

# Gender Assessment

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## **FP092: Programme for integrated development and adaptation to climate change in the Niger Basin (PIDACC/NB)**

Multiple Countries | AfDB | B.21/15

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**GREEN  
CLIMATE  
FUND**

# Gender documents for FP092

## Gender Analysis/Assessment and Gender and Social Inclusion Action Plan - Programme of integrated development and adaptation to climate change in the Niger basin (PIDACC/NB)

### PART I: GENDER ANALYSIS/ASSESSMENT

#### Context and background

The Niger River Basin is a backbone of the West African economy. However, the river Niger system has been threatened for more than two decades by desertification and poor exploitation practices of its natural resources, with alarming prospects. Severity of food insecurity due to droughts and wider climate variability is exacerbated by the populations' significant vulnerability and poverty.

The vulnerability to climate change and variability, food insecurity and food crises have a significant gender dimension, because women are among the most vulnerable groups, owing to their limited social and economic power in the Niger basin. Differentiated power relations between men and women and unequal access to and control over assets mean that men and women in the Niger basin do not have the same adaptive capacity. Instead, women have distinct vulnerability, exposure to risk, inadequate coping capacity, and inability to recover from climate change impacts (Masika 2002<sup>1</sup>).

Gender inequalities in the Niger basin heighten women's vulnerability, which is required to better mainstream their needs into the Programme of integrated development and adaptation to climate change in the Niger basin (PIDACC/NB). In the Niger basin countries, women represent only 8% of landowners and access only 10% of the credit available in West Africa, although they provide at least 50% of agricultural labour. High dependency on land and natural resources for livelihood generation makes women more vulnerable.

The approach of the planned PIDACC program in overcoming the challenges to achieving climate resilient food security and restoration of environmental integrity, is to analyze gender imbalances that exist in the communities where the projects are planned with respect to resources, capacity for action, and outcomes, in order to build resilience, which will in turn improve food security. The resilience will be built across project components which include (i) Development of ecosystems and natural resources resilience (ii) Development of population resilience and (iii) Programme coordination and management

#### *Gender Inequality*

Gender-based inequalities in access to livelihood assets, division of labor, and participation in decision-making processes result in women's and girls' increased vulnerability to the risks of natural disasters like droughts in the Niger basin. Reducing inequalities based on gender and empowering women to participate more fully in social-economic growth are thus recognized as essential to reducing poverty and achieving development goals within the Niger Basin Authority (NBA) countries (see Table 1). Under its Gender Strategy, NBA has committed to mainstream gender considerations in all its operations and support gender-specific activities, especially in areas where gender disparities are most severe. The natural resources of the Basin provide a key entry point not only for poverty alleviation but also for gender empowerment. Production systems in the Niger Basin have been particularly affected by the impacts of climate variability and change that have resulted in increased vulnerability of ecosystems and declining yields and agro-forestry-pastoral production. These climatic events combined with bad practices have led to recurrent food

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<sup>1</sup> Masika, Rachel. 2002. "Gender and Climate Change." *Gender and Development Journal* 10 (2): 2-9.

crises and the deterioration of living conditions of the population (famine, insecurity, instability, migration etc.). Rural women, mainly active in the primary sector and dependent on weather conditions and natural hazards, would thus be most affected by the effects and impacts of climate change. It is thus perceived that the improved management of the Niger Basin's natural resources – to be brought about by the Project - will be particularly beneficial to poor rural women.

*Table 1: Gender data for the Niger Basin countries*

| Country      | Literacy rate<br>Female (F)-Male<br>(M), CIA (2015) | Ratio of women<br>(15-64 yrs) in labor<br>market | Number of<br>women in<br>Parliament | SIGI <sup>2</sup> and GII<br>Indexes | Existing Gender Policy   |
|--------------|---|--|-------------------------------------|--------------------------------------|--|
| Cameroon     | M: 81.2%<br>F: 68.9%                                | 65.3%  | 56 (31.1%)                          | SIGI: 0.2803<br>GII: 0.587           | National Gender Policy   |
| Ivory Coast  | M: 53.1%<br>F: 32.5%                                | 53%  | 23 (9.2%)                           | SIGI: 0.2537<br>GII: 0.679           | National Policy for Gender Equality, Equity and Gender (2009); |
| Niger        | M: 27.3%<br>F: 11%                                  | 40%  | 25 (14.6%)                          | SIGI: 0.4415<br>GII: 0.713           | National Policy for Equity and Gender (2008);                  |
| Benin        | M: 49.9%<br>F: 27.3%                                | 68%  | 6 (7.2%)                            | SIGI : 0.278<br>GII : 0.614          | Gender National Policy Promotion (PNPG, 2009)                  |
| Guinea       | M: 38.1%<br>F: 22.8%                                | 66%  | 25 (21.9%)                          | SIGI: 0.3206<br>GII : NA             | National Gender Policy (2011)                                  |
| Nigeria      | M: 69.2%<br>F: 49.7%                                | 48%  | 20 (5.6%)                           | SIGI 0.3911<br>GII : NA              | National Gender Policy (2007)                                  |
| Chad         | M : 48.5%<br>F: 31.9%                               | 64%  | 28 (14.9%)                          | SIGI: 0.4665<br>GII : 0.706          | National Gender Policy (2011)                                  |
| Burkina Faso | M: 43%<br>F: 29.3%                                  | 77%  | 12 (9.5%)                           | SIGI 0.2819<br>GII: 0.631            | National Gender Policy (2009)                                  |
| Mali         | M: 48.2%<br>F: 29.2%                                | 51%  | 13 (8.8%)                           | SIGI: 0.5164<br>GII: 0.677           | National Gender Policy (2011)                                  |

Sources : <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS/countries>

<http://hdr.undp.org/en/composite/GII> for Gender Inequality Index (2014)

The Human Development Report 2016 shows worsening values of its index for the 9 countries targeted by the program. They figured among the bottom in the global list in term Human Development Index: from Nigeria which occupies the 152<sup>nd</sup>, Senegal 162, Benin 167, Côte d'Ivoire 171, Mali 175<sup>th</sup>, Guinea 183<sup>rd</sup>, Burkina Faso 185<sup>th</sup>, Chad 186<sup>th</sup> and Niger 187<sup>th</sup><sup>3</sup>. Out of Burkina, Nigeria and Benin, 6 of the 9 countries are among the lowest ranking in terms of gender inequality index: from Cameroon 41<sup>st</sup>, to Mali 50<sup>th</sup> out 52 countries<sup>4,5</sup>. This situation has a negative impact on the lives of women and men and creates social and ecological imbalances. Socio-cultural constraints form the basis of the obstacle to girls' schooling and hence women's access to decision-making bodies. And women's limited financial and decision-making autonomy limits their access to health care.

Table 2: HDR Indicators

<sup>2</sup> SIGI = Social Institutions and Gender Index; GII = Gender Inequality Index

<sup>3</sup> UNDP Human Development Report 2016

<sup>4</sup> AfDB Gender Equality Index 2015

<sup>5</sup> The AfDB Index reflects women's status in three dimensions of equality: economic opportunity<sup>5</sup>, social development<sup>5</sup> and law and institutions<sup>5</sup>. The ranking is based on a score of 0-100, with 100 representing perfect gender equality.

| Country       | Human Development Index | Gender Inequality Index |               | Economic Opportunities |      | Human Development |      | Law & Institutions |      |
|---------------|-------------------------|-------------------------|---------------|------------------------|------|-------------------|------|--------------------|------|
|               | Rank                    | Rank                    | Overall Score | Score                  | Bank | Score             | Rank | Score              | Rank |
| Burkina Faso  | 185                     | 22                      | 56.6          | 63.3                   | 23nd | 60.1              | 31st | 46.4               | 22nd |
| Nigeria       | 152                     | 23                      | 54.7          | 66.2                   | 18th | 59.0              | 32nd | 39.1               | 30th |
| Benin         | 167                     | 29                      | 52.0          | 61.5                   | 24th | 47.3              | 41st | 47.3               | 20th |
| Cameroon      | 153                     | 41                      | 46.7          | 53.9                   | 33nd | 64.7              | 27th | 21.6               | 42th |
| Côte d'Ivoire | 171                     | 43                      | 43.7          | 33.9                   | 49th | 57.0              | 37th | 40.1               | 29th |
| Chad          | 186                     | 44                      | 42.2          | 70.7                   | 11th | 24.2              | 51st | 31.7               | 34th |
| Niger         | 187                     | 45                      | 42.2          | 50.5                   | 40th | 41.5              | 45th | 34.5               | 32th |
| Guinea        | 183                     | 48                      | 39.5          | 44.5                   | 45th | 39.5              | 48th | 34.7               | 31st |
| Mali          | 175                     | 50                      | 33.4          | 32.2                   | 50th | 46.7              | 42nd | 21.3               | 43nd |

Source: Adapted from Human Development Index, Africa Gender Equality Index 2015

***Unequal Participation.*** Women in the Niger basin are still absent from the climate change and natural resource-related decision-making processes at all levels. Equal participation in community-based decision making remains a complex and difficult goal to achieve, especially in the contexts of highly unequal gender relations. Within the Niger basin and the Sahel in general, women's participation has low social visibility, and this has repercussions on social development strategies implemented to support or assist vulnerable households. Resilience is inconceivable without rural women. Women in all countries remain largely under-represented in the political sphere despite gender quota laws to increase the percentage of women in the national legislature in Niger and Burkina Faso. The average of women parliamentarians are below the world average of 23.3% except Cameroon with 31.3%: Mali 8.8%, Niger, Chad 12.8%, Burkina 11.1%, Benin 7.2%, Nigeria 5.6%, Guinea 21.9%, Côte d'Ivoire 11.5%<sup>6</sup>.

***Legal and Policy framework and Institutional mechanism:*** since the mid-2000s, almost every country has created a national gender policy or strategy. However, there are still legislation that is discriminatory against women. In practice, gender is still considered mostly as an afterthought and gender policies are often not implemented effectively. Patriarchy and lack of political will, conflicting tripartite legal system of civil, customary and Sharia laws coupled with scarce resources contribute to effective implementation of any gender responsive legal and regulatory framework. In some countries like Niger and Chad, attempted by the State to introduce equality and gender equity in the field of personal status have in the past been met with strong resistance, following the example in both countries of the Family Code: the project in both countries is put on hold because of the strong opposition of religious organization. In Nigeria as well, the country suffered a huge setback in the recent (15 March 2016) Senate rejection of the Gender Equality and Opportunity Bill, known in full as "A bill for an Act to Incorporate and enforce certain provisions of the United Nations Convention on the elimination of all forms of discrimination against women, the Protocol of the African Charter on Human and People's Rights on the rights of women in Africa, and other matters connected therewith, 2016".

At regional level, CILSS has adopted a gender policy and is increasingly mainstreaming gender issues in different policy sectors. But, in practice, gender is still considered mostly as an afterthought and gender policies are often not implemented effectively. In addition, the integration of gender issues into CILSS programming and institutional mechanisms for monitoring and

<sup>6</sup> <http://www.oecd.org/swac/maps/50-Women-deputies.pdf>

evaluation (gender-sensitive outcomes and indicators) has not been systematized according to the gender approach.

Table 3: Gender Policies and Institutional frameworks at national level

| Countries     | Institutional mechanism   | Main national Gender Policies and strategies   |
|---------------|---|--|
| Benin         | National Council for the Promotion of Equity and Gender Equality chaired by the Head of State | <ul style="list-style-type: none"> <li>• Constitution (1990)</li> <li>• National policy for the promotion of gender in Benin (2008)</li> <li>• Code of Persons and Family (2004)</li> <li>• Law on "Prevention and Repression of Violence against Women". (2011)</li> <li>• National Policy on Girls' Education, adopted by the Government (2007).</li> </ul>  |
| Burkina Faso  | Ministry for the Advancement of Women   | <ul style="list-style-type: none"> <li>• Constitution 1991, revised successively in 1997, 2000, 2002, 2009, May and June 2012,</li> <li>• National Gender Policy (2009)</li> <li>• Law n ° 034-2012 / AN of 02 July 2012</li> <li>• Gender Quota Act (2009)</li> <li>• Law No. 034-2009 / AN of 16 June 2009 on rural land tenure</li> <li>• Individual and Family Code (CPF) of 1989 (under revision)</li> <li>• Law No. 043/96 / ADP of November 1996 on the Prevention and Punishment of FGM</li> </ul> |
| Chad          | Ministry of Social Affair, National Solidarity and Family                                     | <ul style="list-style-type: none"> <li>• Constitution and Civil Code.</li> <li>• National Population Policy and the 1995</li> <li>• Policy for the Integration of Women in Development</li> <li>• National Gender Policy (PNG) 2007</li> </ul>   |
| Cameroon      | Ministry for the Promotion of Women and the Family  | <ul style="list-style-type: none"> <li>• Constitution of 1996</li> <li>• Civil Right</li> <li>• Decree No. 81/002 of 29 June 1951</li> </ul>   |
| Côte d'Ivoire | Ministry of Solidarity, Family, Women and Children  | <ul style="list-style-type: none"> <li>• National Policy on Equal Opportunities, Equity and Gender (2009)</li> <li>• National Strategy to fight Gender-Based Violence (SNLVBG)</li> <li>• Solemn Declaration of Côte d'Ivoire on Equal Opportunities, Equity and Gender (2007)</li> <li>• Strategic Plan for Girls' Education in Côte d'Ivoire (2007)</li> <li>• National Equity Policy, Equity and Gender 2009</li> <li>• Action plan for the implementation of Resolution 1325</li> </ul>                |
| Guinea        | Ministry of Social Affair, Promotion of Women and Children                                    | <ul style="list-style-type: none"> <li>• Civil Code 2002</li> <li>• National Gender Policy (2011)</li> </ul>   |
| Mali          | Ministry of Promotion of Women, Children and Family   | <ul style="list-style-type: none"> <li>• National Gender Policy (2011)</li> <li>• New Individual and Family Code (2011)</li> </ul>   |
| Niger         | Ministry of Promotion of Women and Child Protection   | <ul style="list-style-type: none"> <li>• National Gender Policy 2008-18 (2008)</li> <li>• Ten Years Implementation of Gender National Policy, 2009-2018</li> </ul>   |
| Nigeria       | Federal Ministry of Women Affairs and Social Development                                      | <ul style="list-style-type: none"> <li>• National Gender Policy Strategic Framework - implementation plan 2008-13 (2008)</li> <li>• National Gender Strategic Implementation Framework (NGSF)</li> </ul>   |
| <b>RECs</b>   |   | <b>Regional Policies</b>   |
| CILSS         | Department of Gender  | <ul style="list-style-type: none"> <li>• Gender Policy (2009)</li> </ul>   |
| AfDB          | Department of Gender  | <ul style="list-style-type: none"> <li>• Gender Policy (2001)</li> <li>• Investing Gender Equality for Africa's Transformation 2014-18</li> </ul>  |

Ministries in charge of gender issues have usually very large portfolios— ranging from youth, sports, family. They are often understaffed, under-funded and not taken seriously. Budgets allocated to gender-specific issues within sectoral policies remain tiny; disaggregated gender data

is missing. To make some decisive progress, strong political will must come from the very top level, including from key ministries such as economic affairs, budget and strategic planning.

## Socio-economic indicators

**Education:** the gender gap is progressively closing, but none of the country is projected to achieve gender parity in primary and secondary education. The most persistent barriers to girls' education are: early marriage and early motherhood, traditional seclusion practices, the favoring of boys when it comes to family investment in education and the gendered division of household labour.

Despite the efforts made, in some areas girls' enrollment rates are still relatively low and school losses are considerable in this category. Huge strides have been made in getting more girls into schools, but when it comes to assessing educational outcomes, the results are much less impressive. These countries also have the lowest literacy rates for women compared to men with the exception of Cameroon.

Table 4: Social Economic Indicators in the Niger basin countries

| Country       | Gross enrolment ratio, Primary (%), 2015 |       | Gross enrolment ratio, Secondary (%), 2015 |      | Adult literacy rate, population (%), 2015 |      |
|---------------|--|-------|--|------|---|------|
|               | Female                                   | Male  | Female                                     | Male | Female                                    | Male |
| Benin         | 123.7                                    | 134.2 | 46.8                                       | 66.7 | 27,3                                      | 49.9 |
| Burkina Faso  | 86.1                                     | 89.9  | 32.2                                       | 35.1 | 28,3                                      | 47.9 |
| Cameroon      | 110.7                                    | 123.5 | 53.5                                       | 62.6 | 68,9                                      | 81.2 |
| Chad          | ...                                      | ...   | ...  | ...  | 31,8                                      | 48.4 |
| Côte d'Ivoire | 88                                       | 99.2  | 36.6                                       | 51.0 | 32,7                                      | 53.3 |
| Guinea        | ...                                      | ...   | ...  | ...  | 22,9                                      | 38.1 |
| Mali          | 72.1                                     | 79.3  | 36.8                                       | 45.6 | 22,2                                      | 45.1 |
| Niger         | 66.8                                     | 77.9  | 17.2                                       | 24.2 | 11  | 27.3 |
| Nigeria       | ...                                      | ...   | ...  | ...  |   | 69.2 |

Source: Afdb Statistics department, based on data from UIS

Progress towards gender parity (GPI) in secondary education has been much slower Burkina Faso, Chad, Guinea and Mali are among the 11 sub-Saharan Africa countries projected to be far from the target globally, with GPIs below 0.80 but have made strong progress towards reducing gender disparity to improve the situation of girls<sup>7</sup>.

**Health:** The low observed life expectancy could be attributed to poor social and economic conditions and the grave impacts of malaria, HIV/AIDS and related diseases. In all situations, regardless of the level of survival, females enjoyed higher life expectancy.

Women have poor access to health care; this justifies the high rates of maternal mortality, which varies from Nigeria, whose rate is 814 per 100,000 births to Burkina Faso 371 per births. Infant Mortality Rates appeared to have generally improved for countries with better social and economic Conditions that were free from conflict, drought and HIV, malaria and tuberculosis (TB) of less than 100 per 1000 live births.

<sup>7</sup> [http://en.unesco.org/gem-report/sites/gem-report/files/regional\\_overview\\_SSA\\_en.pdf](http://en.unesco.org/gem-report/sites/gem-report/files/regional_overview_SSA_en.pdf)

Table 5: Health Indicators

| Country       | Life expectancy |      | Total fertility rate<br>2017 | Maternal mortality ratio<br>2017 | Infant mortality rate<br>2017 |
|---------------|-----------------|------|------------------------------|----------------------------------|-------------------------------|
|               | Female          | Male |                              |                                  |                               |
| Benin         | 61              | 59   | 5.0                          | 405                              | 67                            |
| Burkina Faso  | 61              | 58   | 5.7                          | 371                              | 65                            |
| Cameroon      | 58              | 55   | 4.8                          | 596                              | 57,1                          |
| Chad          | 53              | 51   | 6.4                          | 856                              | 85                            |
| Côte d'Ivoire | 53              | 51   | 5.0                          | 645                              | 64                            |
| Guinea        | 60              | 59   | 4.9                          | 679                              | 59                            |
| Mali          | 59              | 59   | 6.0                          | 587                              | 56                            |
| Niger         | 63              | 61   | 7.3                          | 553                              | 61                            |
| Nigeria       | 54              | 53   | 5.5                          | 814                              | 69                            |

Source: Afdb Statistics department, based on data from HDR 2016, WDI, CME, 2017 World Population Data

Seven of the countries rank among the top 20 countries in the world with the highest rate of *child marriage*: Niger (1), Chad (3), Mali (5), Guinea (6), Burkina Faso (8), and Nigeria (14). In Niger, three out of four girls marry before their 18th birthday, contributing to the highest fertility rate in the world of more than seven children per woman. Nigeria and Niger are among the top 20 countries with the highest absolute number of child marriages, with 1.193 million and 244 000 married girls, respectively.<sup>8</sup> Indeed, all countries are experiencing growing demographic pressure and Niger is leading the world's most fertile countries with 7.3 children per woman directly followed by Chad, Mali Burkina Faso and Nigeria. With the exception of Cameroon and Guinea, the other countries had total fertility rates of more than five children per woman. One of the main causes of the rapid population growth within the region is the relatively high fertility rates. Although there has been some reduction in total fertility rates from the beginning of the 2000s, the number of births per woman has been high. Compared to other sub regions, the fertility rates are still high, indicating lower efforts at controlling population.

The practice of *Female Genital Mutilation/cutting* (FGM/C) is widespread in in all countries covered by the program but its prevalence varies considerably from one country to another - ranging from 2% in Niger, 44% in Chad to 97% in Guinea<sup>9</sup>. To protect girls and women against female circumcision, Nigeria has passed a law in May 2015 to formally forbid female circumcision. However, implementing these laws remains a key challenge.

Societies are tolerant of *Gender based violence*. In most the countries, rape is prohibited by law but although police often arrested and detained perpetrators, rape cases were not usually investigated and in most cases suspects were released, or women were sometimes forced to marry their attackers. A key problem in all countries is the under-reporting of gender-based violence and the culture of impunity. Socio-cultural norms that place value on the authority of husbands prevent women from reporting domestic violence..<sup>19</sup> In addition, the persistent insecurity and climatic shocks are increasingly worsening the adversity faced by many communities. Due to insecurity, many civilians are exposed to rights violations and abuse. More than 790 cases of sexual and

<sup>8</sup> UNICEF's State of the World's Children 2015; Girls not Brides

<sup>9</sup> UNICEF, Global Databases, based on DHS, MICS and other nationally representative surveys, October 2014 update.

gender-based violence were reported in 2016 and many survivors do not receive assistance. In Nigeria, women and children have especially suffered grave gender based violence: girls and women were sexually exploited, raped and subjected to violence. Boys and girls were forcibly recruited by Boko Haram and used as suicide bombers or forced to kill.

**Employment /Unemployment:** unequal access to education limits women's opportunities in the field of skilled employment while they are highly integrated into the informal sector. In addition, labour force survey data from various countries of the region also indicate that women are overly represented in informal own-account work.

Table 6: Employment and unemployment rates

| Country       | Labour Force participation rate (2016) |      | Employment rate 2016 (%) |      | Unemployment rate 2016 (%) |      |
|---------------|--|------|--------------------------|------|----------------------------|------|
|               | Female                                 | Male | Female                   | Male | Female                     | Male |
| Benin         | 70                                     | 73,4 | 69,3                     | 72,6 | 0,9                        | 1,1  |
| Burkina Faso  | 76,6                                   | 90,6 | 87,2                     | 87,2 | 2,1                        | 3,8  |
| Cameroon      | 71,1                                   | 81,2 | 67,3                     | 78,1 | 5,3                        | 3,8  |
| Chad          | 64                                     | 79,3 | 59,5                     | 75,5 | 7                          | 4,8  |
| Côte d'Ivoire | 52,5                                   | 80,9 | 46,7                     | 74,2 | 11                         | 8,3  |
| Guinea        | 79,4                                   | 85,1 | 73,5                     | 79,8 | 7,4                        | 6,3  |
| Mali          | 50,3                                   | 82,3 | 44,6                     | 77,3 | 11,4                       | 6,1  |
| Niger         | 40,3                                   | 89,3 | 39,7                     | 86,5 | 1,5                        | 3,1  |
| Nigeria       | 48,5                                   | 64,1 | 45,7                     | 61,3 | 5,8                        | 4,4  |

Source: Afdb Statistics department, based on data from ILO

Inequalities in access to employment persist as women continue to experience more difficulties than men due to cultural and social considerations. Thus, despite the high activity rate, the quality of employment remains precarious. In addition, 9 in 10 informal workers are women and youth, but the lack of social protection, skills' upgrading and productive income often trap these groups into poverty and exclusion from economic growth and development, with only about 10 percent of operators benefiting from social protection schemes<sup>10</sup>.

Like in other Sub-Saharan Africa, rural women in the region covered by the programme generally work 12 to 13 hours more per week than men. women are the basis for a number of activities (exploitation of individual plots, small-scale and commercial activities, gathering and processing of harvesting products, processing and marketing of fish etc.). In addition, women participate in all community development activities. Also, the chore of wood is chiefly entrusted to women. The frequency of exits depends on the needs of the household and varies from 0.5 to 2 times per week while the load on the head can exceed 20 kg.

**Land and property rights.** In the face of social change, women are increasingly responsible for supplying households with food, whereas, paradoxically, they have less access to factors of production (such as land, agricultural inputs, livestock, etc.)<sup>11</sup>. Actual land rights limit women's access to credit for diversifying income sources and for recovery from losses. Access to land and property for women in all countries is essential for food production and sustainable livelihoods and

<sup>10</sup> <http://www.un.org/en/ecosoc/integration/2015/pdf/eca.pdf>

<sup>11</sup> Oxfam Research Reports June 2014; Food Crisis, Gender, And Resilience In The Sahel; Lessons from the 2012 crisis in Burkina Faso, Mali, and Niger

it is dependent on natal and marital affiliations. They are consistently less likely to own land, have fewer rights to land, and the land they do own or have access to lower quality. Post-colonial land distributions, formalization of individual land rights, and subsequent land transactions frequently vested titles to land in the head of the household only. While clan elders continue to facilitate allocation of land and patrilineal inheritance procedures, their authority to regulate and protect women and children from land grabbing, distress land sales, and forced eviction upon spousal death or divorce has been weakened. In general, married women access land held under customary tenure through their husbands. These women are especially vulnerable to losing their land when their husbands become ill or die. Traditional land tenure systems have often been transformed in ways not beneficial to women, while positive changes in statutory law to protect women's rights may have a limited effect due to the lack of enforcement and cultural and social norms that may limit women's willingness to exercise their rights under the law. In all countries, succession in rural area is primarily governed by customary and/or Islamic law. Under customary law, women do not inherit from deceased husbands at all. Under Islamic law, a widow will only inherit one quarter of the property. Girls generally inherit only one half of the share inherited by boys.

Table 7 Table available data percentage of female agricultural holders out of total agricultural holders

| Country       | Year      | % female | Source  |
|---------------|-----------|----------|---|
| Benin         | 2012      | 13       | CEDAW   |
| Burkina Faso  | 1993      | 8.4      | Agricultural Census                               |
| Chad          |           | NA       |   |
| Cameroon      | 2011      | 2        | Cameroon Gender Equality Network                  |
| Côte d'Ivoire | 2001      | 10.1     | Agricultural Census                               |
| Guinea        | 2000-2001 | 5.7      | Agricultural Census                               |
| Mali          | 2004-2005 | 3.1      | Agricultural Census                               |
| Niger         | 2007      | 4.6      | INS   |
| Nigeria       | 2007      | 10.0     | Collaborative Survey on Socio-economic Activities |

Source: <http://www.fao.org/gender-landrights-database/data-map/statistics/en/>

## Gender impact of climate change in the NBA

For many years, West Africa, and particularly the Sahel region, has experienced chronic food insecurity aggravated by increasingly frequent food crises, which most often occur following poor harvests, chiefly caused by droughts. The United Nations estimated that 18.7 million people in the Sahel region of West Africa were affected by the 2012 food and nutritional crisis caused by drought, scarce rainfall, scanty harvests, spiralling staple food prices, and displaced populations. The countries most seriously affected by the Sahel crisis of 2012 were Mali, Niger, Burkina Faso, Chad, Mauritania, and, to a lesser extent in northern Cameroon. The most seriously affected populations were women, small-scale herders, poor households with limited access to means of production, and households that habitually depended on seasonal emigration, as well as communities in areas marked by insecurity. In June 2012, it was estimated that in the Sahelian belt, 64% of households headed by women were in situation of food insecurity<sup>12</sup> In Niger the food crisis reached 15% in 2012 (ANCITEF, 2013) and 46% of all women in the country suffered from anemia which is considered as a serious problem.

<sup>12</sup> <http://www.td.undp.org/content/dam/chad/docs/docpays/UN-TD-rural-woman-2013.pdf>

Gender inequalities that have been deepened by the climate crisis and malnutrition were at critical levels in many communities throughout the region in 2016: 6 of the 9 countries (Burkina, Faso, Mali, Chad, Niger, Cameroon and Nigeria) are part of the region where more of more than 30 million people struggled with food insecurity; one in five children under the age of five suffers from acute malnutrition and where 4.9 million people have fled from their homes<sup>13</sup>. Some improvement has been observed in Burkina Faso, Niger and Mali since then. However, in certain zones of Chad and northeast Nigeria the global acute malnutrition prevalence rate is as high as 30 per cent, double the emergency threshold. It should also be stressed that in times of food crisis, consumption tends to be towards cheap products and home-made preparations: from millet to products such as tubers (cassava, wild yams, etc.) or wild fruits. These food shifts increase the time spent on research and preparation of food (gathering, picking, cooking), depriving women of the time needed for their production activities, their supervision of children, education, leisure and rest. In addition, education and health of women and girls are most often seen as superfluous luxury and are eliminated, first, from the family budget.

Women are often the first to reduce their food intake even when they are pregnant or breastfeeding because of the cultural norm. With water shortages and depletion of forests (as a result of wildfires, droughts, desertification, land degradation, and other occurrences), women and girls walk longer distances to collect water and fuelwood, sometimes far from the safety of their households with risks of sexual violence along the way. Decreased water resources may also cause women's health to suffer as a result of the increased work burden and reduced nutritional status. This decreases the time available for food production and preparation, with consequences for household food security and nutritional well-being.

As a result of droughts women and girls face a triple burden in some cases: to survive, care for their families and evade sexual violence in the process. Droughts in the Niger basin also frequently result in the degradation of water sources. Children and pregnant women are particularly susceptible to diseases such as diarrhea that thrive in such conditions. Because of their roles in managing household water supply and domestic chores, women take greater risks. Further, because they lack mobility and resources, elderly women, those with disabilities, pregnant and nursing women, and those with small children remain most at risk in cases of emergencies.

The social structure of Sahelian communities has changed considerably over the years. This change is chiefly manifested in the redefinition of roles and responsibilities within households. The 2012 food crisis has revealed that women have taken on increasing responsibilities from a number of standpoints. Their contribution to maintaining their households in times of crisis is tacitly expected, even though this increased responsibility within the household is not always reflected in increased power within the community. Indeed, because they have only a subsidiary role in relation to household responsibilities and are relegated to the sidelines when it comes to community-based management in general, women continue to have limited access to factors of production. This should limit their ability to increase the support they provide for their households in times of crisis. It has been found that women's ability to negotiate or influence decision making within their households enhances household food security. But in the region, participation around the management of food security is more difficult to achieve in polygamous households, where the

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<sup>13</sup> OCHA, 2017 Sahel Overview of humanitarians needs and requirements

tendency of consumption sub-units to emerge around the different wives constitutes a daily threat to family cohesion.

## **PART II: GENDER AND SOCIAL INCLUSION ACTION PLAN**

At the onset of the project, a further gender analysis will be undertaken to identify (i) gender disparities that may affect the success of the project; (ii) opportunities within the project to improve women's access to basic services, economic opportunities or decision making; and (iii) specific components or other mechanisms to ensure that both women and men participate in and benefit from the project.

Women will be particularly encouraged to take their role in project implementation as well as being part of various committees, while the project will promote gender equity in the areas of management of project implementation. The resources available for capacity building can provide the necessary support and training to women in the technical, organizational and leadership domains. The project endeavours to benefit an equal number of men and women, as shown – where relevant – in the Project Results Framework.

Project design will ensure that men and women have equal access to production resources, means, and profits (credit, technical support for agricultural and pastoral production, sustainable access to land). The project activities will adopt gender-sensitive approaches, whereby women's participation in training workshops, on-the-ground interventions, multi-stakeholder forums and user groups will be strongly promoted.

While the main IPDACC project has yet to develop its strategy for gender mainstreaming, the approved GEF funded component (\$12million) has adopted a gender-sensitive approach under that aims at: (i) contributing as much as possible to the reduction of gender based inequalities that exist in the project area, (ii) encouraging both men and women to participate in project activities and ensuring that their specific needs are taken into account, and that they all benefit from the project; (iii) creating conditions for equitable access by men and women to project resources and benefits; and, (iv) creating conditions for equitable participation in project implementation and decision making processes. The project's gender mainstreaming strategy will ensure that the various socio-economic benefits generated under the project are felt equally by both women and men.

The project preparation also took into account the specific needs of women through the implementation of local development programs of actions and measures aimed at women (establishment of multifunctional platforms, improved stoves, revolving credit, etc). During implementation, the program will ensure that women are represented in all decision-making bodies.

The project will thus establish a large number of Management Committees to be trained for the maintenance and operation of new infrastructure established under the project, and ensures that at least 30% of Management Committee members shall be female. Gender actions and indicators for the Pidacc program components are presented in the table:

The proposed gender action plan (see below) will be further analyzed for implementation during Y1 of the PIDACC. [As part of the Gender Action Plan \(GAP\), the program will promote women's representation on community level action committees and involve women in planning and undertaking adaptation activities. The program will also Increase women's access to agricultural](#)

extension and land resources within the context of climate smart agriculture. The program will also promote gender-sensitive budgeting in local administrations.

### Roles and responsibilities, for implementation of the gender action plan

The project GAP, will be implemented at a regional level by the NBA and at a national level by the national coordination units in each country. A project baseline will be established in Year 1, (i) that allows for monitoring changes in activities, perceptions and attitudes that relate to women's participation (ii) that allows for monitoring distributional issues within the household (iii) that allows for monitoring changes in women's time budgets and labour burden and (iv) that allows capture of women's access to land for farming / gardening.

The project will monitor gender actions through a GAP, including the number of beneficiaries (gender disaggregated) as well as gender sensitive project output, outcome and impact indicators. Supervision arrangements will comprise: (i) Safeguard specialists (Social and gender at the African Development Bank for implementation support supervision)—AE; (ii) Social Development and gender specialists at the regional level by the Niger basin Authority—EE and (iii) Social Development and gender specialists at the NPCU who will cover community development and gender aspects as well.

The specialists will be responsible for incorporating the Gender Action Plan into project planning and implementation including supporting/assisting design (and if required, implementation) of awareness workshops and training, establishment and monitoring of sex disaggregated data and indicators for project performance and monitoring.

Engaging with different gender groups and grassroots organizations from the beginning will help the identification and implementation of gender-equitable activities.

A number of measures will be put in place at the start to help guide implementation of gender equitable activities, particularly when collecting gender-disaggregated data. These include: (i) Ensuring there are sufficient funds to support gender-related activities and facilitate the participation of traditionally marginalised communities members (ii) Establishing mixed-gender field teams (iii) Scheduling activities at times and places that are convenient for different gender groups (iv) Making sure that field coordinators, facilitators and translators communicate with women and men participants in a language in which they feel comfortable (v) Managing group dynamics and promoting the equal participation of all participants and (vi) After discussions with women's and men's groups separately, bringing groups together to exchange and learn from people's different perspectives.

The PIDACC RPCU will report on progress of Gender Action Plan activities in quarterly progress reports to AfDB and the government. Other training providers, non-government organizations may be hired to implement different Gender Action Plan activities with guidance from the social and gender specialists.