
Gender Assessment

FP135: Ecosystem-based Adaptation in the Indian Ocean – EBA IO

Multiple Countries | AFD | B.26/02

08 October 2020



**GREEN
CLIMATE
FUND**

Annex 8. Gender Assessment and Programme-level Action Plan

Programme title: Ecosystem-based Adaptation in the Indian Ocean ('the Programme')

Programme Duration: 10 years

Accredited Entity: Agence Française de Développement (AFD)

Executing Entity: Critical Ecosystem Partnership Fund (CEPF)

Document Date: 1 April 2020 (Gender Action Plan budget file, which had previously been a separate document, was added as Appendix 4 on 28 May 2020)

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1. Introduction

1.1 The Proposed Programme

Like all island developing states, the four Programme countries (Comoros, Madagascar, Mauritius, and Seychelles) are extremely vulnerable to climate change. Their populations, agricultural lands and infrastructure are highly exposed to climate change because they tend to be concentrated in coastal zones where sea-level rise and increased frequency and severity of extreme weather is most damaging. All the Programme countries report recent climate change such as increased temperatures, rainfall changes, sea-level rise and increasing ocean acidification. Climate models, even under the most optimistic scenarios, project that existing changes are going to become more pronounced in the future, putting people, infrastructure, agriculture, natural ecosystems and people's livelihoods at risk. Increased air and sea surface temperatures, changes to seasonal rainfall and increased numbers of extreme weather events including both droughts and flooding are expected. Cyclones are already a significant threat to life and assets and are expected to intensify.

While the combined effects of projected climate change mean that many people are at risk, the populations and economies of the Programme countries are highly dependent on natural resources and therefore ecosystem services. However, the natural ecosystems that provide these services are already under severe threat from human activities in all the Programme countries, which are within a *biodiversity hotspot* – a region of high biodiversity importance but with extremely threatened natural ecosystems. As a consequence, the resilience and ability of ecosystems to provide essential ecosystem services necessary for people to adapt to climate change is diminished, further exacerbating climate change vulnerability. The most significant impacts are expected to include: decreased provision of freshwater due to degraded watersheds; increased flooding due to conversion of ecosystems that provide natural flood regulation; loss of coastal protection due to damage to coastal ecosystems such as mangroves and coral reefs; declines in the productivity of fisheries due to loss of nursery habitats; and decreased agricultural production due to heat stress and drought.

Ecosystem-based Adaptation (EbA) measures have been identified as high priorities in the climate change strategies of all the Programme countries. EbA encourages conservation, improved management and restoration of ecosystems to provide the essential services that people need to adapt to climate variability. However, beyond a few pilot projects, financing for EbA is currently insufficient in the Programme countries despite the urgent need and opportunity to scale up EbA action. While there has been a focus on strengthening government programmes to address climate change impacts, there has been less attention on harnessing the capacity of civil society to address these challenges. Despite their potential to play an effective role in addressing EbA, CSOs are typically under-utilized, under-valued and under-financed by development actors.

In this context, the Programme will provide specific funding for EbA through the Critical Ecosystem Partnership Fund (CEPF) to mobilize Civil Society Organizations (CSOs). CEPF was established in 2000 as a mechanism to enable CSOs to support conservation of critical ecosystems within biodiversity hotspots. CEPF is a joint initiative of AFD, Conservation International, the European Union, the Global Environment Facility, the Government of Japan and the World Bank. Since inception, CEPF has granted more than USD 232 million for biodiversity conservation to over 2,300 CSO grantees in 24 biodiversity

hotspots. CEPF currently funds biodiversity conservation actions in the four countries of the biodiversity hotspot and so there is an immediate opportunity to use its existing CSO networks to address climate change issues at scale.

The goal of the Programme is to reduce the vulnerability of island populations by securing the critical ecosystem services they need to be resilient to climate change. The Programme will use tried-and-tested tools and methodologies that CEPF has developed over the last 20 years, including tools to mainstream gender into CEPF's grant-making, for strengthening and engaging civil society actors in ecosystem conservation. CEPF's current model, which prioritises biodiversity conservation, will be modified to direct investments to geographic and thematic areas of highest priority for EbA. The Programme will work through CSOs, help to build their capacity and help them develop partnerships with the private and public sector. The Programme includes a component to achieve long-term sustainability and encourage replication of best EbA practice. The Programme has three components:

Component 1: Developing strategic plans for EbA in the small island biodiversity hotspot that are well aligned with national climate change strategies;

Component 2: Supporting EbA activities through grants to CSOs;

Component 3: Ensuring long-term sustainability and replicating success through knowledge products and tools for EbA.

The Programme is expected to make a significant contribution to the climate change and sustainable development strategies of the Programme countries by increasing resilience and reducing the vulnerability of ecosystems and people. High level impacts of the Programme that are expected include: decreased vulnerability for at least 698,000 people (50% female and 50% male) through access to more resilient ecosystem services and livelihood options; restoration or improved management of at least 1.89 million hectares of coastal and terrestrial ecosystems that play critical roles in ecosystem service provision; and increased capacity of at least 25 CSOs, thereby enabling them to make further contributions to EbA.

1.2 AFD's Approach to Gender Equality

AFD has built experience and expertise on integrating gender objectives to financed projects, through a specific approach tailored to the stakes of each project and to the needs of beneficiaries and project partners. Such approach is developed below. In 2013, AFD launched its own strategy process through its 2014–2017 Transversal Integration Framework on gender and the reduction of gender inequalities. This gender policy aims to promote equal opportunities for men and women and to improve the efficiency and sustainability of operations financed by AFD, through three main operational priorities: - Preventing gender inequalities in AFD operations; - Promoting gender equality as one of the objectives of the interventions; - Supporting the evolution of society on gender issues. To promote AFD gender approach and to encourage better integration of gender in the project cycle, AFD gender strategy focuses on: 1) Developing a gender equality approach specific to AFD's intervention sectors and countries ¹; 2) Systematically integrating gender issues throughout the project cycle; 3) Assessing and building knowledge on experiences; 4) Strengthening AFD's capacities on gender issues; 5)

¹ See for an example : www.afd.fr/fr/ressources/boite-outils-genre-agriculture-developpement-rural-et-biodiversite

Building capacities of AFD's partners on gender issues; 6) Participating in debates and discussions on gender and development issues². The implementation of this strategy is based on a decentralized approach implemented within AFD teams, with a network of trained gender focal points in all AFD teams and particularly in local offices, supported by the Environmental, Social, and Sustainable Development Unit, which bears the technical expertise on gender. Such organization allows the promotion of equality in access to and control of resources and income, in participation of men and women to all project components, and in capacity building and empowerment of project beneficiaries. This approach applies to all projects financed by AFD without discrimination.

1.3 Organization of the document

This document is in two parts. The first provides a high-level assessment of relevant gender issues in the Programme countries. The second part is a Gender Action Plan for the Programme.

The gender assessment and Gender Action Plan have been informed by high-level information collected from published literature and from inputs during the stakeholder consultation for the Programme. However, it is important to note that Component 1 of the Programme includes a more detailed consultation process to develop the Programme's investment strategy that will be captured in an updated Ecosystem Profile document. As noted in the Gender Action Plan section of this document, the process of updating the Ecosystem Profile will include a more detailed gender analysis and stakeholder consultation. Ultimately the Ecosystem Profile will determine the priority EbA themes and geographical areas where the Programme will invest. Once published, CSOs will then be invited to apply for subprojects which address the eligible priorities identified in the Ecosystem Profile. The CSO applicants must then also address gender issues for their specific subproject as part of the grant application process. CEPF has developed guidance for them to do this (see CEPF Gender toolkit provided as Appendix 2 of this document). CEPF strives to integrate gender into all aspects of its programmes and, therefore, it is recommended that applicants and grantees use this toolkit when preparing an application and/or implementing a subproject.

The gender action plan references and links to existing CEPF policies and tools for gender mainstreaming including CEPF's gender policy, CEPF's Environmental and Social Management Framework, CEPF's monitoring and evaluation tools and CEPF's gender capacity tracking tool that is used to assess the capacity of Civil Society Organization (CSO) grantees with respect to gender issues. The ESMF is provided as Annex 6 and the other documents are included in CEPF's Operations Manual, which is provided as Annex 21.

² These issues are comprehensively covered in AFD's guide to integrating gender into Agriculture, Development and Biodiversity Projects/Programmes. <https://www.afd.fr/fr/ressources/boite-outils-genre-agriculture-developpement-rural-et-biodiversite>

2. Gender Assessment

With its focus on Small Island Developing States and Least Developed Countries, the Programme includes some of the most vulnerable countries in the world to climate change as well as some of the poorest. All the countries in the biodiversity hotspot targeted by the Programme (Comoros, Madagascar, Mauritius and Seychelles) have already reported significant impacts of climate change with increased temperatures, rising sea levels, ocean acidification, coastal erosion, flooding and droughts all being attributed to climate change. Climate change projections for the Programme countries indicate that climate change impacts will continue to get worse over the next century even under the most optimistic scenarios for cutting greenhouse gas emissions. In addition, other anthropogenic pressures on ecosystems are reducing the availability and quality of important ecosystem services, further reducing the resilience of people, often the poorest and most vulnerable in society, that depend on them.

Gender inequality remains a significant problem in the Programme countries, increasing the risks and burdens of climate change for women. In Mauritius and Seychelles, per capita national incomes are higher than the other countries and women enjoy greater equality in many aspects of society, but gender disparities remain. In Comoros and Madagascar, women are often unequal participants in decision-making, labor markets, legal processes and they face gender stereotypes due to socio-cultural norms. Women are also often poorer than men and therefore have less access to adaptation options when faced with risk events (e.g. poor crop yields, floods, droughts etc.).

Not only are women often disadvantaged in terms of human development indicators, many are also highly dependent on natural resources for their livelihoods. Women are often responsible within their households for securing water, food and fuel for cooking. Their livelihoods are therefore those that are often first and most effected by climate change. In rural areas of all the Programme countries, the different roles and responsibilities of men and women in society, and different gender norms, mean that they can be impacted by climate change in different ways. For example, in the agricultural context, women tend to care for household gardens and subsistence agriculture, while men are more likely to engage in cash generating activities. Women often therefore play an important role in sustainable resource management, which is particularly relevant for programmes/projects such as this one promoting improved environmental stewardship through Ecosystem-based Adaptation (EbA).

2.1 Gender Equality Situation analysis in the Programme countries

Delivering gender-responsive adaptation to climate change requires understanding the gender situation in each country. A first step is to explore publicly available scores and rankings from composite indices. These indices have differing methodologies, and are useful to give indicative, but not conclusive, measures of current levels of development, gender equality, poverty, and labour force participation. To this end, tables 1 and 2 below include high level statistics for the Programme countries allowing comparison of gender inequality indicators and broader human development indices (UNDP, 2018).

Two of the four Programme countries have very low scores for the Human Development Index (HDI)³. The HDI for Comoros and Madagascar rank among the lowest for any countries assessed globally. Similarly, Gross National Income (GNI) levels are low for these two countries, with some of the lowest per capita GNI in the World - as low as \$ 1,400. Globally, indicators such as the Gender Development Index (GDI)⁴ and Gender Inequality Index (GII)⁵ are not available for all the Programme countries. Also, these indicators should be interpreted with care given the challenges of collecting the necessary high-quality underlying data for calculating them in a uniform way in each country. However, the data that is available points to some differences between the Programme countries in terms of gender inequality. Further understanding of these differences can be gleaned from examining the more specific indicators on health, education, workforce participation, political representation and other measures presented in table 2.

The Madagascar and Indian Ocean Hotspot countries show a mixed picture for HDI, including two of the lowest ranked countries in the World as well as two of the highest in the Africa region (and above average globally). Similarly, GDI scores range from slightly below average (in the Comoros) to above the global average (Madagascar and Mauritius). GDI data for Seychelles is not available. Although Madagascar's HDI is very low, it also scores above the global average for GDI suggesting that gender inequality is relatively low – poverty and extremely poor human development outcomes are widespread among both women and men. In the Comoros, HDI is very low and GDI is close to the global average which is consistent with the observation that there is widespread poverty and inequality for women. By contrast, the global data for Mauritius shows relatively high HDI (ranked 65th in the World) and a high GDI reflecting that women and men have similar scores for many measures of social development. GDI data is not available for Seychelles but for the available statistics that make up HDI/GDI its scores are similar to Mauritius (see table 2).

³ HDI is a summary measure for assessing long-term progress in three basic dimensions of human development: health (measured by life expectancy), education (measured by expected years of schooling) and standard of living (measured by Gross National Income – expressed in constant 2011 international dollars converted using purchasing power parity (PPP) conversion rates). Further details available at <http://hdr.undp.org/en>

⁴ GDI was developed by UNDP to add a gender dimension to the Human Development Index. It is expressed as a ratio of female HDI to male HDI. Further details available at <http://hdr.undp.org/en>

⁵ GII reflects gender-based inequalities in three dimensions – reproductive health (measured by maternal mortality and adolescent birth rates), empowerment (measured by share of parliamentary seats held by women and secondary and higher educational attainment) and economic activity (measured by labor market participation).

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Table 1. Key Human Development Statistics and global measures of gender inequality in the Programme countries

Country	Population	CO ₂ emissions Per capita (tons)	HDI		GNI per capita 2011 PPP\$	IHD ⁶		GDI		GII Score (Rank)
	millions		Score	Rank (Trend)		Score	Inequality loss (%)	Score	Rank	
Comoros	0.8	0.2	0.503	165 (↗)	1,399	0.275	45.3	0.876	133	n.a.
Madagascar	25.6	0.1	0.519	161 (↗)	1,358	0.385	25.9	0.962	82	n.a.
Mauritius	1.3	3.4	0.79	65 (↑)	20,189	0.683	13.5	0.968	72	0.373 (84)
Seychelles	0.1	5.4	0.797	62 (↗)	26,077	n.a.	n.a.	n.a.	n.a.	n.a.

Source: UNDP 2018 Human Development Indices and Indicators ([www. http://hdr.undp.org/](http://hdr.undp.org/)). HDI: Human Development Index (rank out of 189 countries assessed); HDI trends are indicated for the period since 1999 as ↑ for rapid improvement and ↗ for slow improvement. GNI: Gross National Income per capita (expressed in 2011 Purchase Power Parity US\$); IHDI: Inequality-adjusted Human Development Index; Inequality loss: the difference between HDI and IHDI expressed as a percentage; GDI: Gender Development Index; GII: Gender Inequality Index (rank is based on 160 assessed countries)

⁶: Inequality-adjusted Human Development Index (IHDI) discounts HDI for inequalities in the average values of the three dimensions that make up HDI. The difference between HDI and IHDI can therefore be thought of as a measure of loss in human development due to inequalities in society. In the second column this loss has been expressed as a percentage with higher percentages indicating that there are higher levels of inequality (gender and other) in the country.

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Table 2. Selected high-level statistics related to gender in the Programme countries

Country	Maternal mortality	Infant mortality	Life Expectancy at birth		Mean years of schooling		Expected years of schooling		Female share of employment		Labor force participation rate (%)		Share of parliament seats (%)	Total unemployment rate	Violence against women	Women banking
			female	male	female	male	female	male	Management	Non-agriculture	female	male				
Comoros	335	55.0	65.7	62.2	3.7	5.6	11.1	11.4	n.a	35.2	36.0	50.2	6	1.15	6.4	17.9
Madagascar	353	34	67.9	64.7	6.7	6.1	10.5	10.6	24.5	53.4	83.6	89.4	20	1.12	n.a.	n.a.
Mauritius	53	12.2	78.4	71.4	9.1	9.5	15.5	14.6	29.7	37.9	45.1	72.7	12	2.34	n.a.	87.1
Seychelles	n.a.	12.3	78.6	69.5	n.a.	n.a.	15.3	14.3	39.9	n.a.	n.a.	n.a.	21	n.a.	n.a.	n.a.

Source: UNDP 2018 Human Development Indices and Indicators ([www. http://hdr.undp.org/](http://hdr.undp.org/)). Maternal mortality ratio: deaths per 100,000 live births; Infant mortality rate: mortality per 1,000 live births; Expected years of schooling ratio: Expected years female divided by expected years male (derived from the data by document author) ; Female share of employment (management): in senior and middle management (%); Total unemployment rate: female to male ratio; Violence against women: intimate partner (% of female population age 15 and older); Women banking: account at financial institution or with mobile money-service provider (% of female population ages 15 and older). n.a.: not available

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National-level data

National level data points provide further understanding of gender inequality in the Programme countries. The national-level data points (divided into three categories: poverty and hardship; labour and education; and health and social indicators) presented below are *not* comparable across countries, given the different methodologies of each statistical bureau or equivalent national counterpart. These indicators broadly speak to issues identified by the GCF as crucial in the project design stage (such as: poverty levels; participation of men/women in formal/informal labour markets; gender-disaggregated education and literacy indicators; gender-disaggregated health, morbidity and mortality statistics; etc.).

- Poverty and Hardship

The national level statistics on poverty underline the stark contrast between the two LDCs, Comoros and Madagascar, and the two other countries in the Programme- Mauritius and Seychelles. However, a World Bank Poverty Assessment Report (World Bank and Union of the Comoros, 2017) notes that the national level statistics do not capture the complexity of Comoros' situation, where the informal sector is particularly important, as are remittances from abroad, which are also informal and so not captured. The Poverty Assessment Report also highlights that the access individuals have to remittances is important determinant of the income levels available to a household and there are big differences in the consumption patterns in households that have access to remittances from those do not. The figures for Comoros also highlight the relatively large number of female-headed households (27.9% in 2014) and this has increased from 18.6% in 2004 (World Bank and Union of the Comoros, 2017).

Table 3. National -level Poverty and Hardship Indicators

POVERTY & HARDSHIP INDICATORS	Comoros	Madagascar	Mauritius	Seychelles
% of Population Below International Poverty Line	17.9 ^a	77.6 ^b	7.90 ^c	1.10 ^d
% of Population Below National Poverty Line	42.4 ^a	70.7 ^b	0.50 ^c	39.3 ^d
% of Population in Severe Multidimensional Poverty	16.1 ^e	57.1 ^e	-	-
% of Population Vulnerable to Multidimensional Poverty	22.3 ^e	11.8 ^e	-	-
% of Female-Headed Households (FHHs)	27.7 ^f	19.3 ^f	17.0 ^g	51.0 ^h
% of Male-Headed Households (MHHs)	72.3 ^f	80.7 ^f	83.0 ^g	49.0 ^h

Sources of data/information for this table: ^a The World Bank, Poverty and Equity Data Portal (2019). 'Poverty and Equity Brief: Comoros'; ^b The World Bank, Poverty and Equity Data Portal (2019). 'Poverty and Equity Brief: Madagascar'. Technical Note ; ^c The World Bank, Poverty and Equity Data Portal (2019). 'Poverty and Equity Brief: Mauritius'. Technical Note ; ^d The World Bank, Poverty and Equity Data Portal (2019). 'Poverty and Equity Brief: Seychelles'. Technical Note; ^e UNDP & University of Oxford (2019). *Table 1: Multidimensional Poverty Index*. Composite Index Data; ^f The World Bank & Union des Comores (2017). *Comoros Poverty Assessment*. Report; ^g United Nations Population Fund (2012). *Population Dynamics and Household Structure*. Country Implementation Profile; ^h World Health Organization – WHO (2016). *Country Cooperation Strategy 2016 – 2021*. Policy Document.

The figures in

Table 3 highlight the precarious situation for vulnerable people in Madagascar. A recent World Bank report (World Bank, 2016) highlights that Madagascar faces an array of key challenges in reducing poverty, including major infrastructure deficits, especially in transport, severe climatic events, and tenuous access to markets. While inequality levels have remained moderate, Madagascar’s poorest people experienced a substantial welfare loss between 2005 and 2012. Declines in agricultural profitability and persistently low productivity in small enterprises have meant that the poverty rate has remained very high, at over 70%. Other studies have highlighted the precarious nature of food security among smallholder farmers and the extreme vulnerability of people to severe climatic events such as cyclones, flooding and drought (Harvey et al., 2014). The high level of multidimensional poverty noted in

Table 3 reveals the pervasiveness of deprivation and variety of different types of poverty faced by the majority of the Malagasy population.

In contrast to the two LDCs, the World Bank classifies Mauritius as an upper-middle income country with low levels of poverty and inequality. It’s economy is diversified and has transformed enormously over the past three decades. However, in 2010, after sugar and textile (the main Mauritian exports) lost preferential status from western markets (World Bank, 2015), the economy has witnessed initial setbacks. Concurrently, inequality has risen, lowering the living standards of the poorer sections of the populace.

The main contributor to rising inequality is the variance among earnings (males) situated in different social classes – showing the imperatives of redistribution and pro-poor investment in the country. Mauritius, additionally, has low female labour participation (compared to peer economies – see Table 4), and women continue to be disadvantaged in access to the labour market, which can be attributed to traditional models of domestic and care work persistent in most Mauritian households. The World Bank (2017a) found that the disproportionate expansion of the female labour force is through the entry of women primarily from affluent households – contributing to greater inequality between households. To elucidate, since affluent households possess certain advantages over their poorer counterparts, women are increasing the income of these households while women in poorer households lack access to productive and economic resources (*ipso facto*, widening the inequality gap in the country).

Similar to Mauritius, the archipelago nation of Seychelles is different from its Indian Ocean counterparts: Seychelles has the highest GDP per capita in Africa (\$29,300 in 2019). However, income inequality remains significant in the country, for example with a GINI Index score of 46.8 in 2013, placing it among the top-25 most unequal countries (World Bank, 2013).⁷

The persistently unequal distribution of income, despite Seychelles’ long-standing policy focus and high spending on public services, social protection and housing incentives, point to constraints in accessing economic opportunities and reduction of productivity in the economy, according to the World Bank (2017b). These constraints could well intensify as the economy develops further with current trends, causing income gaps and capacity barriers, especially with increasing climate risks in the region. An additional poverty issue related to gender that was noted by participants during the Programme

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consultation meetings is that high Seychelles has one of the World’s highest rates of injected drug use, particularly among unemployed young men.

Seychelles is particularly dependent on imports and therefore rising commodity prices (especially food and fuel) and impacts to global supply chains, such as being observed in the early part of 2020 due to the Coronavirus/COVI-19 pandemic, are high risk factors for households struggling with lower incomes and the backdrop of climate-related risks.

- Labour and Education

Table 4. Labour and Education Indicators

LABOUR AND EDUCATION INDICATORS	Comoros	Madagascar	Mauritius	Seychelles
% of Labour Force Participation – Female	37.4 ^a	83.6 ^b	45.4 ^c	66.9 ^d
% of Labour Force Participation – Male	44.1 ^a	89.2 ^b	74.2 ^c	73.9 ^d
% Agricultural Labour – F	63.3 ^e	65.0 ^f	6.0 ^g	-
% Agricultural Labour – M	52.6 ^e	71.0 ^f	8.0 ^g	-
% Non-Agricultural Informal Labour – F	19.5 ^h	38.0 ⁱ	-	-
% of Formal Labour – F	17.0 ^a	-	-	-
% of Formal Labour – M	39.7 ^a	-	-	-
% Adult Literacy Rate – F	77.6 ^e	68.0 ^j	91.0 ^j	94.0 ^j
% Adult Literacy Rate – M	84.0 ^e	75.0 ^k	95.0 ^k	93.0 ^k

Data sources: ^a Quoted in Arab Development Portal (2019). *Comoros Statistical Snapshot 2019*. Figures from the International Labour Organisation – ILO & Institute National de la Statistique et des Etudes Economiques et Demographiques – INSEED (2013). Data Report; ^b ILOSTAT (2015). ‘Country Profile: Madagascar’; ^c ILOSTAT (2017). ‘Country Profile: Mauritius’. Online Databank; ^d ILOSTAT (2017). ‘Country Profile: Seychelles’. Online Databank. ^e The World Bank, Gender Data Portal (2019). ‘Comoros’. Online Databank; ^f The World Bank, Gender Data Portal (2019). ‘Madagascar’. Online Databank; ^g The World Bank, Gender Data Portal (2019). ‘Mauritius’. Online Databank; ^h African Development Bank – AfDB (n.a.). *Comoros: Country Gender Profile*. Report ; ⁱ The World Bank, Human Development Department – Africa (2010). *Labour Markets Conditions in Madagascar*. Report ; ^j The World Bank, Open Data (2019). ‘Literacy rate, adult female 15+’ (collated from UNESCO UIS). Online Databank; ^k The World Bank, Open Data (2019). ‘Literacy rate, adult male 15+’ (collated from UNESCO UIS). Online Databank

Indicators compiled for the labour and education sectors show the interrelated nature of the two sectors, and how these help determine both individual and national well-being. Comoros, among the four countries targeted by this project, displays the lowest labour force participation (both male and female) – testifying to its status as an undiversified economy, dependence on remittances and high levels of non-

wage activities. In the context of climate change and increasing disasters, the lack of diversification in the economy and natural resource-based livelihoods for a majority of the population can create impediments to adaptation opportunities.

An AfDB Country Gender Assessment (AfDB, 2010) notes that the labour market in Comoros is characterised by the feminisation of precarious employment, informal activities, and unemployment – the agricultural sector employs the largest number of women (about 67%) while the civil service employs only 30% of women, particularly in low-level jobs. There are more self-employed women (56.1%) than men (47.5%), in tandem with 47% of the unemployed in Comoros being women. In the non-agricultural informal sector (traders, small entrepreneurs and the self-employed), women occupy a further 19.5% of jobs. Female employment in Comoros remains low with only 13.7% of women in the wage-earning group, 69.2% of which are in ‘unsheltered employment’

Although labour force participation in Madagascar is high, the country has uniquely high poverty rates in the region, as large sections of the population are dependent on agriculture. In fact, literacy rates collated for the country are misleading: over half of the population (and consequently, the workforce) lack qualified training and knowledge to enter the formal sector, which also accounts for less than 3% of the total economy (World Bank, 2010). The agricultural livelihoods-dependent economy and households are vulnerable to external shocks and climate risks, reiterating the importance of EbA measures in the country.

Further, the World Bank (2010) identified a three-tiered gender gap in Madagascar. For example, median earnings for women in non-agricultural employment reach only two-thirds of earnings tabulated for men. The differences are partly explained by differences in levels of education, yet women with similar characteristics as men are paid comparatively less. Additionally, the gender wage gap is highest in the informal private non-agricultural sector, and this appears to be largely linked to firm size and other characteristics. Women, thus, appear to face difficulties and possibly discrimination in at least three areas: access to education, access to higher paying jobs and same pay in those jobs, and access to financial capital and other institutions that favour firm growth.

In Mauritius, the gendered dynamic of the labour market is evident: female labour force participation is quite low compared to peer economies. This can be primarily attributed to tradition- and faith-based norms that inform domestic and household labour (care, reproductive and related work) in Mauritian society.

Gokulsin and Tandrayen-Ragoobur (2014) studied gender, education and the labour market and found that although girls outperform boys at all education levels (primary, secondary and tertiary), their access to job opportunities is reduced. The female unemployment rate is higher than that of males, while women who manage to enter the labour market are segmented to remain in low-occupation jobs. As mentioned in an earlier section, women entrants from affluent households primarily fuelled the recent expansion of female labour – showing how women’s access to the market and remunerative prospects are stymied by existing household income levels (World Bank, 2015).

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In Seychelles, girls and young women have higher enrolment rates in secondary and tertiary education than boys/young men. According to the UNESCO Institute of Statistics, gross enrolment in tertiary education for females was 20 per cent, compared with 9 per cent for males (UN ECA, 2017).

Despite higher levels of education, however, female labour force participation still lags behind male labour force participation by almost 10% (Ilostat, 2017), with the Gender Secretariat reporting considerable dropout rates for women from the labour market. Seychelles presents a unique case for labour and education performance, underscoring the complex social phenomena that inform socioeconomic indicators, which provide the baseline upon which climate adaptation and resilience can be built.

These existing gaps translate into inequalities, such as in: decision-making authority and power within the household; control over economic and productive resources; and access to capital, savings and investment opportunities; which are crucial in determining resilience capacities, disaster response and the ability to capitalise on adaptation opportunities.

- [Health and Social Indicators](#)

Table 5. Health and Social Indicators

HEALTH & SOCIAL INDICATORS	Comoros	Madagascar	Mauritius	Seychelles
# # Maternal Mortality Ratio (MMR) Per 100,00 Live Births ^a	335	353	53	-
# Under-Five Mortality Rate, Per 1000 Live Births ^b	69	44	13	14
% Exposure to Gender-Based Violence (GBV)	5 ^c	-	24 ^d	58 ^e

Data sources: ^a The World Bank, Open Data (2015). 'MMR, modelled estimate (collated from WHO/ UNICEF/ UNFPA/ UNDESA). Online Databank ; ^b The World Bank, Open Data (2017). 'Mortality Rate, under 5 (collated by the UN Inter Agency Group for Child Mortality Estimation). Online Databank ; ^c The World Bank, Open Data (2017). 'Comoros: Proportion of women subjected to sexual/ physical violence in last 12 months (collated by the UNDS). Online Databank ; ^d Gender Links (n.a.). 'Mauritius: VAW Baseline Research'. Online. Consulté le 24 août 2019 ; ^e Gender Links (n.a.). 'Seychelles: GBV National Baseline Research'. Report. Online. Consulté le 24 août 2019.

Selected health and social indicators presented above, particularly the extremely high maternal mortality ratio (MMR) and under-five mortality rate, display how the health system in Comoros is plagued by limited access to medical centres, insufficient resources with frequent drug shortages, skilled staff shortages, inadequate staff training opportunities, and weaknesses in health data collection, analysis, and processing (AfDB, 2010). In 2003, the MMR was 381 deaths per 100,000 live births, and has seen a downward trend marked at 335 deaths in the latest survey (2015). Although GBV rates are lower and atypical in the region,

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Comoros has a high rate of child marriage (32%, according to the UN Women Global Database on Violence Against Women).

The data gathered on Madagascar for health and social indicators reveal a similar predicament to that of Comoros. High MMR and under-five mortality rates, along with the country's struggles with pneumonic plague in 2017 and 2018, indicate a lack of investment in the public health system, limited access to healthcare, and gaps in preparedness, surveillance and response capabilities. Although national GBV rates are not available yet for the country, a UNFPA pilot study (in Antananarivo, Diego and Tulear) found about 30% of women reported having experienced GBV (The New Humanitarian, 2013). Further, Madagascar has a high rate of child marriage (41%, according to the UN Women Global Database on Violence Against Women).

Given this baseline, climate-sensitive health impacts/disease outbreaks (such as malaria, typhoid, and cholera in the aftermath of disasters) as well as pandemics such as Coronavirus/COVID 19 can be expected to further destabilise households, create income shocks, and lead to preventable loss of life.

In contrast to Comoros and Madagascar, Mauritius' performance on health and social indicators is better, proving the importance of consistent and relevant government investment in the public health sector and social institutions. According to time-series data reported by the Government of Mauritius, however, there are recent spikes in MMR and under-five mortality (especially in 2017; Govt. of Mauritius, 2017). Gender Links finds that about a quarter of women in Mauritius have experienced some form of GBV in their lifetime, including partner and non-partner violence, while a similar proportion of men admit to perpetuating violence against women in their lifetime. Violence occurs primarily in intimate partner relationships, showing how IPV is the predominant type of GBV in the island country, in addition to minimal rates of reporting: only 0.3% of women in Mauritius have reported domestic violence. It can be speculated from the Gender Links baseline study that actual levels of GBV are higher and go underreported in the country.

In a similar vein to Mauritius, Seychelles has better indicators of health outcomes (such as life expectancy and child mortality rates) than many other small island states, primarily because of free access to healthcare provided by the state. Since the 2000s, the country has recorded zero maternal mortality; births attended by skilled health staff hovers between 99 and 100%, and the proportion of women receiving prenatal care has consistently been over 99% (World Bank, 2012). The island nation achieved most of the health-related MDGs, and is on track to operationalise policy and budgetary allocations towards SDG 3 (Good Health and Well-Being).

GBV studies in Seychelles have uniquely featured both women and men: in partnership with Gender Links, the Government has determined that the most common form of violence against men is emotional violence (29%), followed by physical violence (12%), economic violence (9%), and sexual violence (3.3%). Violence against women stands at a staggering 58%, showing the prevalence of different types and complex incidence of GBV in the islands.

2.2 Overview of gender issues in each Programme country

2.2.1 Comoros

The Human Development Report (UNDP, 2018) ranks the Union of Comoros 133rd of 189 countries assessed for gender equality according to its GDI score. The Comorian Government recognizes the importance of gender mainstreaming and full participation of women in the development process as a means of reducing poverty and boosting the country's economic development. In the Growth and Poverty Reduction Strategy Paper (PRGSP) as updated in 2009, the Comorian Government affirmed its determination to give women their rightful place in the decision-making and development process. Gender issues in the Comoros are closely linked to traditions, customs and religion, which govern most aspects of the day-to-day life, and which strongly influence behavior and gender relations.

Comorian society is often described as matriarchal. This system is thought to have been inherited from ancient times before the introduction of Islam and colonization. However, current realities do not seem to truly reflect the authority that the Comorian woman would be expected to wield in the household, community, or political domain under a matriarchal system. According to custom, women generally inherit land and houses, but usufruct⁸ rights tend to go to their husbands, maternal uncles or their brothers. Even after a formal wedding, the Comorian woman is seldom consulted for community or village projects. She does not have access to village or community decision-making roles. Decisions relating to community life are taken by male notables at the village square or in mosques (ADB, 2010).

The economy of the Union of Comoros is characterized by a high dependence on remittances from family members abroad, many based in France. Linked to this there is a low overall labor force participation rate, especially for women (men: 50%; women: 36%). As a consequence, there is a high degree of dependency, particularly among women. ADB (2010) reports that women receive more of the remittances living abroad because there are more women-headed households and that these households enjoy better living conditions. In women-headed households, a greater proportion of resources is allocated to household consumption and the wellbeing of the household members (ADB, 2010). This situation is seemingly favorable to women but also highlights their vulnerability in the event that remittances stop for some reason.

Overall, gender policy in the Union of Comoros is mainly defined by the Growth and Poverty Reduction Strategy Paper (PRGSP; *Stratégie de croissance et de réduction de la pauvreté – SCRP, 2009*) which calls for gender dimensions and human rights to be integrated into all programs as a priority to ensure peace and security. The gender strategy framework is specified in more detail in the National Gender Equity and Equality Policy (*Politique nationale d'Équité et d'Égalité de Genre - PNEEG, 2008*), which includes 5 strategic orientations:

- better integration of women in the economy;
- improved education attainment for girls;

⁸ referring to the right of one individual to use and enjoy the property of another

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- promotion of health and reproductive health rights;
- adoption of egalitarian decision-making in politics, religion and customs; and
- harmonization and coordination of institutional mechanisms.

In Comorian society, customary rules, Islamic law and modern law are applied in parallel, resulting in a complex situation. The fundamental gender equality provisions enshrined in modern law are not therefore adequate to successfully reduce the gender disparity embodied in customary practices and Islamic law.

The participation of women in the labor market is approximately 36% (UNDP, 2018). More women than men work in precarious employment and informal activities. The agricultural sector employs the largest number of women (66.9%) while only 30% of the civil service are female employees, most of whom occupy low-level jobs (ADB, 2010). In the Comoros, there are more unemployed women than men with 1.15 women unemployed for every man (UNDP, 2018). This high female unemployment rate helps explain the limited resources of Comorian women in general. According to ADB (2010), the low level of employment of Comorian women conceals a high female participation rate in nonmarket activities that are not included in national income accounting. Access to conventional bank credit is very limited for women entrepreneurs because they are unable to comply with loan requirements. However, Microfinance Institutions (MFIs) have more flexible lending conditions and provide an alternative. As a result, 50% of MFI customers are women (AFD, 2016). However, the overall proportion of women with accounts at financial institutions remains low at just 17.9% (UNDP, 2018).

Women are mainly involved in agriculture through market garden production and poultry husbandry. They also undertake cash crop production with less involvement in the marketing aspects, unlike in fishing where they are often responsible for the sale of fish (ADB, 2010).

According to custom, inheritance of land follows the maternal line. Land and buildings therefore pass to the eldest daughter. However, men (usually husbands or brothers) usually manage the land. Also, there are differences between the islands and in Anjouan and Mohéli sons may inherit up to 2/3 of the family inheritance in keeping with Islamic law (AFD, 2016). Absence and/or poor land registry is a common situation in the Comoros.

Climate change, combined with ongoing pressures on the country's natural resources, is likely to have negative impacts on food security, forest cover and water availability. Given that women and girls are generally responsible for household tasks such as collection of fuel wood, collection of water and the harvesting and preparation of food, climate change is likely to further increase the workload of women and girls. This will reduce the time available for food production as well as income-generating activities, and could affect household food security and the nutritional well-being. Moreover, more women than men work in the informal sector and in small enterprises which are less easily able to recover from the effects of disasters, given their lack of capital and limited access to credit.

2.2.2 Madagascar

In 2018, the World Economic Forum ranked Madagascar 84 out of 149 countries globally and 15 among Sub-Saharan countries for gender equality. In a separate ranking, the Africa Development Bank ranked it within the top ten countries for gender equality in Africa (ADB, 2015). Although Madagascar performs relatively well within Africa for some measures of gender equality, significant gender gaps remain and in recognition of this the Government has developed a *National Plan for Gender Promotion* that aims to mainstream gender integration into all development interventions. The situation that many Malagasy girls and women face seems stagnant, especially in areas where no public administration is available. In some areas, traditional customs and stereotypes still prevail and regulate women's everyday lives

Extreme poverty and food insecurity are extreme in many parts of rural Madagascar. Household structure plays an important role in the poverty in Madagascar. Extreme poverty incidence, though not absolute poverty, is higher among female-headed households (Sulla, 2014). Although there are no major differences between males and females in terms of absolute poverty rates at the national level, this does not imply there are no gender-related discrepancies. Analysis of the labor market suggests that women's earnings are not as high as those of men when controlling for various other factors (Sulla, 2014).

In Madagascar, both government and civil society are confronting women's rights issues more than ever before. Yet much remains to be done, especially to overcome deeply ingrained practices and customs that hinder women's empowerment. Women's rights are enshrined in the Constitution of Madagascar and the government has a National Plan for Gender Promotion. However, gender disparities persist and were well characterized by the Africa Development Bank (ADB, 2016):

- **Social norms remain centered around men:** these are reflected in households, where traditional division of labor leaves execution roles to women and decision-making roles to men. This division tends to also be reflected in workplaces;
- **Important gaps in gender positive legislation and their application:** throughout much of rural Madagascar the country's laws coexist with traditional bylaws and customs. The legal system is hard for people, including women, to access in rural areas, which means that the many gender positive legal texts are effectively not applied;
- **High prevalence of underage marriages and adolescent childbirth:** related to the two points above, social norms in many areas encourage early marriages and childbirth. In some regions, 60% of girls already have children by the age of 18;
- **Disproportionate burden placed on women for childcare and household tasks:** Related to the points above, and exacerbated by widespread food and health insecurity, women tend to be responsible within households for multiple roles in households that are time consuming, not paid and limit their ability to engage in the labor market, politics, community associations and broader civil society;
- **Violence against children and women:** Despite multiple initiatives over successive governments and by donors, violence against women and sexual exploitation of minors remains a problem that is amplified by poverty in some regions of the country;

- **Lack of economic opportunities for women:** due to multiple factors, women have less opportunities to engage in revenue generating activities.

While climate change impacts both men and women, it is particularly problematic for women due to traditional roles and division of labor. Problems such as decreasing productivity of land, sedimentation of water courses and health issues are already widespread concerns for many of Madagascar's rural poor and will be amplified by climate change and further environmental degradation. Women, particularly women-led households, tend to have less land, practice agriculture that is less diverse, have less opportunities to engage in alternative cash paying work and therefore less resilience and ability to adapt in the face of unexpected events.

In general, the national policies, strategies and programs for development and for sustainable management of natural resources (forests, water catchment and irrigation, preparation of the REDD strategy, climate change, land use, food security, risk and disaster management...) take into account gender. In spite of difficulties, women are taking an increasing leadership in the environment sector.

2.2.3 Mauritius

As noted earlier, Mauritius is ranked relatively highly (65th of 189 countries assessed) for gender equality according to its GDI score (UNDP, 2018). The Constitution of Mauritius, approved in 1948, granted women the right to vote and equal access to, and full participation in, power structures and decision-making forums. After years of lobbying by women's organizations, two important developments occurred in the 1980s. First, key laws were amended to give women greater equality in matters related to marriage, property rights, income and business ownership. Second, a new ministry was established with responsibility for women's rights, children and family issues. The current Ministry of Gender Equality, Child Development and Family Welfare has as its mission to design and implement policies and programmes geared towards promoting gender equality and equity, protecting the rights of children and enhancing their overall development and promoting the welfare of families. In 2008, the *National Gender Policy Framework* was established that calls upon all Ministries to include gender dimensions in all their respective policies.

In Mauritius, gender equality is observed in many spheres of society (UN ECA, 2016; UNDP, 2018). In education, the proportion of women is higher than for men in terms of tertiary and secondary school enrolment and literacy rates for those aged 15 to 24. Regarding health, child health (the under-5 survival rate) and the share of population without HIV is similar for males and females. The life expectancy of women also exceeds that of men.

Women lag men in terms of employment. Women have lower labor force participation, a smaller share of jobs than men and lower rates of employment (see table 2). Women have low ownership of businesses and fewer of them have accessed financial credit. However, the proportion of women in senior management roles is increasing. A large proportion (87%) of women have bank accounts (UNDP, 2018).

One of the remaining areas of greatest inequality is in politics. At only 11.6%, the representation of women in parliament is significantly lower than that of men (UNDP, 2018).

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The Ministry of Gender Equality, Child Development and Family Welfare is entrusted with the responsibility to design and implement social policies and programs, which promote empowerment of women, child development, family welfare as well as welfare of the community. Accordingly, actions of the Ministry are geared towards having the right conditions and environment for the harmonious development of the Mauritian children, women and their families⁹.

The main objectives of the Ministry are:

- To promote and defend women's rights as human rights, work for the elimination of all forms of discrimination against women and ensure that legal measures are taken to promote equality between men and women;
- To implement gender-sensitive macroeconomic policies and strategies, including those related to poverty alleviation;
- To promote and defend children's rights, work for the elimination of all forms of violence and discrimination against children (defined as being the age bracket of 0-18 years) and ensure that legal measures are taken & mechanisms are put in place to promote safety and security of children;
- To promote the development and welfare of children from birth in accordance with the Convention on the Rights of the Child (CRC), to promote family welfare and to combat gender-based violence;
- To promote the welfare and empowerment of citizens through community-based programmes for an inclusive society.

2.2.4 Seychelles

Lack of some data means that Seychelles does not appear in global comparisons of gender development indices (e.g. GDI, GII or the Women's Economic Opportunity Index). However, where data is published, development indicators for women and girls are mostly above global averages. Where sex disaggregated data is available, women and men have similar scores in most cases. Seychelles registered only 4 cases of maternal death in the period 2006-2015 (UN ECA, 2017). Health indicators for children under age of 5 are similar for girls and boys (UN ECA, 2017) and life expectancy is relatively high by global standards for women (78.6) and men (69.5). Girls and young women have higher enrolment rates in secondary and tertiary education than boys/young men. According to the UNESCO Institute of Statistics, gross enrolment in tertiary education for females was 20 per cent, compared with 9 per cent for males (UN ECA, 2017).

In common with most countries, women are less represented in politics than men. According to data from the Inter-Parliamentary Union, seven women were elected to parliament in the 2016 elections, compared with 26 men. In a cabinet of 12 ministers, excluding the Vice-President, five are women (UN ECA, 2017). However, women are well represented in some senior management posts and the Ministry of Foreign Affairs noted in 2013 that "for positions, such as director-general and district administrators, women are almost on par with men or are more represented. In positions with more decision-making power and authority (government ministers and chief executive officers), there are fewer women" (COL, 2015)

⁹ <http://gender.govmu.org/English/Pages/default.aspx>

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There is a dearth of sex-disaggregated data about the various levels of poverty in Seychelles. However, the 2004 Millennium Development Goals report indicated that “although there is no absolute poverty in Seychelles ‘pockets’ of poverty do exist and the report identifies single teenage mothers with few marketable skills as constituting one of the ‘pockets’” (COL, 2015).

2.2.5 Gender Challenges related to the Potential Impacts of Climate Change

Many information exist on Gender Challenges related to the potential impacts of Climate Change. Annex 2, the Feasibility Study identifies a number of potential impacts of climate change that the Programme has the potential to address. Table 6 below outlines these risks and impacts and notes gender risks and challenges that are associated with them.

Table 6. Summary of Gender challenges for the potential Impacts from Climate Change in the Programme Countries that are of high relevance to the Programme

Climate Risk	Potential Impacts	Gender challenges
<i>Water Resources</i>		
Increased temperatures	Reduction of key water points; draining of standing freshwater sources and watercourses during the dry season	Women and girls often take on the role within households of collecting water and maintenance of irrigation for rice/other crops.
Reduced rainfall and increased drought conditions	Reduced river flows, resulting in reduced access to water supplies for drinking, sanitation and energy generation, and reduced water quality	
Increased intensity of cyclones	Cyclone-induced destruction of water infrastructure and flood-induced water quality reductions due to increased sedimentation	
<i>Agricultural Production</i>		
Increased temperatures	Crop damage and reduced yields	Different roles in agricultural production and natural resources management.
Increased precipitation during the rainy season	Higher rates of evapotranspiration, reducing soil moisture and increasing soil degradation Increased need for irrigation Increased livestock mortality	Women and men have different access to and control over land and water resources in coastal zones. There may be conflicts between usufruct rights and legal rights or traditional tenure and formal tenure. Women tend to have access to land through male family members (husband, father,
Reduced rainfall in the dry season and increased drought conditions	Increase in pests and diseases Increased sedimentation, soil erosion and siltation, compromising flat lowland areas	

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Increased cyclone intensity	Damage to crops, supply chains and infrastructure from cyclones	or brother), rather than hold titles in their own names (though note the exception of parts of Comoros). Tenure has proved to be important as it influences who can make formal decisions about land use, who is consulted on development plans, and who has access to other supportive services such as credit and extension services.
<i>Coastal Ecosystems</i>		
Increased temperatures	Increased sea surface temperatures and ocean acidification, impacting coral reefs and other coastal ecosystems	Often coastal zone management decisions are made without the perspective and leadership of female stakeholders and professionals. Women are still the minority decision-makers in political processes, because women tend to have less access than men to formal decision making authorities and to local decision-making structures, including those related to coastal management.
Increased cyclone intensity	Destruction of marine habitats and biodiversity loss	
Sea level rise	Increased coastal erosion, inland soil erosion and saltwater intrusion Reduced water quality and increased flooding in densely populated coastal urban areas	
<i>Fisheries</i>		
Sea level rise	Reduced productivity due to increased sedimentation and runoff, and reduced water quality	The segregated nature of the fishing industry is a challenge. Studies show that men tend to fish offshore or in major inland water bodies, while women fish close to shore. Women tend to be more involved than men in post-harvest activities, particularly in small-scale fisheries. Women tend to juggle multiple activities (such as combining aquaculture with vegetable gardens or fish-smoking), whereas men's work is often clearly focused on one set of inter-related activities.
Rise in sea surface temperature	Temperature-induced shifts in the ranges and populations of fish; changes in reproduction cycles	The Indian Ocean tsunami of December 2004 had differential impacts on women and on men,

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Increased cyclone intensity	Destruction of fish habitat and ecosystem (e.g., coral reefs and mangroves); migration of fish away from historical fishing areas	due to the strong gender-based division of labour of productive and reproductive activities in the areas it struck. Men have traditionally taken care of fishing and marketing, while women are responsible for fish processing. Therefore more men were away in the sea, while women were along the shores, resulting in a very high death toll for women and children. However, many relief and rehabilitation efforts continue to focus more on men than women.
Increased frequency of extreme events	Increased production costs due to destruction of infrastructure and interruption of supply chains	

Note: Table based on information provided in the national adaptation plans for the four Programme countries

As everyday users of resources, women can also easily identify changes to habitats, species abundance and distribution and can single out factors relating to these changes. Women can also be instrumental in all forms of habitat restoration which is likely to be an important EbA activity proposed as subprojects. An initial point in most management initiatives has been the introduction of practical activities, in which the communities become involved. This is then expanded to other management initiatives. Habitat restoration can include mangrove re-planting, coral re-planting, shore vegetation re-planting, and other such activities. Regeneration at that level can then motivate involvement in wider management issues. Involvement of women in mangrove swamp restoration and maintenance, using their knowledge about biodiversity in these coastal ecosystems, will also benefit coastal households and enable sustainable coastal zone management.

Table 7. Other Gender Risks and Challenges for the Programme

Risks and Challenges	Context
Gender differentiated impacts of climate effects and natural disasters	The first and foremost hurdle for the project is the gender-specific differences (in consumption patterns and incidence of poverty, access to and control of resources and power, time use patterns and economic activities, etc.) that uniquely compound and overlap to create gendered vulnerability to climate change in each Programme country.
Gendered access to EbA solutions proposed by the Programme	Women are often not allowed to access public spaces (where public information may be announced), for example mosques in Comoros. Women may have less access to information, such as radio access in

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	<p>Madagascar, and dissemination of information may be limited to channels primarily accessed by men. Additionally, time poverty (explored below) experienced by women and men (in some contexts) can also constrain the adoption of adaptation solutions, particularly in post-disaster and other vulnerable contexts. For example, in Madagascar, time poverty is recognized as a major constraint for introducing more sustainable agricultural practices as people can't afford to experiment and for them not to work.</p>
Sidelining local adaptation measures	<p>Communities have long histories and practice of management of natural resources. Consequently, local adaptation methods and information channels (albeit discrete and reactive) have also existed. Resilience of communities, as well as ecosystems, can be ensured through the incorporation of these primarily reactive techniques into broader projects/programmes.</p>
Gender-based violence	<p>Despite mounting evidence for interlinkages between GBV and environmental factors, academic enquiry and practical integration of this perspective remains limited in adaptation practice. Physical, sexual and psychological harm are usually exacerbated during <i>ex-post</i> situations of climate impacts and losses, disasters and extreme weather events.</p> <p>In the Indian Ocean island nations, GBV rates are high (and probably underreported - Madagascar lacks a recent nation-wide survey). In the Seychelles archipelago, men also experience high levels of violence (uncharacteristic to the region, where women are usually targeted) alongside a persistent drug-addiction epidemic, creating further barriers in the face of frequent and severe climate impacts.</p>
Gendered limitations in decision-making institutions	<p>Decision-making institutions, power-sharing mechanisms and overall representation tend to be skewed towards men in all four Programme countries. Yet, at the same time, women make important household decisions daily, in these countries, that pertain to domestic food security, water provision, and other essentials. Without the adequate integration of these complex and gendered phenomena, it will be difficult to respond to particular needs and interests of vulnerable groups at the local level. In such a context, interventions become restricted to implementing scenario-based adaptation solutions, which are essentially top-down, that lead to limited successes and lack of ownership at the community level.</p>

It is because the CEPF seeks to local and very contextualized information regarding gender issues that it is managing to get good result on these issues as related to its annual impacts reports. The strength of the

Programme regarding gender results will be allowed thanks to the detailed gender analysis that will be undertaken as part of Component 1 of the Programme alongside the priority setting to determine the priority EbA themes and geographic sites where the Programme will invest through CSO subprojects. The analysis of climate risks, potential impacts and specific gender considerations for the Programme will be undertaken at that time and enlightened with the global knowledge available on these issues¹⁰.

2.2.6 Civil Society Capacity in the Programme countries

An overview of the Civil Society Organizations (CSOs) working on environmental issues in each of the four Programme countries is provided in Annex 2, the Feasibility Study. Overall the organizations vary enormously from international NGOs, national NGOs that can have large, complex programs down to community-based groups with very little capacity and few opportunities to access funding. Very few of the organizations have a regional/multi-country emphasis, which has hampered regional cooperation. Even the very largest of the environmental international NGOs such as WWF, WCS and CI tend to be focused almost exclusively on Madagascar alone. Madagascar also has several large national NGOs with significant capacity and the ability to attract funding from international donors. CEPF's past investments have been important for contributing to the emergence of many of these national NGOs. In the other countries, national NGOs tend to dominate, sometimes in partnership with international organizations.

The capacity of these various CSOs varies also varies enormously. Specifically, with respect to integrating gender into their activities, the International NGOs all have dedicated gender teams at their international headquarters who provide support to their country offices on gender issues. Typically, the country office will either have one person dedicated to gender, or more usually, someone who is the gender focal point but also has other responsibilities. All of these NGOs provide their staff with periodic internal trainings on gender and are also likely to invite close partner national NGOs to such trainings when possible. National NGOs will also tend to have gender focal points who have benefitted from gender trainings that have either been organized in the specific context of environmental programs, or by development partner organizations (including international development NGOs) on more general concepts of integrating gender into projects. Staff at larger NGOs (whether national or international) will therefore tend to be familiar with the advantages, and indeed the need, of integrating gender dimensions into their work. They will also likely have access to significant technical resources to help them do that (though probably not financial resources).

By contrast, the concept of integrating gender considerations into their activities, will be more novel for smaller NGOs, they not be familiar with it, they may not have received training and they may have limited technical resources to help them. Resources such as CEPF's gender toolkit (Appendix 2) have been developed with these organizations in mind and will be modified and improved upon as part of Component 3 (knowledge products development) of the Programme.

¹⁰ See for an example : <https://www.undp.org/content/dam/aplaws/publication/en/publications/environment-energy/www-ee-library/water-governance/resource-guide-mainstreaming-gender-in-water-management/IWRMGenderResourceGuide-English-200610.pdf>