

# Gender Assessment

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## **FP026: Sustainable Landscapes in Eastern Madagascar**

Madagascar | Conservation International Foundation | B.14

May 4, 2022



**GREEN  
CLIMATE  
FUND**

**SUSTAINABLE LANDSCAPES IN EASTERN MADAGASCAR**

# **GENDER ASSESSMENT AND ACTION PLAN**

Updated version (2019)

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## Introduction

### Overview of the project

The *Sustainable Landscapes in Eastern Madagascar* (SLEM) Project objective is to apply to implement sustainable landscape measures to increase the resilience of smallholder farmers, reduce GHG emissions from deforestation and make climate-smart investments in agriculture and renewable energy. The Project seeks to improve smallholder's adaptation capacity through improving sustainably their agricultural production for food security and to improve their access to market opportunities and green energy sources. The Project is implemented primarily in the landscapes of the Ambositra Vondrozo Forest Corridor (known by its French abbreviation, COFAV) and the Ankeniheny-Zahamena Forest Corridor (known as CAZ), respectively in south-central and eastern Madagascar. To support these efforts and achieve the Project objectives, private sector for-profit investments in climate mitigation and adaptation activities will be made through an Investment Fund. These investments will be made in additional landscapes to be identified during the Project. Other zones will also be identified jointly with the Agency for Rural Electrification (ADER) for the implementation of renewable energy activities (outcome M6.0).

### The Gender Assessment and Action Plan

This is the updated version of the Gender Assessment and Action Plan (GAAP) of SLEM. The GAAP is the roadmap for integrating gender into Project and provide an assessment of gender situations in the targeted area and identify potential gender issues and potential gender mainstreaming opportunities. The objective is to ensure that both men and women are equally participating and benefit from all Project's activities, according to CI and GCF's gender policies and principles. The document was developed through a desktop review of relevant documents and studies and field investigations within the Project's area.

### Structure of the GAAP

The GAAP is divided into five sections:

- The first section provides an overview of gender situations and inequalities in the country, focusing mainly on project's themes
- The second section assess the administrative and legal framework related to gender and women's rights promotion in Madagascar
- The third section analyzes specific opportunities and potential impacts for men and women participation in project's activities
- The fourth section presents general recommendations for the Project to consider gender dimension during the implementation phase
- The final section proposes an action plan which list a series of actions and activities to be implemented for a better gender mainstreaming in this Project.

## The state of gender in Madagascar

Madagascar holds good positions in many global and African rankings for gender equality and equity. However, international indicators are not representative of real situations in the country. Due to the persistence of traditional norms and stereotypes that encourage men, significant gender gaps remain. The following subsections explore gender inequalities in some sectors related to the project themes.

### Gender, literacy, and education

Gender dimension is not very prominent in terms of literacy gaps in Madagascar (World Bank, 2014). Males are slightly more literate than female, but the differences are not statistically significant: 2018's rates are 77.28% for men and 72.38% for women (UNESCO, 2018). Place of residence (urban vs rural) and level of income are making clearly more marked differentiations: 40 percent of rural people are illiterate versus only 9.1% of urban population, and 67.4% of the population in the poorest quintile are illiterate versus 5.8% in the wealthiest quintile (Mingat, Ndem, & Seurat, 2013). However, women generally have fewer years of schooling compared to men (AfDB, 2016; INSTAT, 2011). A survey conducted in COFAV in 2014 revealed that 3/4 of women interviewed only attended primary school for a few years (CI & CONFORME, 2019).

### Gender and time-use

Many studies show that women spend more than half of their daily time to perform domestic tasks (World Bank, 2014; AfDB, 2016; USAID, 2016) including water fetching, cooking, laundry washing and childcare. Time-use surveys from a USAID gender analysis in the east, southeast, and southwest found that women spend approximately four times as many hours on household activities compared men (USAID, 2016). Men very rarely perform domestic tasks, which are viewed as women's duties according to traditional stereotypes and spend major part of their time on activities that provide income for the household's subsistence (AfDB, 2016). Women are also performing "productive activities" such as crop farming, gardening, and livestock care and participate in addition in community activities. Coping with these competing roles is a real challenge for women, mostly for those heads of households (FHHs), and led them to a situation of time poverty (USAID, 2016).

### Gender and decision-making

Women's household decision making and access to resources is inequitable in Madagascar (USAID, 2013). According to the 2008-2009 DHS, only 33% of married and working women had primary control over their earnings (NSTAT and ICF Macro 2010). Men mostly have highest control over expenditure for all expenses beyond small routine household expenses. However, women tend to have more control over income that they earn from petty trade, poultry sales, or gardening, although income from livestock and agriculture (cash crops and food crops, particularly irrigated) falls more under the control of men (USAID, 2013). Men has also highest control over land and have the final says regarding their use and the choice of crops and agricultural technologies to apply (JICA, 2015).

At the community level, women rarely participate in community-level decision-making meetings (CI & CONFORME, 2014). However, in some cases where women do not attend or participate in community meetings, they are still actively influencing men "behind the scenes" (PSI/Madagascar, 2015). Their rate of membership in community structures such as producer groups and local forest management structures remains low. Also, while they can be members of such structures, they have less access to executive positions and have limited access to decision-making spheres (CI & CONFORME, 2014).

## Gender and agriculture

Agriculture is the main source of income for 74.3% of the Malagasy population (FAO., 2018). 76.4% of economically active women (49.1% of economically active people are women) work in this sector. Family farming, highly dependent on family labor, is the widespread form. Both men and women in the households are involved in agricultural activities while tasks that need strong physical strengths are carried out by men. Women tend to care for household gardens and subsistence agriculture, while men are more likely to engage in for-profit cash crops. Women can be involved in agricultural produce selling but men tend to have the highest control on the earned incomes. Men have also the final say about land-use and choice of agricultural technologies and own major of farming tools. Concerning livestock, no explicit gender division exists excepted for zebus, symbol of wealth, and mainly used for ceremonial activities, which are attributed to men. FHHs are more rarely practicing cash crop cultivation (Hendrik et al., 2018) and have less high-value livestock than MHHs.

## Gender, access to, and control over land

Civil laws grant equal rights to men and women, but customary laws remain the most applied in land management, mostly in rural areas (OECD , 2019). Customs regarding to land vary across regions and ethnic groups, but in most of cases, women tend to have only secondary rights (Archambault & Zoomers, 2017). In case of decease of a landowner, often land is divided among the male siblings only, or land is given back to families once a woman leaves her village (FAO, nd). In addition, in the event of a divorce or death, women are only afforded 1/3 of the common property, and in some cases a wife may not receive anything at all (Archambault & Zoomers, 2017). Hence, the average area owned by FHHs (1 hectare) is almost the half of that MHHs possess (1.9 hectares) (INSTAT, 2011), and FHHs own generally marginalized lands.

## Gender, poverty, and food security

About a fifth of households are headed by women (20.4%), who are mostly widowed, divorced, or separated. Incomes of FHHs are significantly low compared to those of MHHs and their per capita consumption is almost the half that of MHH (World Bank, 2014). In 2010, the average agricultural annual income of FHH is 557,000 MGA versus 1,000,000 MGA for (INSTAT, 2011). FHHs cultivate just over half the acres of land than MHHs cultivate, practice fewer number of crops, and possess 3 to 4 times fewer large far animals as well as close to two times fewer small farm animals (INSTAT, 2011). More than forty percent of smallholder farmers are in a situation of chronic food insecurity (WFP, 2013) while FHH are more prone to food precarity owing to their limited access to factors of production, less crops diversification, low agriculture production, and poor access to markets.

## Gender, forest, and natural resources

Madagascar's forests are a valuable resource for rural populations. They provide essential materials for housing, fuelwood for cooking, medicines for adequate healthcare and a source of food for diverse food (Randrianarivony et al. 2017; Borgerson et al. 2018). Collect of wood for cooking and timber for construction is men's responsibility, while the collection of traditional medicinal plants is predominantly a female activity (Golden et al. 2016, Borgerson et al., 2018). Men may in addition practice opportunistic hunting (using hunting pursuits methods and passive snare trap (Reuter et al., 2016; Borgerson et al., 2018).

However, although people benefit from forest resources, deforestation remains a serious problem and constitutes the main cause of climate change effects exacerbation in the country (AfDB, 2016). Rural populations are involved in forest and natural resources management through local forest management structures (VOI/COBA, KASTI). However, women's membership in these structures remains low and executive positions are generally occupied by men (CI and Conforme, 2014).

## Gender-based violence

A third of women (32%) interviewed during an USAID's survey thought that a husband is justified in beating his wife for at least one of the following reasons: she burns the food, she argues with him, she goes out without telling him, she neglects the children, or she refuses to have sexual intercourse with him (USAID, 2013). began (INSTAT and ICF Macro 2010). In 2014, 30% of women across Madagascar, or 3 in 10 women, said they had experienced at least one of the four types of violence while 8% of them suffered from 2 types of violence. According to a survey conducted by INSTAT in 2014, 30% of women across Madagascar, or 3 in 10 women, said they had experienced at least one of the four types of violence while 8% of them suffered from 2 types of violence. some of targeted regions has highest prevalence of GBV, such as Alaotra Mangoro (33%) in CAZ and Vatovavy Fitovinany (43) in COFAV.

## Legal and administrative framework

Madagascar has a legal and administrative framework conducive to the promotion of gender equality, which explains the country good rankings according to international indexes, despite the persistence of significant gender gaps as mentioned in the above section. In addition to adhering to most of the international conventions, the country has adopted several laws promoting women's rights and has a functional institutional mechanism for the promotion of gender.

## International instruments ratified / signed

The country has ratified or signed many international and regional conventions or protocols regarding women's rights and gender equity, namely:

1. The Convention on the Elimination of All Forms of Discrimination against Women (1988),
2. The Beijing Declaration, and its action plan (1995),
3. The Southern African Development Community Protocol on Gender and Development,
4. The United Nations (UN) Security Council Resolution 1325 on Women, Peace and Security (2000).

More recently, the country adhered to the global agendas on gender equality and women empowerment in all spheres of life, through:

- The Political Declaration of the Commission on the Status of Women at its 59th session on Beijing + 20 and that of the International Organization of La Francophonie (March 2015),
- The Global Goals where these questions are essential aspects for the vision of the 2030 Agenda (September 2015),
- The Agenda 2063 of the African Union which recognizes the role of women, girls, and young people in the achievement of the related objectives while inviting Africa to act in favor of women and girls and,
- The Gender Policy and Strategy of the Indian Ocean Commission (January 2016).

In 2016, the Declaration of Antananarivo at the end of the XVI Summit of the Heads of State of "La Francophonie", materializes its previous commitments on women, girl and young people (especially young women) particularly concerning development, trafficking, human beings, education, training, the environment, entrepreneurship, employment and the representation of women in decision-making bodies, for "shared growth and [un] sustainable and responsible development".

## National laws on gender equality and protecting women rights

The country has a juridical arsenal that protect gender equality and promote women right. The 2010 constitution reaffirms the equality of men and women before the law. Several national laws promote gender

equality and protect women rights in access to land and assets (Law on Estate, wills, and donations, 1968; The new land policy, 2005; Law on marriage and matrimonial status, 2007). Some laws were also revised to be less discriminatory against women such as the Labor code which henceforth prohibits discrimination based on gender (Article 64, 2004), the Law on Marriage and Matrimonial Regimes which increase the legal age for marriage to 18 years old, allow both spouses to own individual property where they are entitled to administer without interference, and allow each spouse to administer joint property acquired during the marriage, which was before a right that was exclusively held by men. In addition, a new law related to fight against Gender-Based Violence was adopted and provides severe penalties for perpetrators of GBV (Law n°2019-008).

## Policy and strategical framework for gender equity promotion

Since the beginning of the 2000s, political efforts in favor of gender equality have been noted, in particular through revision of legislation and adoption of less discriminatory laws and the development of a National Policy for the Promotion of Women (“Politique Nationale pour la Promotion des Femmes”, PNPF). This policy aims to reduce disparities between men and women and aimed to: (i) Improve the income and economic status of women (especially rural women and women heads of household) (ii) Increase the level of education and training of women and girls, (iii) promote rights to health and reproductive rights, (iv) strengthen the participation of women in decision-making processes and (v) improve institutional mechanisms related to gender equality. Nevertheless, the recurrent socio-political crises in the country have limited the true integration of gender into institutional mechanisms and public policies and its implementation plan covers only the period 2004-2008.

In 2016, the country has also launched a National Strategy for Fight against GBV (SNLVBG) for 2017-2021, with its action plan. The aim of this National Strategy is to contribute to reducing the prevalence of gender-based violence (GBV) and its general objective is to provide actors with a reference document to lead actions to prevent and respond to GBV in a coordinated and effective manner. However, although the country has policy and national programs related to Climate Change, those are not sufficiently considering gender in their orientation (AfDB, 2016). This neutrality is partially due to lack of studies and data that highlight differentiated impacts on men and women (World Bank, 2011).

## Institutional mechanism

The Ministry of Population, Social Protection and Promotion of Women (“*Ministère de la Population, de la Protection Sociale et de la Promotion des Femmes*”, MPPSPF) leads the implementation of policies, strategies, and national programs for the promotion of gender. Since 2015, the ministry has dedicated Gender Mainstreaming to an attached structure, and the coordination of specific actions for women at the General Directorate for the Promotion of Women (DGPF). The Ministry has regional (directorates) and sub-regional (district level) branches which represent this structure at regional and districts level. In addition, with the support of its partners, the Ministry has set up “*Trano Aro Zo*” offices in some localities (mostly in urban and peripheral areas) which provide, among others, counselling and support to women victims of domestic and gender-based violence.

Civil society organizations (OSCs), including international and national NGOs and associations, are also having an increased role in advancing gender equality in Madagascar (AfFD, 2015). Through their interventions in various sector (water and sanitation, governance, education, health, agriculture, food security, governance, etc.), they act to stimulate action and challenges related to gender equality / equity and collaborate with the Government as well as private sector. OSC’s networking with sub-regional, regional, and global movements is making remarkable progress and have positive impacts on gender equality in the country (AfDB, 2005).

## Gender within the project

This Project is mainly targeting smallholder farmers who are among the most vulnerable categories of population to climate change in Madagascar. These households mainly practice small-scale subsistence farming on small areas of land available to them and have very limited access to capital and market. They also use mostly traditional techniques which generate low yields and their production just allow them to subsist (self-consumption). Increased rainfall variability and reduction of annual precipitation are highly impacting their level of production and higher occurrence of droughts and floods moreover often significantly destroys their crops. Destruction of ecosystems due to deforestation and other harmful practices exacerbate the situation even more.

The Project will reduce high vulnerability of these targeted smallholder by improving their agricultural production through promotion of improved agricultural techniques and enhancement of access to stress-tolerant and high-yielding inputs as well as adequate tools. The increase of agricultural production resulting from these activities will improve nutrition, food security and well-being beneficiaries' households, while activities aiming to improve smallholders' access to market opportunities will in addition increase their income. Moreover, improvement of local forest management as well as reforestation and forest restoration activities will improve mitigation of climate change at the level of vulnerable communities.

### Gender-differentiated impacts of climate change

Both men and women among smallholder farmer households targeted by the project are seriously affected by the effects of climate change. However, impacts on women, especially female household heads, seems to be worse than those on men. Field investigations revealed that women's work burden has increased due to water scarcity, food shortage and low availability of fuelwood (collecting water and often collecting firewood are tasks assigned to women and girls). Also, cases of gender-based violence (of various forms) perpetrated by men on women tend to increase in the face of harsh living conditions. Moreover, female-headed households are more exposed to risks of food insecurity because they produce less due to their poor access to land, labor, agricultural technologies, and capital. Statistics related to impacts of climatic hazards on the beneficiaries' crops show in addition that damages observed on women's farms is significantly greater than that reported by men. Studies reveal that this is due in part to the poor diversification of crops on women's farms (the average number of crops cultivated by FHHs is lower than by MHHs) and an unequal distribution of land (women often only have access to marginal land).

### Women and men participation opportunities and potential impacts

This Project recognize these differentiated vulnerabilities and impacts of climate change on women and men and has the potential to significantly improve both male and female smallholder farmers' capacity to adapt and respond to climate change and support their families to be more resilient to economic changes. Through stakeholders and gender-sensitive public consultations, socio-economic as well as and gender analysis, gender-dimension was incorporated into the project since the designing phase. All project's activities were consequently tailed to foster equal participation of both women and men in all their stages and offer them equal opportunities to improve their adaptive capacity and to mitigate climate change effects on their livelihoods (this document is part of the resources that will help the implementation team to ensure this equal participation throughout the life of the project). The table below establishes a list of opportunities for both women and men to participate and benefit from the project and provide an assessment of potential impacts from participation.

**TABLE 1: ANALYSIS OF PARTICIPATION OPPORTUNITIES TO ACTIVITIES AND POTENTIAL IMPACTS FOR MEN AND WOMEN**

Project's outcome	Key activities	Who can participate?		Potential impacts from participation	Who can be impacted?	
		M	W		M	W
Strengthened adaptive capacity and reduced exposure to climate risks (A7)	Training on EbA and CSA techniques	X	X	<ul style="list-style-type: none"> <li>Increased skills, knowledge, and access to extension services</li> <li>Increased income and better food security</li> <li>Decreased vulnerability to climate change effects</li> </ul>	X	X
				<ul style="list-style-type: none"> <li>Increased productivity of few lands owned (Female-headed households)</li> <li>Enhanced agency (confidence, self-esteem, aspirations, and capabilities) and empowerment</li> </ul>		X
	Implementation of CSA microprojects	X	X	<ul style="list-style-type: none"> <li>Access to high stress-tolerant and high-yielding crop varieties</li> <li>Increased production / productivity</li> <li>Increased income and better food security</li> <li>Decreased vulnerability to climate change effects</li> <li>Enhanced agency and empowerment</li> </ul>	X	X
				<ul style="list-style-type: none"> <li>Enhanced agency</li> <li>Empowerment</li> </ul>		X
	Promotion of cooperatives and access to market (value chain)	X	X	<ul style="list-style-type: none"> <li>Increased income through selling agricultural production</li> <li>Better financial access to food, healthcare, and other services</li> </ul>	X	X
<ul style="list-style-type: none"> <li>Enhanced agency</li> <li>Empowerment</li> </ul>					X	
Community-based disaster and risks management (including contingency plan development and their implementation)	X	X	<ul style="list-style-type: none"> <li>Increased resilience to climate change and extreme weather events impacts (include adaptation capacity and recovery abilities)</li> </ul>	X	X	
			<ul style="list-style-type: none"> <li>Integration of women's "practical gender needs" and "strategic gender interests" in disaster and risk management</li> </ul>		X	
Strengthened awareness of climate threats and risk-reduction processes (A8)	Diffusion of climate-related information	X	X	<ul style="list-style-type: none"> <li>Maintaining of agriculture productivity through decisions based on weather and climate forecasts</li> </ul>	X	X
				<ul style="list-style-type: none"> <li>Less crop destruction due to extreme weather events</li> </ul>	X	X
Strengthened institutional and regulatory systems for climate-responsive planning and development (A5)	Promotion of climate change mainstreaming in local and regional development plans	X	X	<ul style="list-style-type: none"> <li>Better consideration of climate change in local and regional development plans and its repercussions</li> </ul>	X	
				<ul style="list-style-type: none"> <li>Integration of women's practical gender needs and strategic gender interests in local and regional development plans</li> </ul>		X
Increased number of low emission power suppliers (M6)	Promotion of renewable energy sources (including fuel and electricity sources)	X	X	<ul style="list-style-type: none"> <li>Access to employment opportunities (through jobs created under this activity)</li> <li>Better quality of life in general (access to lighting facilities, etc.)</li> </ul>	X	X
				<ul style="list-style-type: none"> <li>Better health: use of fuelwood and charcoal have impact on health and women are highly exposed (cooking)</li> <li>Decreased work burden (less need to collect fuelwoods)</li> </ul>	X	X
Improved management of land and forest contributing to emission reduction (M9)	Community-based forest management	X	X	<ul style="list-style-type: none"> <li>Better control of forest and natural resources</li> <li>Better mitigation of CC effects</li> </ul>	X	X
	Reforestation and forest restoration	X	X	<ul style="list-style-type: none"> <li>Reduction of erosion risks and their impacts on agricultural plots</li> <li>Better mitigation of CC effects</li> </ul>	X	X
				<ul style="list-style-type: none"> <li>Reduction of work burden due to increase of availability of raw materials for crafts and medicinal plants</li> </ul>		X

## General recommendations

Equal gender involvement in this Project is challenging in face of many constraining features for women's participation such as time poverty low literacy rates and poor access to information, limited access and control over land, poor access to capital, low ability to participate in community structures and decision processes. Mitigation measures for each of these constraints are proposed in the table below. Project's staff are in addition encouraged to identify during the project's life better strategies and tactics to increase women's participation and reduce gender inequalities.

**TABLE 2: CONSTRAINTS FOR WOMEN PARTICIPATION AND GENERAL RECOMMENDATIONS**

<b>Constraints and barriers for women's participation</b>	<b>General recommendations / Mitigation measures</b>
<b>Time poverty Competing priorities</b>	<ul style="list-style-type: none"> <li>• Ensure activities are sensitive to women's time and mobility constraints</li> <li>• If possible, divide activities into some steps to reduce time required for one day</li> <li>• Provide childcare service during women's participation in activities such as trainings or meetings</li> </ul>
<b>Low literacy rates</b>	<ul style="list-style-type: none"> <li>• Consider low level of literacy of women in conception of training modules and materials (prefer materials with less written information and use illustrations)</li> <li>• Prefer unwritten communication supports and channels (radio spot, discussion groups, video, etc.)</li> <li>• Use print materials that includes related pictures with minimal text</li> <li>• Encourage women's participation in literacy programs organized by other promoters (available in some areas)</li> </ul>
<b>Poor access to information</b>	<ul style="list-style-type: none"> <li>• Consider communication channels accessible to women (sensitization sessions during community meetings, discussion groups, etc.)</li> <li>• Promote information exchange platforms targeting both men and women</li> </ul>
<b>Low access to and control over land (as well as other assets)</b>	<ul style="list-style-type: none"> <li>• Promote agricultural techniques, stress-tolerant and high-yielding varieties of crops allowing to produce more with less land</li> <li>• Invite both men and women in meetings to identify CSA activities to ensure that men are informed of the agricultural land needs for these activities</li> </ul>
<b>Low ability to participate in community structures and decision processes</b>	<ul style="list-style-type: none"> <li>• Work with women producer's groups considering that women are more comfortable when they discuss or work with other women</li> <li>• Facilitate women's ability to participate in producer and agribusiness associations (i.e. facilitate membership procedures, etc.)</li> <li>• Invite both men and women in community meetings and ensure meetings are in places women are more likely to be able to attend</li> <li>• Ensure that a minimum percentage of women is attained among participants before starting a community meeting</li> <li>• Encourage women's participation in executive functions in community-based structures such as VOI and producer's association</li> </ul>

### SPECIFIC RECOMMENDATIONS FOR THE CASE OF GBVS

In addition to these, given the high prevalence of domestic and gender-based violence in some of the targeted areas, which could compromise women's participation and benefits from the project, it is highly recommended to think about how to deal with case of GBVs. The establishment of gender focal points at community level is one of good practices identified by some development agencies and projects in Madagascar (ex: USAID/FFP projects). Chosen from community members, these PFMs may play for instance, among other things, the role of interlocutors between women and local authorities in the event of GBV case reporting.