Gender Assessment

FP053: Enhancing climate change adaptation in the North Coast and Nile Delta Regions in Egypt

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Annex XIII: Gender Assessment and Action Plan

Enhancing Climate Change Adaptation in the North Coast and Nile Delta Regions in Egypt

I. Introduction

This gender assessment aims to provide an overview of the gender situation in Egypt, with a specific focus on protecting and increasing the resilience of groups in vulnerable situations, particularly women and children from the adverse impact of climate change on rising sea levels and coastal erosion in the Nile Delta and North Coast region. The assessment will highlight gender issues that have a bearing on the project, as well as opportunities to empower women through gender responsive adaptation, mitigation and risk reduction measures. The assessment is based on both primary and secondary sources. Primary sources include information collected from the implementation of stakeholder consultations. Secondary sources include research and studies conducted by the Government of Egypt, donor agencies, and multilateral development banks, academia, and civil society. Data gathering activities will focus on:

1. Aligning the proposed project approach with Egypt’s national priorities as reflected in the Sustainable Development Strategy (SDS): Egypt 2030; and the National Strategy for the Empowerment of Women 2030.
2. Synthesising and building on information obtained and lessons learned from past interventions, and gender assessments
3. Engaging women who might be potentially affected by project activities and including their voice into this assessment, as well as that of other vulnerable groups (the elderly, disabled persons and children)
4. Formulating gender sensitive project output and outcome indicators
5. Designing mainstreaming and equity activities targeting women and promoting their agency and leadership

II. Resilience of communities in vulnerable situations in the Governorates of Beheira, Kafr El Sheikh, Dakahlia and Damietta and their response to the increasing threat of rising sea levels and coastal erosion

The Government of Egypt started addressing coastal zone management challenges in 1992, and in 1996, a Framework for Integrated Coastal Zone Management (ICZM), was developed by the Egyptian Environmental Affairs Agency (EEAA). Despite these initial efforts, a coherent and integrated plan for the management of the coastal zone remains to be finalized. Furthermore, the coastal zone management committee (CZMC) has been inactive for a number of years, which means that the policy dialogue is fragmented because of the different visions and competing interests of stakeholders. In the meantime, addressing the impact of climate induced rising sea levels and coastal...
erosion in the Nile Delta and North Coast is gaining urgency because of the economic, social and cultural importance of the region. Approximately 30% of Egypt’s population lives in the Nile Delta region, which provides for more than 50% of the country’s economic activity through agriculture, industry and fisheries. Agriculture is Egypt’s largest source of employment, accounting for 20% of the country’s GDP and 30% of its labor force. In this context, worthwhile noting is the fact that over 40% of people working in agriculture or fisheries in Egypt are women.1 Furthermore, as Egypt does not produce enough food to feed its current population, any loss of prime agricultural land due to coastal flooding from sea level rise will have a detrimental impact on the country’s economy. In addition, it will have direct adverse impacts on the livelihood and wellbeing of communities living in these regions. Women and children will be disproportionately affected because lacking access to resources and information, as well as the weakness of institutional bodies including the health care system. Although, the incidence of poverty and food insecurity is higher in Upper Egypt and in rural areas, a report issued by the World Food Program indicates that significant pockets of poverty and food insecurity are emerging in rural and urban regions of the Delta.2 Moreover, a report issued by the Central Authority for Public Mobilization and Statistics (CAPMAS) in 2015 confirms that there has been an increase in poverty between 2012-2013 and 2015 in the Nile Delta rural and urban areas leading to irregular migration.3 Furthermore, because of poverty and unemployment, governorates in the Delta, mainly Beheira, Kafr El Sheikh and Gharbia are witnessing a rise in irregular migration to Europe. Young people and children, mostly males, risk their lives attempting to reach destinations illegally by land or sea, and in the process of doing so, they die leaving behind a mother, a wife and children struggling to survive without a source of income as it is often the case that household owned assets including land have been sold to pay for the journey. The ‘hotspot’ governorates that the project will address include such pockets of poverty, compounded by rising unemployment since 2011, especially among youth and women.4 In this context, and according to the CAPMAS report, youth represent a quarter of Egypt’s population, with 20% who are unemployed and over 50% who are poor. Any loss of assets and further reduction of economic activities as a result of the impacts of climate change will consolidate poverty and spread its pockets,

III. The Gender Context in Egypt

Gender inequality is costly socially and financially, because it holds back the region’s potential for sustainable development. The link between gender inequality, climate change, women’s economic empowerment and sustainable development is acknowledged. Further, poverty and climate change are inter-related. The poorest and most disadvantaged groups are more liable to depend on climate-sensitive livelihoods such as agriculture and fishing which makes them particularly vulnerable to the impacts of climate change.5 In rural areas, these difficulties are compounded by fewer opportunities for work in the formal sector, high rates of illiteracy, restricted mobility, and limited access to

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1 World Development Report (WDR) on Gender Equality and Development, 2012
3 CAPMAS Statistics, 2015
4 Egypt is divided for administrative purposes into 27 first level subdivisions or governorates which are either fully urban like Cairo, Alexandria, Suez and Port Said or both urban and rural which constitute the majority of governorates: 8 in the Delta and 10 in Upper Egypt, the remaining 5 governorates are frontier governorates
resources and services, and to decision-making. All of these inequalities combine to diminish their adaptive capacity.

Gender Inequality Index

Through the years, several indices have developed to quantify the concept of gender inequality. The United Nations Development Programme uses the Gender Inequality Index (GII) and Gender Development Index (GDI).5 GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while with a measures achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women. Egypt has a GII of 0.565 and ranks 111 out of 159 countries assessed. The GDI value (2016) is not available.7

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival; and political empowerment.8 Out of 142 countries, Egypt rank based on GGGI in 2014 is given below: 9

<table>
<thead>
<tr>
<th>Description</th>
<th>Score</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic participation and opportunity</td>
<td>0.461</td>
<td>131</td>
</tr>
<tr>
<td>Educational attainment</td>
<td>0.947</td>
<td>109</td>
</tr>
<tr>
<td>Health and survival</td>
<td>0.976</td>
<td>57</td>
</tr>
<tr>
<td>Political empowerment</td>
<td>0.041</td>
<td>134</td>
</tr>
<tr>
<td>Gender Gap Index 2014</td>
<td>0.606</td>
<td>129</td>
</tr>
</tbody>
</table>

* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2014

Poverty

Over a quarter (27.8%) of Egyptians live below the poverty line according to CAPMAS.10 The rate and severity of poverty has increased since 2011 due to the rapid deceleration of the economy and decreased revenues from tourism, and manufacturing. Furthermore, the inflationary impact of the devaluation of the Egyptian pound, the cutting of subsidies and the approval of the value added tax has made it increasingly difficult for many households to meet their basic needs. For decades, the government’s efforts at development were directed to urban areas, leaving rural Egypt where more than half of the population lives, largely neglected. This meant that rural regions have always been disproportionately poor, but the past years saw a rise in rural poverty, especially in Upper Egypt,

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6 United Nations Development Reports: Table 5. Gender Inequality Index  
10 CAPMAS Household Income and Expenditure Survey 2015
which houses more than 80% of the extreme poor, but also in Nile Delta region which houses 13.7% of the extreme poor and 27.6% of the poor, most of whom live in rural areas.\textsuperscript{11}

The rural poor include tenant and small-scale farmers, landless labour, and the unemployed, mainly youth and women – particularly women who head about one in five Egyptian households.\textsuperscript{12} Poverty rates are higher among women compared to men (by 2.3% in urban areas and 4.8% in rural areas).\textsuperscript{13}

The impact of poverty on women is disproportionately severe because of limited access to paid employment, productive resources, education and services including social protection. The rise in poverty is also accompanied by a rise in food insecurity and nutrition problems. A report by the World Food Program (WFP) and CAPMAS estimates that 17% of the population suffered from food insecurity in 2011, compared to 14% in 2009.\textsuperscript{14} Food insecurity is driven by household purchasing power, which consequently results in negative household coping strategies, particularly a reduction in dietary diversity. Women, especially rural women are affected both as producers involved in a wide range of agricultural activities for subsistence as well as commercial purposes, as managers of their household’s diet who are forced to cut down on the more expensive food items; and, ultimately as consumers, who as a result of gender dynamics within the household are more vulnerable to hunger and poverty.

Health

Egyptians (men and women) are challenged by health problems including hepatitis B and C, as well as adult hypertension, cardiovascular diseases and diabetes. Egypt has made significant strides in improving maternal health and reducing maternal mortality. However, women continue to have health problems that detract from their wellbeing and, ultimately from their ability to contribute effectively to development. These health problems are caused by lacking access to information about health services.

The 2015 Egyptian Demographic and Health Survey (EDHS) shows no significant variation between genders in the prevalence of communicable and non-communicable diseases. However, it revealed that the knowledge about diseases and prevention methods was overall higher among men than among women and higher among educated men and women than among uneducated women and men, as well as among residents of urban governorates and cities compared to rural and frontier governorates and cities.\textsuperscript{15}

Education

\begin{footnotesize}
\begin{enumerate}
\item Improving Regional and Rural Development for Inclusive Growth in Egypt, Hafez Ghanem, Global Economy and Development, Brookings, Working Paper 67, January 2014,
\item http://www.ruralpovertyportal.org/web/rural-poverty-portal/country/home/tags/egypt
\item The Status of Poverty and Food Security in Egypt: Analysis and Policy Recommendations, Preliminary Summary Report, 2013, the World Food Programme
\item Health Issues Survey 2015, Ministry of Health and Population Cairo, Egypt El-Zanaty and Associates Cairo, Egypt The DHS Program ICF International Rockville, Maryland, USA
\end{enumerate}
\end{footnotesize}
Education is key to improving women’s access to their rights as citizens, including their opportunities in the public sphere. Moreover, gains realized in girls’ education contributes to reducing discrimination against them.\textsuperscript{16} Egypt has made significant strides in this respect reaching gender parity in primary and secondary school enrollment and is on track to doing so with regards to enrollment in tertiary education. Enrollment rates for primary school show 96% of females compared to 98% of males. In addition, 85% of females are enrolled in secondary school compared to 86% of males, and 31% of females are enrolled in tertiary education compared to 35% of males.\textsuperscript{17} However, disparities remain in literacy between women and men, with more women unable to read and write than men. The literacy rate is 65% for females and 82% for males.\textsuperscript{18}

A main impediment to women’s participation as a contributor in the labour market and a beneficiary of its dividends is the type of education that women get. In 2010, the USAID commissioned a forward-looking gender assessment of its programmes in Egypt to include recommendations for the integration of gender considerations in the focus areas of the Cairo Initiative. The assessment concluded that that geographical location and cultural stereotyping affect the quality and type of education that women receive and accordingly, their opportunities in the labour market. Poor women are less likely to have access to quality education or to life leaning opportunities. They are also more bound by household and care responsibilities as well as mobility constraints, resulting in their being more likely to choose traditional education streams and to drop out from the labour market.

Political Representation and Decision Making

Since obtaining their political rights in 1954, women’s parliamentary representation has been marginal varying between 0.5% and 2.6%, except when the quota system and the proportional list system were adopted in 1979, 1984 and 2010. The gender quota is the subject of much controversy even among feminists, yet its cancellation after January 2011 in favor of a law that required political parties to nominate at least one woman on their list without stipulating their ranking resulted in only 14 women making it to the parliament which meant a regression of women’s representation to 1.97% (2% in the Lower house and 4.4% in the Upper House). The number of women in the present cabinet at 15% is a historical precedent. There are three female ministers in Egypt’s cabinet of 34 officials including the prime minister. There is one recently appointed female governor in the governorate of Beheira, one of the hotspots targets of the project, one recently appointed mayor in the village of Kom Boha, Assuit, Upper Egypt; and, only 6 female district chiefs nationwide in Cairo, Sharqeya, Gharbeya, Alexandria and Port Said.

Economic Participation

The Central Authority for Public Mobilization and Statistics (CAPMAS) statistics for 2016 indicate that although unemployment in the 15-64 age range has decreased slightly to 12.7%, compared to 12.8% in Q4 of 2015, the unemployment rate for young people in the age range 15-29 age is 27.3%. Recent CAPMAS statistics confirm that the rate of unemployment for young males is 21% compared to 46.8% for young women. Unemployment is more prevalent among the educated, and more so in the case of

\textsuperscript{16} Somaya Ahmed Aly Abdel Mowla \textit{Education and economic Empowerment of Women in Egypt} The American University in Cairo, Social Research Center Working Paper #002
\textsuperscript{17} The Global Gender Gap Report 2015, The World Economic Forum
\textsuperscript{18} Ibid
young women than young men for whom the transition to work is easier. Unemployment rates are higher in cities and in urban governorates (16.1%) than in rural areas (10.9%).

Women are disproportionately represented in the informal sector where they work at lower productivity and lower paying jobs, and more young working women (28.9%) than men (14.2%) are unpaid family workers.\(^\text{19}\) The time survey recently released by CAPMAS confirms that women spend an inordinate amount of time doing unpaid work, 90% of women in comparison to 26% of respondents aged between 30 and 49 years old report doing unpaid family work. Moreover, women spent approximately 5 hours a day doing such work, compared to less than 2 hours for men. While no significant differences were found between urban and rural residents, differences were found according to age, with respondents in the age range 10-17 and those aged more than 60 years old doing less unpaid work. In this context, it should be noted that women’s participation in agricultural and farming activities is seriously underestimated. While official statistics quote their participation at about 5%, the 2012 World Development report on Gender Equality and Development indicates that 46% of Egypt’s women perform activities related to agriculture and farming, mostly as unpaid workers.\(^\text{20}\)

Concerning paid work in the formal sector, the survey revealed that the percentage of males was twice that of women and that there was little variation between urban and rural residents. The only variation noted was in the hours of work, which were longer in urban than in rural areas and in both cases were slightly longer for males—approximately one hour more than for females. The Global Entrepreneurship Monitor (GEM) Report 2015/16 indicates that approximately 7.4% of the adult population in Egypt aged 18-64 are self-employed, only 2.2% of these are women, and those are mostly motivated by subsistence needs.\(^\text{21}\)

**Access to Resources and Services**

The 2014 Egyptian Constitution (articles 17, 18, and 19) affirms the right of all citizens everywhere to social insurance, pension funds, health services and education. In addition, to these basic services the state provides a number of other services that enable citizens to exercise their citizenship rights and to participate in the development of their communities. Some of these services are provided through citizen service centers (CSCs) as well as through government e-portals. The provision of citizen responsive public services has been a long time concern of the GOE. However, despite the reforms introduced over the past ten years, the breadth and quality of public services provided to citizens remains lacking, with problems of access and quality felt more acutely by residents of rural areas and women.

**IV. Legal and Administrative Framework Protecting Women and Protecting Gender Equality**

\(^{19}\) Labour Market Transitions of Young Women and Men in Egypt, Ghada Barsoum, Mohamed Ramadan and Mona Mostafa, ILO-Master Card, Youth at Work (YAW) publication series number 16, 2014

\(^{20}\) The Global Entrepreneurship Monitor (GEM) Report 2015/1

\(^{21}\) Gender Equality and Development, World Development Report, the World Bank 2012
The 2014 Egyptian Constitution was hailed by human rights and women groups as being the best that Egypt has ever had. From a gender standpoint, the Constitution’s emphasis on citizenship and equal opportunity (articles 8 and 53) and the clear language on issues of discrimination and violence against women were praised. Article 11, is critical as it sets forth the obligations of the State towards women as follows: “The State shall ensure the achievement of equality between women and men in all civil, political, economic, social, and cultural rights in accordance with the provisions of this Constitution. The State shall take the necessary measures to ensure the appropriate representation of women in the houses of representatives, as specified by Law. The State shall also guarantee women’s right of holding public and senior management offices in the State and their appointment in judicial bodies and authorities without discrimination. The State shall protect women against all forms of violence and ensure enabling women to strike a balance between family duties and work requirements. The State shall provide care to and protection of motherhood and childhood, female heads of families, and elderly and neediest women.”

The Egyptian Constitution was also explicit in its commitment to take the necessary measures to preserve it and ensure that every citizen lives in a sound environment (Article 46). Last but not least, Article 214, reaffirms the mandate of national councils including the NCW as follows: “These councils have legal personalities and enjoy technical, financial and administrative independence. They are to be consulted with regards to draft laws and regulations pertaining to their affairs and fields of work.”

In the same Article, the Constitution granted the Council the right to “report to the public authorities any violations pertaining to its field of work.”

Notable progress has been achieved in translating these constitutional articles in legislations. To start with, in 2014 a new law was issued amending article 306 A in the penal code to criminalize harassment in the form of words, gestures, and actions expressed in person or through other means of communication. Further, the National Strategy to Combat Violence against Women was also launched in 2015. The five years Strategy relies on 12 protocols signed between the NCW and numerous ministries, specialized national councils, and CSOs. The NCW is currently lobbying for legislations that adequately addresses this scourge. Moreover, stringer penalties for female genital mutilation (FGM) have been approved by Egypt’s parliament in 2016. FGM was first criminalized in 2008 but was treated under Article 242 (bis) as a misdemeanour with a prison sentence imprisonment for between three months and two years on practitioners who commit the offense. The amended article punishes perpetrators of this crime with a period of imprisonment of between five and seven years and up to 15 years if the act results in the death or deformity of the victim.

Prior to 2011 Equal Opportunities Units (EOUs) were established in every ministry. These EOUs are directly affiliated to the ministers' office. Their main function is to address any discriminatory employment practices against women, and mainstream gender considerations within the mandate and programs of the Ministry. Since 2011, these EOUs have been largely inactive; however, by virtue of the 2014 Constitution’s renewed mandate to the NCW, the EOU are being reactivated in the various Ministries, including in the Ministries relevant to the subject of this proposal.

Finally, in the context of addressing climate change, the GOE recently established units within the different Ministries. The anticipated level of cooperation with the Ministry’s EOUs is still not apparent.

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22 The amended Constitution of the Arab Republic of Egypt, January 2014
23 Ibid
V. Gender issues in response to the projected climate induced coastal flooding risks in Egypt’s North Coast

The stakeholder engagement part of this annex (section VI) lists the specific issues and difficulties that women face in responding to the adverse impacts of climate induced rising sea levels, and provides recommendations. An additional annex to this proposal shows the full results from the stakeholder consultations outlining the human security threats that affect women as a result of climate change.

VI. Recommendations

Gender analysis

The gender analysis undertaken at the onset and design of this project serves as an entry point for gender mainstreaming throughout implementation. Stakeholder consultations at macro and Meso level took place on the 25th of May 2016 on the premises of the Ministry of Water Resources in Giza. Results from the consultations are detailed below in the Stakeholder Engagement section and Gender Action Plan and are included in full as an additional annex to this proposal.

The gender analysis, through stakeholder engagement and consultation enabled:

- Engagement, development and input into the design of the ‘Enhancing Climate Change Adaptation in the North Coast and Nile Delta Regions in Egypt’ project and the approach to move forward;
- Demonstration of the need and value of collecting gender-disaggregated data and developing gender sensitive indicators to establish a baseline in which to measure improvements and identify areas of focus; and,
- Formulation of actionable recommendations to incorporate into the Gender Action Plan.

Project design and implementation

Addressing gender dimensions within the project design and implementation, this proposal works to identify and integrate interventions to provide gender responsive and transformative results. As women are key players in managing basic household resources, as care takers, as well as participants in income generating activities, this proposal seeks to address the cultural, the physical, as well as the information and capacity related obstacles preventing women from being actively engaged in, supporting, promoting and maintaining the mitigation and adaptation solutions that the project will be implementing, i.e. “Involving them in the transformation agenda.”

It is recommended that the project design will take into consideration gender and social inclusion implications including the level of awareness and accordingly commitment and accountability of macro and meso level stakeholders to ensuring the equitable participation by women and other vulnerable groups in climate resilience processes.

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25 Women: Key Players in Climate Change
http://www.eoi.es/blogs/imsd/women-key-players-in-climate-change
Based on the above, the following recommendations are proffered:

- To conduct micro level consultations in the hotspot governorates ensuring that all segments of the population, including women, youth, the elderly and the disabled are equitably represented.
- To develop a communication campaign and awareness raising messages in relation to gender and social inclusion mechanisms that are contextually relevant to the subject of climate change while being both culturally and gender sensitive.
- To involve the national gender machinery as main stakeholder and ensure engagement between NCW, the EOUs and climate change units in the relevant Ministries.

During project implementation, qualitative assessments will be conducted on the gender-specific benefits that can be directly associated to the project. This will be incorporated in the annual Project Implementation Report, Mid-Term Report, and End of Project Evaluation Report. Indicators to quantify the achievement of project objectives in relation to gender equality will include men and women who had access to affordable solutions, number of men and women employed from the jobs created by the project, number of women and men who were trained, knowledge management and information dissemination.

Stakeholder Engagement

The stakeholder consultations and engagement of women’s organizations promote gender equality at the local as well as the national level. Consultations with parliamentarians both male and female as well as with local authority representatives, both male and female took place on the 25th of May 2016 on the premises of the Ministry of Water Resources in Giza.

Specific issues raised include:

- Women perform both on-farm and off-farm agriculture and animal husbandry activities for subsistence and commercial purposes.
- Women (especially the poorer) are employed in construction from home – producing weed fences, which means that it is a source of income for their households, which should not be depleted because the project is opting for the alternative pathway for risk reduction in lieu of the baseline pathway that involves more extensive construction.
- Women from fisher households support the production and maintenance of nets, also a source of income, which should be considered in case there are restrictions in accessing the beach.

Monitoring and evaluation

Through onset analysis, data has been collated to establish a baseline. This data shall be monitored against the baseline throughout implementation and evaluation. The analysis identified the differences between men and women within at-risk populations. In order to monitor and evaluate progress of the project, the following indicators will be used:
Quantitative outcomes:

- Number of women including female-headed households and disabled included in project consultations
- Number of women including female headed household engaged in adaptation and resilience activities;
- Number of women who report improved livelihoods and ability to meet basic needs as a result of involvement in project activities and employed through the contracting scheme
- Number of financial and business development instruments/service providers targeting women in project hotspots
- Number of women reached by project related capacity development activities and awareness raising

Qualitative outcomes:

- Contribution to self-esteem and enhanced bargaining/decision making power within community and households as reported by women
- Time-saving for women as a result of lower hours in labour required for agricultural and water management practices prior to the implementation of the project as reported by women
- Involvement in community affairs as a result of the engagement of women in adaptation, resilience and other project –related activities
- Awareness of the economic and social impacts of climate change as reported by women
- Access to income generating opportunities and productive resources as reported by women and as evidenced by enterprises established by women.