector, including by providing affordable public elder-care and childcare facilities to enable both caretakers and parents to reconcile work and family life.
- (c) Promote entrepreneurship and enterprise development by increasing women's access to microcredit schemes, information, skills training, and new technologies.

Tuvalu Summary

Tuvalu is a sovereign Polynesian island nation located in the West-Central Pacific Ocean. It is formerly known as the Ellice Islands and it lies northeast of Australia, southeast of Nauru, south of Kiribati and north of Fiji. It is the fourth smallest island States, in total land size, in the world. The population of Tuvalu is approximately 10,645 people and there is an increase in the number of people migrating to New Zealand and Australia under the Pacific Access Category (PAC).

The Queen of England is the head of Tuvalu and is represented in Tuvalu by the Governor-General. The Government is headed by the Prime Minister and cabinet Ministers. On each of the eight islands in Tuvalu, the traditional governing body of the Falekaupule is made up of elders, who are the decision makers at the community level, in accordance with its own cultural practices and norms. Tuvalu has adopted the Westminster Parliamentary system of England as its legal system with the Constitution as the highest law of the land. Traditional and customary laws are mostly unwritten and are made by the traditional authorities of each of the islands. These laws guide the population's conduct and how they live on the islands.

Tuvaluans rely mostly on subsistence-based living focused on fishing and small-scale agriculture with the main crops consisting of coconut and pulaka (swamp taro) according to The Pacific Community's (SPC) Pacific Agriculture Policy Project. They also rely on overseas remittances as a source of income from family members. Lately, there has been an increase in small business ownership in the nation. Their private sector is small but slowly growing as more families get involved in small and medium enterprises. Tuvalu's major formal economy comes from the sales of fishing licenses from its extensive exclusive economic zone as well as from marketing Tuvalu's internet domain name .tv. The country also heavily relies on financial aid coming from the US, Australia and Republic of China (Taiwan).

Around 30% of Tuvalu Women above 15 years of age are unemployed which is 5% more than men's unemployment rate. Due to the lack of opportunities in the country, there has been an increase in the number of people migrating to New Zealand and Australia under the Pacific Access Category. The Tuvalu National Strategic Development Plan (Te Kete) 2021-2030 prioritizes as part of the overall social development, the realization, inclusivity and participation of women and youth in all sectors' developments. The participation of women will ensure that the benefits of prosperity will be shared and spread widely to improve the overall social well-being of all Tuvaluans.

The five key policy measures of the Tuvalu National Gender Policy 2013 are:

- Institutional strengthening;
- Capacity building,
- Women's economic empowerment,
- Women in decision-making; and

- Ending violence against women.

However, regardless of the progress towards women empowerment in Tuvalu, there is still no allocated targets on gender equality and women's empowerment nor is there information available on gender specific indicators and data disaggregated on budget allocation for these government projects.

Furthermore, cultural practices provide hindrances to the economic empowerment of women. For instance, men still have control and the final say over land ownership than women in most island communities in Tuvalu. And although women would like to participate in various government programs, due to their obligations in child rearing and housework, they are unable to participate regularly in project meetings and awareness programs which leads them into having less knowledge about these programs and projects coming into Tuvalu. Women in Tuvalu spend 5 times more time caring for their household than men.

Most of the industries that are considered traditionally women's work such as tourism, restaurants, handicrafts making and selling were severely affected by the COVID19 pandemic. Aside from that, they face various external challenges to entrepreneurship such as lack of financial access, issues and delays on shipping schedule, expensive business registration and custom duty fees, community expectation to allow purchase via credit for friends and family, and lack of available land as these are traditionally owned by men. Aside from that, these women face various internal challenges to entrepreneurship as well such as having a low internal capacity to manage a business, lack of knowledge in financial management and bookkeeping, difficulty in locating reliable suppliers, and an obligated role to manage the household that takes up most of their time.

Persons with disabilities are also severely lacking support and capacity in the island. Half of the persons with disabilities consulted in Tuvalu said that they are unable to participate in family or community events due to the lack of facilities. A study done by PacificWomen (2018) found that over 20 percent of persons with disabilities live in hardship. Women are more likely than men to have a disability in their lifetime, due largely to their longer life expectancy. Women with disabilities are subject to all forms of abuse, teasing, bullying, harassment, including sexual abuse. Women with disabilities are twice as likely to live in hardship, especially financial hardship compared to men with disabilities. The majority of caregivers are women, who often have little outside support. There is also a lack of awareness on the rights of people with disabilities.

The Marshall Islands

The Marshall Islands (RMI) is a sovereign island nation in the Micronesia region of the Pacific. It has a population of a little over 59,000 people. Today, RMI ranks highly in the Pacific with regard to household density with an average household size of 6.8 persons in urban atolls or centers; Majuro and Ebeye. In these areas, the highly urbanized Marshallese depend on large financial handouts from abroad and imports.

The exclusive economic zone of the RMI extends to some 2 million sq kilometers. Traditionally, coastal fisheries and subsistence agriculture served as the main source of livelihood for most of the people. External assistance funds most public sectors, with the bulk of the recurrent budget being funded through the Compact of Free Association with the U.S. Consequently, the state or public sector is the major source of economic activity in the RMI which largely contributes to its weak private sector.

The RMI's relationship with the US continues under the Compact of Free Association, which went into effect in 1986 and is currently undergoing re-negotiations at the moment as its 2023 expiration date looms over. Like many Small Island Developing States (SIDS), the country continues to rely heavily on and actively solicit fundings from the U.S. and other affiliated countries.

Social and economic indicators show that hardship is increasing in the RMI due to various local and global factors and that many women are falling into poverty, robbing them of their opportunity to make substantial contributions to the social, political, and economical life of their communities. For instance, women are conspicuously absent from the legislature, with as few as three or less holding a parliamentary seat in the Nitijela. This is unfortunate coming from a proud Matrilineal Society which upholds women in high respects to their various traditional roles and land right tenure. On the bright side, this discrepancy has started to be notably addressed through development initiatives partnership through the government and various local Non-Government Organizations (NGOs). Some of these initiatives include the formal set-up of the Women Economic Empowerment Committee by the Government and policy in the making under this Committee which aims to facilitate the development of a WEE policy section, to be integrated in the RMI Economy Policy Statement and give general oversight and guidance in the coordination and the collaboration of especially major efforts and initiatives in promoting and implementing WEE initiatives. Aside from these, the inflow of grants and funding geared towards Women and Youth Empowerment initiatives in the RMI is well noted through the various new and on-going projects and programs in this area.

The growing voice of increasingly organized civil society, including NGOs and the Majuro Chamber of Commerce, demanding the government for change in support of better livelihood has been an on-going cry for help. The public sector plays a dominant role in the economy. The

longstanding weakness of the private sector has contributed to the pervasive mentality in Marshallese society that sees the Government's role as the leader of growth and driving the economy. Although the Government recognizes this and has made some progress towards improving the climate for private sector growth, the private sector remains slow-growing, poorly diversified, and heavily dependent on public expenditures. However, a number of local NGOs and civil society organizations have grown and contributed in serving the underserved communities across RMI such as Women United Together Marshall Islands (WUTMI), who has been a key champion of women's rights and empowerment over the last 20 years and have been involved in various activities to support gender equality and human right movements.

Unlike the underdeveloped Private Sector, NGOs in RMI have dramatically grown over the years through donor funded projects and programs. The RMI receives programmatic support and funding from United Nations agencies, the Asian Development Bank, The Pacific Community formerly known as South Pacific Community (SPC), the European Union, the United States, Australia, and The Republic of China (Taiwan). However, there are limited funded projects that address women's economic empowerment in the RMI.

With 75 percent of the RMI population living in the urban centers of Majuro and Ebeye, the population growth and urban migration place pressure on basic services, infrastructure and technology or telecommunication service. Currently, the only telecommunication service called National Telecommunications Authority (NTA) that is subsidized or monopolized under the government is RMI's gateway to the online world. NTA currently offers 4G services and has slowly implemented a fiber optic system on the two island centers of Majuro and Ebeye. Meanwhile in the outer islands, public services and infrastructure are much less developed with only a few outer islands having internet access that is for the most part "unstable" according to the locals.

People also have limited access to financial resources, banks and financial institutions especially for people in the outer islands who have to travel to the mainland to access these services. Women are also greatly affected by this as most are engaged in non-formal employment or work with companies that do not allow allotments rendering them unable to access credit.

People from RMI also face various internal and external challenges such as:

- Lack of resources or tools needed for work
- Lack of access to anti-discrimination provisions, maternity leave provisions expect for government employees
- Difficulty in accessing healthcare services and no childcare services available

- In 2017, (51%) 5 in 10 women have experienced physical or sexual violence by an intimate partner in their lifetime, (79%) 8 in 10 women have experienced at least one type of controlling behavior by an intimate partner in the last 12 months, (85%) 9 in 10 women agreed that a man has good reason to hit his wife for one or more of the reasons mentioned.
- Decision making and leadership positions are traditionally regarded as male roles while a woman's place is the home.

A Way Forward

The BELUU Program will play an enabling role in fostering women economic empowerment in the four PICs. Grameen's four priority thematic areas under BELUU, along with the support of its donors and subsidiaries, will greatly benefit the women and youth of the four PICs. The various Innovation project implementations will encourage partnerships among local entities, strengthen relationships, and enhance women as well as youth's capacity to shape and thrive in a more connected business environment. The Innovation Grants hopes to address existing barriers, needs and gaps as it leverages on the use of technology as well as the power of collaboration to create impact in the lives of individual women, entrepreneurs, young people and the communities they are part of.

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