
Gender Assessment

FP074: Africa Hydromet Program – Strengthening Climate Resilience in Sub-Saharan Africa: Burkina Faso Country Project

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Strengthening Climate Resilience in Sub-Saharan Africa:
Burkina Faso Country Project

Gender Analysis and Gender Action Plan

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Résumé Exécutif

Les hommes et femmes ont un accès différencié aux ressources économiques, aux opportunités, et aux financements selon les rôles attribués à chaque genre : ces différences de genre conditionnent aussi les responsabilités vis-à-vis des autres membres de la famille et de la communauté. Pendant les crises économiques, les conflits et les désastres naturels, ces inégalités ont tendance à se renforcer.

La sécheresse par exemple augmente la charge de travail pour les femmes et les jeunes filles car elles sont chargées de parcourir des plus longues distances pour s’approvisionner en eau pour les besoins domestiques et le bétail. Plus de temps passé à la recherche de bois et d’eau soustrait du temps destiné à l’éducation, à la création de revenus, et à la production alimentaire – activités qui sont nécessaires pour rendre les ménages plus résilients. En raison du récent conflit dans le nord du Mali et de l’instabilité politique au Burkina Faso en 2015, ces activités posent des risques supplémentaires pour leur sécurité.

Les normes de genre conditionnent aussi les capacités, les stratégies et les mécanismes de subsistance comme par exemple la nutrition. Les femmes contrôlent la nutrition des membres de la famille et surtout des enfants : en temps de crise elles peuvent ainsi être amenées à réduire leur propre consommation pour que le reste de la famille ait de quoi se nourrir. Les femmes jouent donc un rôle important dans la famille et dans la communauté mais nécessitent d’être mieux impliquées dans la prévention et la gestion des désastres naturels.

Cette étude analyse le rôle économique et social des femmes et des hommes au Burkina Faso ainsi que leurs conditions de vulnérabilité face aux aléas hydrométéorologiques dans différents secteurs de production, en particulier l’agriculture, et face aux risques de crise alimentaire et de malnutrition. Dans cette perspective, l’étude prend en compte les usages du territoire et des ressources naturelles spécifiques à chaque zone climatique du Burkina Faso, et répond aux questions suivantes :

Contexte	Quel est le statut légal de la femme au Burkina Faso? Quelles sont les normes et valeurs liées au genre ? Quels sont les niveaux d’éducation et formation des femmes et des hommes? Quels sont les croyances, perceptions et stéréotypes concernant le genre?
Qui fait quoi?	Quelle est la division du travail entre les hommes et les femmes? Quelle est la situation des hommes et des femmes dans les secteurs d’intervention du projet? Quelle est la participation des femmes et des hommes dans les secteurs formel et informel de l’économie? Qui gère les ménages, et qui est responsable des enfants et personnes âgées?
Qui possède quoi?	Les femmes et les hommes ont-ils un même accès à la finance, aux technologies, à l’information, et aux services (aux niveaux local et national)? Qui contrôle les ressources? Les femmes et les hommes bénéficient-ils de ces ressources équitablement? Les femmes et les hommes ont-ils un accès équitable à l’éducation, au savoir technique, et à la formation continue?
Qui décide?	Qui décide au sein du ménage, du secteur public, et des entreprises? Les possibilités de négociation des hommes et des femmes sont-elles différentes? Les femmes sont-elles impliquées dans les décisions économiques? Les

	hommes et les femmes participent-ils de façon équitable aux activités de la sphère politique? Qui possède l'influence politique?
Qui bénéficie du projet, et de quoi?	Quelles sont les opportunités pour assurer une participation au projet et des bénéfices égaux entre femmes et hommes? Le projet prend-il en compte les différents besoins et priorités des femmes et des hommes? Les services et technologies fournis par le projet seront-ils accessibles aux hommes et aux femmes? Le projet reconnaît-il les différentes vulnérabilités des femmes et des hommes et développe-t-il des stratégies de réponse spécifiques pour chacun des groupes cibles?

Table 1 : Questions guidant la présente étude genre du projet pour le Burkina Faso

Sur la base de l'évaluation de ces différences de genre, le projet souhaite mettre en place un système de suivi, alerte et prévisions hydrométéorologiques qui prévoient une meilleure implication de la femme dans la gestion et la prévention des désastres naturels. Le projet prend ainsi en charge la formation et la valorisation du rôle de la femme au sein de la communauté dans l'observation et la récolte des données relatives à la variabilité du climat ; dans la maintenance de l'équipement et dans la transmission des données ; et enfin dans la prise de décision aussi bien au niveau communautaire qu'interministériel et institutionnel.

Introduction

One of the world's poorest countries, Burkina Faso ranks 183rd of 188 countries in the Human Development Index. Some 45 percent of its 17.59 million people live on less than US\$1.25 per day and life expectancy is just 58 years. Still, Burkina Faso's population is growing at a fast pace.

With cotton and gold its main export commodities, sound macroeconomic management has enabled Burkina Faso—a small land-locked country in West Africa—to achieve stable growth for 10 years even as its predominantly rural population of 13.6 million has been expanding rapidly. According to the last World Bank Country Partnership Strategy¹ the country has made progress in terms of structural reforms, sound economic policies, increased cotton and mining production, steady investments, and a stable macroeconomic environment. Monetary and exchange rate policy is well-managed, and in 2012, inflation was held to about 3 percent. Burkina has a healthy banking sector, and its banks observe regional prudential norms. It is also working toward an integrated and open regional economic space through the West African Economic and Monetary Union (WAEMU), the Economic Community of West African States (ECOWAS), and other cooperative initiatives².

Dependence on a narrow base of natural resources coupled with a Sahelian climate and an inland location, exposes Burkina Faso to both climatic changes and exogenous shocks, such as exchange rate volatility and declines in international prices of cotton. These problems have been exacerbated by recent unrest in neighboring Mali, from which Burkina Faso has taken in numerous refugees, whose support is putting additional pressure on the budget and food security. There has also been internal unrest about the unequal distribution of resources and a perceived lack of accountability in the management of public resources.

As the 2015 presidential election approached in 2015, political uncertainty heightened. When citizens protested against then president Blaise Compaoré last year, no one expected the mass movement to work – or to see the much-feared Compaoré, who had clung to power for 27 years, retreat into exile. Lastly, when the head of the presidential guard arrested the interim leadership and declared himself in charge just three weeks before planned elections, few thought that General Gilbert Diendéré would be forced out within the week. ECOWAS played a more direct role in it. It was only after talks with the ECOWAS mediation team that interim President Michel Kafando was returned to office, with the mediators' instrumental in persuading Diendéré to accept the deal³.

Persistent high levels of poverty and insecurity - especially rural poverty - still undermine development in Burkina Faso: about 46 percent of the population lives below the poverty line. There are significant inequalities by region, gender, and location (urban or rural). Non-income indicators of poverty and welfare, particularly in the areas of education and health, are among the lowest in the world: infant and maternal mortality rates are very high, and the fertility rate is 6.2 children per woman.

Burkina Faso's 2014 HDI is 0.402 - below the average of 0.505 for countries in the low human development group and below the average for countries in Sub-Saharan Africa. In Sub-Saharan Africa,

¹ A new one is under preparation at the World Bank.

² World Bank, 2013, *Burkina Faso: Country Partnership Strategy 2013-2016*, p.viii

³ The Guardian, *How the people of Burkina Faso foiled a military coup*, Sept 25, 2015

Burkina Faso fared worse than neighboring countries with comparable for population size such as Mali and Chad (see table)⁴.

	HDI value	HDI rank	Life Expectancy at Birth	Expected Years of Schooling	Mean years of schooling	GNI per capita (PPP US\$)
Burkina Faso	0.402	183	58.7	7.8	1.4	1,591
Mali	0.419	179	58.0	8.4	2.0	1,583
Chad	0.392	185	51.6	7.4	1.9	2,085
Sub-Saharan Africa	0.518	-	58.5	9.6	5.2	3,363
Low HDI	0.505	-	60.6	9.0	4.5	3,085

Even though the livelihoods of most of the population depend on agriculture, agricultural productivity is far below potential. The redistribution of growth gains has also been impeded by a lack of opportunities for gainful employment, particularly for youth, and by inefficiencies in public sector management. Despite numerous measures to promote equal rights for women and men, Burkina Faso is still among the 10 countries in the world with the lowest indices of gender equity. There is a 32 percent gender gap in employment, and a 15 percent gap in education. Women have minimal land use and ownership rights⁵.

Gender Mainstreaming in the Project Development Objectives:

The **Project Development Objective** of the proposed project is to strengthen the adaptive capacity and climate resilience of vulnerable communities and the economy of Burkina Faso. This will be achieved by developing the capacity of national hydro-meteorological and warning services, which will in turn support adaptation planning for public and private sector users.

Burkina Faso already experiences large weather and climate variability. Extreme weather and climate events are also frequent. The urban and rural exposure to flooding and droughts, and the very high level of vulnerability to these events, already cause large impacts to the population and economy of Burkina Faso. Climate change will further exacerbate these impacts, because of the increase in the frequency and magnitude of extreme events. Against this background, improved weather and climate information and services are needed from the national level down to the household level so that government, communities and the private sector can better plan for and adapt to climate projected changes.

Hydromet systems and early warning services act as key enabler for a broad range of adaptation decisions, ranging from the agriculture sector, infrastructure, disaster risk management, and others. For

⁴ UNDP, 2015, *Human Development Report. Briefing note for Countries on the 2015 Human Development Report, Burkina Faso*

⁵ World Bank, 2013, *Burkina Faso: Country Partnership strategy 2013-2016*, p.viii

example, projected changes in climate are expected to result in increased rainfall over shorter time spans for some areas of Burkina Faso.

Improved hydromet and early warning services would allow agencies to better monitor, prepare for and respond to extreme rainfall events and flooding, thus building adaptive capacity and reducing the vulnerability of communities and economic activities. In areas of infrastructure development, hydromet information can inform the design of resilient infrastructures such as bridges, culverts, and erosion protection. In terms of agriculture and food security, reliable hydromet information assists farmers in deciding which agricultural technologies and adaptation mechanisms may be most useful in responding to weather variability and climate change. Private companies and businesses also need and rely on the hydromet data to make investment decisions related to climate risk mitigation for their operations.

By ensuring delivery of services to communities, the project will benefit highly vulnerable groups, including the 80% of country's population whose livelihoods are dependent on predominantly rain-fed agriculture and about 7 million people exposed to drought or flooding. The project will consist of four project components with a total budget of US\$ 27 million, of which 22.5 would be financed through a grant from the GCF, US\$ 2.5 million through a grant from GFDRR and the remaining resources would be covered by the government.

1 - Capacity building and institutional development

This will include: (i) training and capacity building programs for agencies' staff and management, (ii) enhancing institutional and regulatory frameworks, and (iii) providing support for detailed design and system integration of project activities.

2 - Improvement of hydromet and early warning infrastructure

This will include (i) modernizing and upgrading hydromet observation networks, (ii) enhancing data collection & transmission, forecasting and decision support systems, and (iii) strengthening preparedness and emergency response facilities and operations.

3 - Enhancement of service delivery and warnings to communities

This will include (i) establishing a national framework of climate services, (ii) improving flood and drought forecasting and warnings, (iii) developing new products for sector specific needs (agriculture, health, energy, water resources management, disaster risk management, etc.), (iv) strengthening "last mile" connectivity to ensure appropriate understanding and use of information, and (v) mobilization and sensitization of community and establishing effective feedback mechanisms for communities at risk.

4 - Project management

This component will include support to the project management unit providing assistance to executing entities and ensure fiduciary compliance.

The **benefits** of the project include:

- Increased generation and use of climate information in decision making for adaptation planning
- Strengthened adaptive capacity and reduced exposure to climate risks
- Strengthened awareness of climate threats and risk-reduction processes
- Increased food security

The executing entity of the project will be the Permanent Secretariat of the Transport Sector Program (SP/PST), hosted by the Ministry of Transport, Urban Mobility and Road Safety (MTUMRS), which will manage the project in close collaboration with and in support of the Directorate General for Meteorology (DGM), the Directorate General of Water Resources (DGRE), the National Council for Emergency Relief and Rehabilitation (CONASUR), the Directorate General of Civil Protection (DGPC), the Early Warning System (SAP) of the National Food Security Commissariat (CNSA).

Since 2014, several consultations were held with the Government of Burkina Faso and users of hydromet information and warning services in preparing this project proposal. The proposed project is fully in line with key national strategies such as the Proposed National Program for Social and Economic Development (PNDES), the Sustainable Development Strategy, the National Civil Protection Policy, and the National Water Resources Strategy. It notably contributes to the implementation of law no 012-2014/AN from April 22 2014, which covers the prevention and management of risks, humanitarian crisis and disasters. The proposed project is also aligned with the National Adaption Plan (NAP) and the Intended Nationally Determined Contributions (INDC) of Burkina Faso to the UN climate convention.

Who benefits?	Where are the opportunities or entry points to the project to ensure equal participation and benefits? Does the project address the different needs and priorities of women and men? Will the services and technologies provided by the project be available and accessible to both women and men? Does the project recognize the distinct vulnerabilities of women and men and develop specific response strategies for each target group?
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Hydromet and early warning services act as a key enabler for a broad range of adaptation decisions, ranging from the agriculture sector and the related issue of food security and nutrition, infrastructure, disaster risk management, and others. For example, projected changes in climate are expected to result in increased rainfall over shorter time spans for some areas of Burkina Faso, with potential impacts on the levels of agricultural production and urban flooding, among others. Improved hydromet and early warning services would allow agencies to better monitor, prepare for and respond to extreme rainfall events and flooding, thus building adaptive capacity and reducing the vulnerability of communities, including women.

In areas of infrastructure development, hydromet information will inform the resilient design of relevant works such as bridges, culverts, and erosion protection. In terms of agriculture and food security, reliable hydromet information assists farmers in deciding which agricultural technologies and adaptation mechanisms may be most useful in responding to weather variability and climate change. In the context of growing tensions due to climate change between groups relying on seasonality to practice complementary activities like fishing, herding and farming on the same areas, the project should also contribute to ease tensions by fostering better dialogue between groups and enhancing preparedness to adapt to and address together the effects of disrupted seasonality. Private companies, micro-insurances and businesses also need and rely on the hydromet data to make investment decisions related to climate risk mitigation for their operations. Burkinabe women are heavily involved in all of these sectors, whether formally or informally, and are therefore set to be primary beneficiaries of an improvement of the country's hydromet and early warning services.

Gender entry points to the project

Agro-climate monitoring in the region indicates that drought conditions occurred during critical stages in the growing season, and that long-term effects of repeated drought shocks had consequences on soil quality, crop failure, and regional food shortage. By ensuring the delivery of services to communities, the project will benefit vulnerable groups, including the 80% of country's population whose livelihoods are dependent on predominantly rain-fed agriculture and about 5.3 million people directly exposed to drought or flooding. In Burkina Faso's agricultural sector, there are more women (52%) than men (48%), according to population analyses. The project will be an entry point for women's reduced economic vulnerability through natural disaster risk reduction, covering their enhanced preparedness, resilience and recovery capacities to natural disaster.

The project will rely on new technologies to capture, assess, and communicate data more quickly and with greater reliability, benefiting women equally as men. Mobile phones and tablets, up-to-date hydrological maps, and online platforms for two-ways information collection will improve risk management by enabling men and women to:

- Be better informed of risks.
- Better evaluate evolving risks.
- Better manage risks in pursuit of opportunity. Respond to risk more quickly.
- Evaluate the effectiveness of risk management and adjust their strategies accordingly.
- New technologies can make new types of information available, improve its timeliness, provide more flexible ways of handling information, and cut costs significantly.

Second, the project will be an opportunity **for women's empowerment through better women's inclusion in weather forecasting, warnings and disaster risk preparedness**. Such goals will be achieved through training, effective communication, and capacity building. The project will therefore generate enhanced economic opportunities and voice for women and girls.

To be successful the project needs to foster women's empowerment and elevate women's status within the community, increasing female participation in disaster risk resilience and decision-making. Gender norms need to be unpacked at every level of project cycles, including project design. Development aid has sometimes reinforced existing local gender norms, relegating women to a marginal role under pretext of their lower level of literacy and engagement compared to their male counterparts. For example, during interviews with women's organizations in the Sahel, Oxfam Canada (2013) found that women identify risks that are often absent from "mainstream resilience frameworks": "Women emphasize risks that originate at the household level, that are rooted in gender inequality, and that are exacerbated by cultural stereotypes about women's roles and their ability to engage in decision making. They also cite barriers to building resilience that are linked to sexual stereotypes, care responsibilities and time poverty".

It is thus recommended to mainstream gender issues in all the processes, roles and responsibilities during the generation and dissemination of the relevant hydro meteorological information. Meteorological services need to ensure: (i) equal involvement of women and men in agro-meteorological services and farmer-observer committees; (ii) the establishment of systems to verify that

information has reached both women and men equally; (iii) documentation of the hazards and climate risks that women consider relevant; (iv) collection of gender-differentiated data from regional networks, adjacent territories, and international sources accessible; (v) production of data and warnings that can be understood by both women and men; (vi) women and men trained on how to forecast hazards using different resources; and (vii) that women and men's traditional knowledge is considered equally.⁶

Indirect or gender-neutral policies will also be considered. Project interventions geared to support general services and public good – e.g. training of government officials and/or the extension of meteorological services to agriculture – needs to be considered through a gender lens as they can become catalyzers for women's empowerment. Recommendations on gender mainstreaming will be systematically provided in all project components to mitigate risks deriving from existing gender differentials in education, access to legal services, inputs, land, finances, technology and equipment in rural areas.

Each of the project components will spur social benefits:

Component 1 - Capacity building and institutional development

This will include: (i) training and capacity building programs for agencies' staff and management, (ii) enhancing institutional and regulatory frameworks, and (iii) providing support for detailed design and system integration of project activities. The scope of this project component is to enhance government capacity and regulatory frameworks in hydrology, meteorology, food security and disaster risk management.

Challenges, vulnerabilities and specific responses: The component draws heavily on training of government officials both at national and local level. Women are low represented in organization-wide task forces in disaster risk management, especially at local level. The regulatory frameworks needs to be enhanced in order to foster a better coordination among the government agencies involved (hydrology, meteorology, food security, and civil protection) and make sure that gender issues are considered as relevant for all the agencies involved. Training time and curricula need to be gender-sensitive; as women in Burkina Faso have lower levels of literacy and specific schedules. The teaching methodology needs to be adapted to allow both men and women to fully participate.

Component 2 - Improvement of hydromet and early warning infrastructure

This will include (i) expanding and upgrading hydromet observation networks, (ii) enhancing data collection & transmission, forecasting and decision support systems, and (iii) strengthening preparedness and emergency response facilities and operations. This component aims at reinforcing data collection and dissemination in hydromet observations strengthening preparedness.

Challenges, vulnerabilities and specific responses: Success depends on communities' capacity to participate, understand and being active agents for the preservation, maintenance and appropriate use of equipment.

Burkinabe women involvement in the development and delivery of hydromet services is currently quite limited. Moreover, their involvement in farming management decision-making is also extremely limited,

⁶ UNISDR, UNDP, and IUCN, 2009, *Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines*, Geneva.

although they perform 60 percent of the agricultural work; in addition, they have less access to farming equipment than men. The better inclusion of women in the hydromet technical services and the agricultural practice decision-making on an equal footing to men would improve productivity and climate risk resilience.

Strengthening preparedness and emergency response facilities and operations implies having well-trained units who are able to address gender-specific issues, master communication channels that work for women, and be prepared to address spike in violence, domestic violence and GBV during emergencies. As a commitment to gender equality, technical fields should be equally accessible to both men and women: when women are totally absent from a technical field efforts should be made to open up opportunities for gender-balanced teams. In addition, shelters for emergency response, communication equipment and hydromet information for extension services in agriculture should involve more women.

Component 3 - Enhancement of service delivery and warnings to communities

This component will include (i) establishing a national framework of climate services, (ii) improving flood and drought forecasting and warnings, (iii) developing new products for sector specific needs (focused on agriculture, food security and disaster risk management, etc.), (iv) strengthening “last mile” connectivity to ensure appropriate understanding and use of information, and (v) mobilization and sensitization of community and establishing effective feedback mechanisms for communities at risk.

Unpredictable weather, natural disasters (including drought, locust infestations and floods), environmental degradation and fluctuating commodity prices have led to numerous food security challenges in Burkina Faso. The enhancement of agro meteorology and early warning service delivery to communities, through enhanced connectivity will complement the existing initiatives aimed at strengthening food security: those include projects related to drought relief, the development of the milk industry, technical support to stabilize and restructure the cereal markets, food aid for refugees and those affected by conflict in neighboring countries, and the creation of cooperatives to enable small farmers to become competitive cereal suppliers on local and regional markets.

Challenges, vulnerabilities and specific responses. This is the key project component in terms of gender mainstreaming and focuses heavily on impacts, end-beneficiaries and their capacity to understand and react to warnings. Profiling of end beneficiaries is key to understand habits, livelihood activities, hazard exposure and vulnerability. Livelihood profiling of end beneficiaries often tends to focus on formal workers, their needs and preference. However, the most vulnerable population is often engaged in multiple forms of survival livelihood activities, which have low representation and visibility. For example, poor women are often engaged in petty trade, hairdressing, seasonal farm labor, and artisanal mining therefore do not receive appropriate training and information about risks and hazards. Relying on the local and community levels to identify women involved in the informal sectors and vulnerable to hydro meteorological hazards will be key since formal sources of information are likely to be insufficient to that respect. Beyond transmitting information, it is also important to deeply understand social and cultural norms are embedded in agency and influence decision-making. Improved last mile service require a blend of i) organizational and decision-making processes institutionalized; ii) effective communications equipment; iii) but most and foremost the fact that warning messages are recognized, understood and respected.

Burkina Faso: Social and Gender Assessment

Gender vulnerability in Burkina Faso is strictly interwoven with poverty, high fertility rates, land titling/land use and gender norms. Gender norms impact women and men, boys and girls in the way they i) understand and perceive risks, and ii) cope and respond.

Disasters reveal inequalities at all levels, including at the gender level. Migrant groups lacking citizen status, and ethnic groups lacking political voice and participation are more vulnerable to natural disasters. In turn, gender influences entitlement to economic opportunities and family care responsibilities, which can be disrupted in the event of a natural disaster, making women more vulnerable. For example, drought and erratic rainfall increase the workload of women and girls on family farms because they need to walk longer distances and spend more time securing water for cooking, household sanitation needs, and caretaking of young children and livestock. Additional time spent on resource collection means less time available for education, income generation, or household food production – all of which are cornerstones for resilient individuals and households. Women and girl's limited rights in succession and assets accumulation, also make them less resilient in buffering shocks.

Gender norms also influence the skills, strategies, and survival mechanisms such as food intake. For example, women may reduce the amount they eat so their children and husbands have enough. Small livestock, typically owned by women and youth, is sold first in hard times. Domestic violence, early and forced marriage, as well as gender based violence (GBV) tend to increase in times of insecurity and when social structures experience failures. The Sahel region ranks high in female genital mutilation, domestic violence and early marriage. For girls early marriage rate increases during food shortage times. Burkinabe women in general, and those affected by gender based violence in particular, are therefore vulnerable to the effects of natural disasters, since they are less independent socially and economically, and as such less prepared to develop coping mechanisms that differ from the traditional lifestyle which the natural disaster will disrupt. To be effective, a project aiming to help them be more resilient to hydro meteorological hazards therefore needs to be adapted to their specific needs and socio economic profile.

Country Gender Context:

What is the context?	What is the legal status of women in the country of intervention? What are the gender norms and values? What are the training and education levels among women and men? What are commonly held beliefs, perceptions, and stereotypes relating to gender?
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Due to gender imbalance in the level of education and literacy, women's limited rights and political representation, and access to social infrastructure, including health facilities, Mali ranks at the top ranking in maternal mortality, children's malnutrition and stunting. Although DRR and climate change

are high government priorities, female-led cooperatives, which tend to be less formal and numerous than men's, receive less information and support, and limited financial help.

In 2014 UNDP introduced a new measure, the Gender Development Index (GDI), based on the sex-disaggregated Human Development Index (HDI), defined as a ratio of the female to the male HDI. The GDI measures gender inequalities in achievement in three basic dimensions of human development: health (measured by female and male life expectancy at birth), education (measured by female and male expected years of schooling for children and mean years for adults aged 25 years and older); and command over economic resources (measured by female and male estimated GNI per capita).

The GDI is calculated for 161 countries. The 2014 female HDI value for Burkina Faso is 0.376 in contrast with 0.427 values for males, resulting in a GDI value of 0.881. In comparison, GDI values for Mali and Chad are 0.776 and 0.768 respectively.

Gender Inequality in Human Endowments – Education and Health

The 2010 HDR introduced the Gender Inequality Index (GII), which reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Reproductive health is measured by maternal mortality and adolescent birth rates; the share of parliamentary seats held by women and attainment in secondary and higher education by each gender measures women's empowerment; and economic activity is measured by the labor market participation rate for women and men. The GII can be interpreted as the loss in human development due to inequality between female and male achievements in the three GII dimensions.

Burkina Faso has a GII value of 0.631, ranking it 144 out of 155 countries in the 2014 index. In Burkina Faso, women hold 13.3 percent of parliamentary seats, and 0.9 percent of adult women have reached at least a secondary level of education compared to 3.2 percent of their male counterparts. For every 100,000 live births, 400 women die from pregnancy related causes; and the adolescent birth rate is 115.4 births per 1,000 women of ages 15-19. Female participation in the labor market is 77.1 percent compared to 90.0 for men.

In comparison, Mali and Chad are ranked at 150 and 153 respectively on this index.

	GII value	GII rank	Maternal mortality ratio	Adolescent birth rate	Female seats in parliament (%)	Population with some secondary education (%)		Labor force participation rate (%)	
						Female	Male	Female	Male
Burkina Faso	0.631	144	400	115.4	13.3	0.9	3.2	77.1	90.0
Mali	0.677	150	550	175.6	9.5	7.7	15.1	50.8	81.4
Chad	0.706	153	980	152.0	14.9	1.7	9.9	64.0	79.2
Sub-Saharan Africa	0.575	-	506	109.7	22.5	22.1	31.5	65.4	76.6
Low HDI	0.583	-	461	92.1	20.5	14.8	28.3	57.2	79.1

Burkina Faso has a GII value of 0.631, ranking it 144 out of 155 countries in the 2014 index. In Burkina Faso, women hold 13.3 percent of parliamentary seats, and 0.9 percent of adult women have reached at least a secondary level of education compared to 3.2 percent of their male counterparts. For every

100,000 live births, 400 women die from pregnancy related causes; and the adolescent birth rate is 115.4⁷.

Social and cultural constraints limit women's access to basic services and land, and men tend to be responsible for making household economic decisions. Such disparities are due women's lower status, lower level of literacy, education attainment and completion, and lower control over assets and decision making.

In the domain of education, expected years in school for boys is 8.1 while for girls 7.4, while the mean years spent in school are 1 year for girls and 1.9 for boys. Primary school enrolment rates have increased in recent years to a national average of 87 percent (in 2015). But retention rates, gender and regional disparities, secondary school enrolment and the quality of education remain major concerns. The literacy rate among those over 15 years of age is a low 36 percent. The proportion of adults aged 25 and older who have at least some secondary education is very low for both genders, but especially so for women (0.9 percent compared with 3.2 percent for males). The birth rate for adolescent mothers, meanwhile, is 11.5 percent.

In the health sector, considerable progress has been made. Thanks to subsidized obstetric and neonatal emergency care, and free preventative care for pregnant women, maternal mortality has been cut to the current rate of about 0.37 percent from 0.55 percent in 2000. Over the same period, the mortality rate for children aged under 5 was reduced by more than half to 8.9 percent. Yet there are still many preventable deaths, mostly from diarrhea, malaria and measles. HIV prevalence has also dropped dramatically since 1994. But 22 percent of people living with HIV still lack access to antiretroviral treatment.

The national rate of global acute malnutrition (GAM) for children aged under five rose to 10.4 percent in 2015, according to the SMART nutrition survey. The rate of stunting, caused by chronic malnutrition, was 30.2 percent. An African Union-led cost of hunger study concluded that in 2012, undernutrition in children was costing Burkina Faso an estimated 7.7 percent of GDP.

The nutrition status in children is marked by regional disparities and a slight gender imbalance in favor the girls. In the Sahel region stunting prevalence is recorded with a rate close to 46%. This situation thus seems to keep up with the high infant mortality rate reported in this region. Though occupying the 4th place, stunting prevalence is also high in the Sud-Ouest region with a rate close to 40%, which is nearly the double of the rate prevailing in the Centre region. Stunting remains the most relevant malnutrition indicator of the level of welfare⁸.

Malnutrition – especially iron deficiency – and obesity are the main health concerns for women in Burkina Faso. While thinness in women is a concern in rural areas, obesity and overweight appear to be an urban phenomenon. The body mass index - used to rank women according to the WHO standards indicates that four groups can be identified, based on the nutritional status of women: (i) the group affected by thinness, (ii) the group of those women with a normal weight, (iii) the group of women affected by overweight, and (iv) that of women suffering from obesity. Thinness is a risk factor for a

⁷ UNDP, 2015, *Human Development Report. Briefing note for Countries on the 2015 Human Development Report, Burkina Faso*

⁸ World Bank, 2013, *Burkina Faso Non-Monetary Poverty and Gender Inequalities 1993-2010 Trends A Policy Note 5*, Washington, p.11

women during pregnancy, leading to low birth rate and maternal health issue, while obesity and overweight are risk factors leading to chronic diseases such as diabetes, cardiovascular diseases, as well as some cancers and muscular disorders. While obesity and overweight remains relatively insignificant in rural areas where only 5% of women are concerned in 2010, the proportion is higher in urban areas with an estimated rate of about 20% during the same year⁹.

Women’s decision-making and agency

Women are under-represented in political decision-making and in business and employment (World Bank, 2013). Female-headed households tend to be poorer after adjusting for household size and scale economies in consumption and within households, females perceive themselves as poorer than their husbands in terms of both wealth and decision-making power. As elsewhere in Sub-Saharan Africa, females are under-represented in political decision-making in business and employment.

<p>Who decides?</p>	<p>Who participates in the decision making in the household, the public sector, and corporate sector? Are the bargaining positions of women and men different? Are women involved in making economic decisions? Is there an equal participation of women and men in the political sphere? Who has political influence?</p>
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While some significant improvement is recorded since the 1990s, **Female Genital Mutilation (FGM)** and **early marriage** continue to be a serious issue in Burkina Faso, particularly in rural areas. Practices like FGM, as well as girls’ pregnancy and early marriage, are likely to curtail women and girls’ human rights. In Burkina Faso the occurrence of FGM significantly declined in the country as, among women aged 15-24, the proportion of women having undergone a genital mutilation decreased from 85% in 1998 to nearly 65% in 2010. The improvement is more significant in urban areas where the rates fell from 97% to 56% against 82% and 69% in rural areas. Early sexuality prevalence also decreased between 1993 and 2010, but still remains high. Indeed, the proportion of women having had sexual intercourse before being 16 still accounts for more than 20% in the country in 2010, namely 13% in urban areas and 26% in rural areas.

Early pregnancy, which only slightly declined over the period, also remains a serious concern especially in rural areas where the proportion of affected women accounts for 28% against 12% in urban areas. Early marriage also remains a primarily rural phenomenon though the incidence in cities is not negligible. Actually, the proportion of women having got married precociously decreased between 1993 and 2010 from 34% to 21%. In rural areas it fell from 57% to 50% over the same period¹⁰.

⁹ World Bank, 2013, *Burkina Faso Non-Monetary Poverty and Gender Inequalities 1993-2010 Trends A Policy Note 5*, Washington, p.13

¹⁰ World Bank, 2013, *Burkina Faso Non-Monetary Poverty and Gender Inequalities 1993-2010 Trends A Policy Note 5*, Washington, pp.15-16

Regarding early pregnancies, 4 regions (Cascades, East, Sahel, and South- West) are top with proportions standing at more than 30%. Concerning FGM, the North and Center-East regions appear to be mostly affected with a proportion of more than 80% women. On the other hand, the Center-West and Center-South regions are the least affected and display a proportion of less than 50% women. Although some efforts are being deployed since 2003, there still remains a large proportion of children who do not have a birth certificate.

Gender Differentials in Economic Opportunities and Control over Assets

Who owns what?	Do women and men have equal access to resources including finance, technologies, information, and services (at national, sectoral and local level)? Who has control over these resources? Do women and men equally benefit from these resources? Do women and men have equal access to education, technical knowledge, and/or skill upgrading?
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According to the Human Development Report 2015, some 85 percent of the population in Burkina Faso is employed in agriculture and only 12 percent in services. The work related indicators – although their limited coverage - provide a partial picture of the working conditions in the country. For example, the percentage of vulnerable employment is 89.6 percent, and child labor (% ages 5-14 years old) is 39.2¹¹.

The dimensions of access to credit, housing, assets, and basic utilities also deeply affect gender equality: **mobile phone** penetration is very high with 71.7 percent of the population owning a mobile phone, but we lack sex-segregated data in this respect. According to the Global Findex Index 2014, only 14 percent of the population owns a **bank account**, as most of the population is unbanked – 3 percent of which via mobile banking. Only 5 percent has formal savings and 9 percent has access to formal credit (see detailed table).

In terms of **land ownership**, women are disadvantaged compared to men. Muslim inheritance norms are bilateral, recognizing daughters’ rights to family property (albeit the half of their male siblings). Where the customary tenure system is strongly patrilineal, however, Muslim norms may be ignored and a strictly patrilineal inheritance applies. Amongst the Mossi communities of Burkina Faso, for example, although the majority of families are Muslim women do not inherit land. Only sons inherit land from their family, whilst daughters are given use rights to their father’s land if they are widowed or divorced. Single daughters with children also enjoy temporary use rights. Once she (re)marries, the family relinquishes responsibility over her¹². Married women depend on their husbands and cannot even decide where to live independently from their husband’s consent¹³.

Women’s situation is worsened by the practice of **polygamy**. No effective and gender-sensitive titling procedures have been developed for polygamous households. Several countries have attempted to legislate land rights for women in polygamous marriages. Under Burkina Faso’s 1990 Family Code, if a

¹¹ UNDP, 2015, *Human Development Report. Briefing note for Countries on the 2015 Human Development Report, Burkina Faso*

¹² World Bank, FAO, IFAD, 2009, *Gender in Agriculture Sourcebook*, p.129

¹³ IFC, 2016, *Women, Business and the Law*

couple is monogamous, their property is marital property, but if there is more than one wife, all property is separate property¹⁴.

Polygamous households present another set of issues in relation to marital property. Not all societies outlaw polygamy, and even if they do, the law is generally ineffective if polygamy is customary or traditional. Polygamy seriously affects women's rights to property, however, and generates much tension and anxiety over land rights in many countries. Polygamy complicates legislation requiring written consent of spouses to dispose of property; it also complicates provisions on inheritance and co-ownership of land. Legislating around polygamy is difficult, but to ignore formal or informal polygamy is to protect women's property rights inadequately. The situation is made even more difficult by the fact that many men refuse to acknowledge or discuss polygamy, and women are often hesitant to raise the issue.

Housing ownership and deprivation displays wide regional disparities. Thus, while the housing deprivation rate stands below 20% in the Centre region, it exceeds 90% in the Sahel region in 2010 (see part (1) of Figure 1.3). The Boucle du Mouhoun and the Sud-Ouest regions have also high rates which go beyond 80%. The Centre-Est region also displays a relatively low rate, with a level below 30%. Differences in deprivation in some regions (Boucle du Mouhoun, Centre and Centre-Sud) increased over the period by less than 10 percentage points. Inversely, in the other regions deprivation of housing dropped, especially in the Centre-Nord where the reduction ranges between -20 and -30 percentage points¹⁵. Women appear to be slightly disadvantaged in the access to basic services as compared to men.

Livelihood areas and vulnerabilities to natural disasters

Although women make up 65 percent of farmers, they largely do subsistence farming and have very limited land use and ownership rights. These roles and responsibilities vary slightly between different ethnic groups.

Burkina Faso's national economy is based **on agriculture**, the exploitation of natural resources and stockbreeding. Together, these three sectors are the livelihood for 92 per cent of the population. Plots cultivated by women are more vulnerable to climate change. The land where they grow their crops, either as part of a group or individually, is usually of poorer quality. Because they do not own these plots, women do not invest in them. Moreover, they do not use adaptation techniques such as *zai pits* or stone walls, since they do not have the necessary physical strength and support. They do not have access to the appropriate tools (which are reserved for men's plots), and fertilizers are usually used on family-owned land. As a result, these plots produce lower yields and are more vulnerable to climate change. Another important impact of climate change on women is increased workload¹⁶.

Droughts, floods and a lack of rainfall all damage harvests, meaning families do not have enough to feed themselves throughout the year. Moreover, during the period between harvests, women are

¹⁴ World Bank, FAO, IFAD, 2009, *Gender in Agriculture Sourcebook*, p.157.

¹⁵ World Bank, 2013, *Burkina Faso Non-Monetary Poverty and Gender Inequalities 1993-2010 Trends A Policy Note 5*, Washington, pp.3-5

¹⁶ OXFAM, 2011, *Climate change and Women Farmers in Burkina Faso*

responsible for providing food for the family, which means they have to redouble their efforts to seek alternative activities that will bring in income with which to buy the food they need. They spend more time fetching water or wood, which are increasingly scarce as a result of desertification and overexploitation. The increased workload leaves women with very little time to dedicate to income generating activities or take part in community life.

Who does what?	What is the division of labor among women and men? What is the situation of women and men in the specific sector of intervention? What is the participation between women and men in the formal/informal economy? Who manages the household? Who takes responsibility for the care of children and the elderly?
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Normally in Burkina Faso, the male head of the family is responsible for growing cereals on the family farm. Once the cereals have been harvested, they sell part of this harvest, enabling them to have their own funds. This money is used for their personal expenditure or to finance family parties and celebrations. The rest of the cereals are stored and used to feed the family.

It is the husband’s role to distribute supplies and to periodically provide women with rations. The women are responsible for processing the cereals into flour, making the food and producing sauce or extra ingredients (this means providing all the food, in addition to the cereals). Men normally have a productive role: they are responsible for growing the cereals, as well as building and maintaining the house, buying and selling livestock and, in some cases, doing paid work.

Women tend to have both a productive and reproductive role: they are responsible for providing food for the entire family, looking after children and sick family members, cooking, looking for water and wood, harvesting and processing forest products, and working on the family farm. They also perform some gender-specific productive tasks, such as selling and marketing products, feeding livestock and growing crops in an individual or collective plot. The period between harvests (from the time the cereal stocks from the first harvest run out to the beginning of the second harvest), between June and August, is the hardest¹⁷.

Livelihood Activity	Men’s Role	Women’s Role	Control over Resources
Agriculture	Men are mainly responsible for cereal and cash cropping production and sale. Cereals are the main staple food.	If women cultivate cereals they cannot take decision on extension practices. In some region, beyond working on the family farm, they also work on a plot of land assigned to them by their husband/father	Male household heads make decision on extension practices (when to plant and harvest; what to buy or sell and at what prices). Men also control the income from cash crops and sale of cereals and the share part to be distributed to the wives.

¹⁷ OXFAM, 2011, *Climate change and Women Farmers in Burkina Faso*

			Women retain control only of the vegetable they sell and produce.
Cattle and sheep herding	Men are responsible for buying and selling cattle	Women can contribute in cattle fattening when the livestock activity is sedentary	Only Fulani women can own cattle and control the income from the sale of milk and dairies
Farmyard activities & poultry	Men do not participate in this activity	Women and children are responsible for this activity	Both men and women control the revenues of this activity
Forest products harvesting (timber, shea butter, nere, honey, <i>soumbala</i>, baobab leaves)	Men marginally participate in this activity as lumberjack and timber production	Women are mainly responsible for forest harvesting, processing and sale of non-timber products	Men and women control the income of their activities
Horticulture	Men begin to engage in this practice, depending to the size of the plot	Women grow trees and vegetables in plots of land assigned to them by their husband	Women sell the products at the market and normally control the revenues of the sale
Fetching water	-	Women and children are involved in this activity	Water resources are controlled by the elders
Fetching firewood	-	Women and children are involved in this activity	Forests are public land
Petty trade	-	Women are mainly responsible for this activity	Women can decide what to produce and whether to sell
Migration and remittances	Men (both the household head and young male adults) migrate either temporarily during the off season to send remittances. Young men can migrate to neighboring countries (mainly Cote d'Ivoire) for long-term or permanently	Women tend to stay behind to look after the family and the farm	Men control the revenues of their work, decide where to seek employment and when they return home
Day labor	Men can find jobs on farms and off- farm activities	It is practically impossible for women to find paid work in the rural sector	Men retain control over the income
Children's care and education	Men make decisions on whether children should pursue education	Women are responsible for paying school fees and taking care for the family, including health fees	

Source: OXFAM

A sector specific vulnerability analysis has been carried out for this project (pastoralists, agriculturalists and fishermen) within the World Bank-led PRECA-Sahel project TA framework. Data analyze specific land/water resources use and gender differentials in access, entitlements, and income. They also take into account social change under stress and economic shocks. Available data on household coping mechanisms are also available through a wide range of sources, including a World Bank survey at village level on climate adaptation (World Bank, 2011) and a Poverty and Gender Note about Burkina Faso¹⁸.

Burkina Faso is a fragile country and all of the fundamentals for growth tend to suffer in this context. Fragile and conflict affected situations create severe challenges including for jobs. Where institutions and infrastructure are weak and there are high levels of insecurity or instability, private investors may be

¹⁸ World Bank, 2013, *Burkina Faso Non-Monetary Poverty and Gender Inequalities 1993-2010 Trends A Policy Note 5*, Washington

reluctant to do business. Disrupted education and training mean that people's skills in these settings are often well below their potential. In Burkina Faso working poor with PPP \$2 a day is the large majority (70.1 percent of the total population)¹⁹.

Fragility also contributes to the severity of more gender-specific constraints. Insecurity and lack of infrastructure can disproportionately **affect women's mobility**. Fragility and conflict tend to worsen gender-based violence, both in the household and as a weapon of war. According to the World Bank, female entrepreneurs in Afghanistan and Iraq face lower mobility and especially high vulnerability to harassment and violence, hindering simple business transactions or building networks. In Burkina Faso, Niger, Pakistan, the Philippines, South Sudan and Zimbabwe, surveys conducted by Plan International found that while both adolescent boys and girls faced high dropout rates in periods of crisis, due largely to heightened needs for children to participate in paid labor (especially boys) or domestic work (especially girls), girls overall were particularly vulnerable to dropping out. Girls are also especially vulnerable to early and forced marriage²⁰.

At firm level, fragility and vulnerability to natural disaster hampers economic growth and therefore access to jobs. According to the World Bank Enterprise Surveys²¹ factors shaping the business environment are mainly access to financial services, competition from the informal sector, taxes and corruption.

¹⁹ UNDP, 2015, *Human Development Report. Briefing note for Countries on the 2015 Human Development Report, Burkina Faso*

²⁰ World Bank, 2014, *Gender At Work, A Companion to the WDR on Jobs*, p.51

²¹ World Bank – IFC, 2009, *Enterprise Survey. Burkina Faso Country Profile*

Burkina Faso

Sub-Saharan Africa		Low income	
Population, age 15+ (millions)	9.2	GNI per capita (\$)	750
	Country data	Sub-Saharan Africa	Low income
Account (% age 15+)			
All adults	14.4	34.2	27.5
Women	12.6	29.9	23.9
Adults belonging to the poorest 40%	8.9	24.6	19.4
Young adults (% ages 15–24)	8.3	25.9	20.2
Adults living in rural areas	13.0	29.2	24.8
Financial Institution Account (% age 15+)			
All adults	13.4	28.9	22.3
All adults, 2011	13.4	23.9	21.1
Mobile Account (% age 15+)			
All adults	3.1	11.5	10.0
Access to Financial Institution Account (% age 15+)			
Has debit card	4.3	17.9	6.6
Has debit card, 2011	2.0	15.0	6.3
ATM is the main mode of withdrawal (% with an account)	20.2	53.8	20.2
ATM is the main mode of withdrawal (% with an account), 2011	3.6	51.7	19.7
Use of Account in the Past Year (% age 15+)			
Used an account to receive wages	3.9	7.3	3.2
Used an account to receive government transfers	2.0	3.8	1.0
Used a financial institution account to pay utility bills	0.9	2.8	0.9
Other Digital Payments in the Past Year (% age 15+)			
Used a debit card to make payments	1.4	8.7	2.1
Used a credit card to make payments	1.4	1.9	0.6
Used the Internet to pay bills or make purchases	1.7	2.4	1.2
Domestic Remittances in the Past Year (% age 15+)			
Sent remittances	18.5	28.7	18.3
Sent remittances via a financial institution (% senders)	13.0	31.0	15.4
Sent remittances via a mobile phone (% senders)	16.5	30.8	42.8
Sent remittances via a money transfer operator (% senders)	30.2	21.0	14.1
Received remittances	26.7	37.2	25.6
Received remittances via a financial institution (% recipients)	9.2	26.6	13.0
Received remittances via a mobile phone (% recipients)	6.9	27.6	33.8
Received remittances via a money transfer operator (% recipients)	24.0	22.1	14.8
Savings in the Past Year (% age 15+)			
Saved at a financial institution	8.7	15.9	9.9
Saved at a financial institution, 2011	7.9	14.3	11.5
Saved using a savings club or person outside the family	18.0	23.9	16.3
Saved any money	50.8	59.6	46.5
Saved for old age	7.5	9.8	8.3
Saved for a farm or business	15.3	22.7	16.7
Saved for education or school fees	20.4	22.9	16.6
Credit in the Past Year (% age 15+)			
Borrowed from a financial institution	5.0	6.3	8.6
Borrowed from a financial institution, 2011	3.1	4.8	11.7
Borrowed from family or friends	30.5	41.9	34.9
Borrowed from a private informal lender	2.4	4.7	6.5
Borrowed any money	46.4	54.5	52.5
Borrowed for a farm or business	8.5	12.8	12.2
Borrowed for education or school fees	9.9	12.3	10.9
Outstanding mortgage at a financial institution	3.4	5.2	4.1

Gender Action Plan

Reducing Vulnerability to Climate Change and Natural Disasters

As a semi-arid Sahelian country subject to various **hazards** such as low and variable rainfalls, locust invasions, and storms, Burkina Faso must deal with significant problems of land degradation, deforestation, and desertification. Climate change and landscape degradation, combined with slow economic development, have resulted in chronically high rates of food insecurity and undernutrition. Access to electricity and sanitation is poor, and insufficient investment in education and infrastructure makes it difficult to consolidate development gains. There is a critical need for productivity-enhancing agricultural interventions through better integration of land, fertilizer and water management.

Burkina Faso is subject to **vulnerability** caused by disaster and risks from flood or droughts, deteriorating natural resources, food insecurity and malnutrition, in addition to the pastoralist lifestyle, which involves increasing competition for water and pasture that sometimes lead to conflict. Food security in Burkina Faso is precarious: insecurity affects over 20 percent of the population (more than 3.5 million people). Periodic droughts lead to food crises, and government uses food reserves to transfer food from surplus to deficit regions. The situation can be exacerbated by the influx of refugees as a result of crises in neighboring countries, such as Mali.

In parallel with efforts to enhance productivity, the country therefore needs to ensure the sustainable development of its natural capital and ensure proper management of weather-related risks. Leveraging the Government's sustained commitment to environmental protection and sustainable land management over the last 30 years, it must foster behavioral change in land use and in management of forest, agro-forestry, and agricultural systems; slow land degradation to enhance climate resilience. A more effective disaster risk management processes is critical for addressing vulnerability to climate changes²². Therefore the country also need to strengthen the population's resilience to natural hazards through **investment in Early Warning Systems (EWS), housing, and financial services for the poor.**

Hydromet Information, adaptation, resilience to climate risks

Since the development of national adaptation program of action, significant efforts have been made to promote the planned adaptation. Despite these efforts, food security remains critical for the rural population. One reason for this is that the approaches and planning tools used are varied and variously promote the participation of local populations. Indeed, the level of participation of rural people in the planning, monitoring and evaluation of adaptive capacity is often not complete and inadequate. Participation is limited to either (1) the vulnerability analysis, leaving the choice to technicians for adaptation planning to be implemented by the rural populations, or (2) to the choice of tasks by communities, technicians having already investigated the communities' vulnerability. Consequently, coherence between the vulnerability analysis and adaptation is often suboptimal.

Under such conditions, it is difficult or impossible to implement the monitoring-evaluation system that will inform monitoring- evaluation systems of natural resources and population's adaptation. Two

²² World Bank, 2013, *Burkina Faso: Country Partnership strategy 2013-2016*, pp.14-15

questions are crucial: (1) Can stakeholders' involvement in the generation and use of meteorological information, tools for disaster risk management, monitoring and evaluation foster better resilience? (2) Are tools adapted to users?

We know that women often respond differently to corresponding incentive measures and public policy interventions; have different relationships with institutions (international organizations, national and local governments, and traditional authorities) and unequal access to, and control over resources²³.

For example, IUCN and IFPRI used the approach of sustainable livelihoods in the context of local adaptive strategy in five communities (Tougou, Pabio, Ramdola, Lemnogo-Mossi and Koubi-Thiou). Tools for vulnerability analysis and the vision-action-partnership were initially applied in a community in the CCAFS block Tougou (Tibtenga). The results were submitted to representatives of four other communities (Pabio, Ramdola, Lemnogo-Mossi and Koubi-Thiou) and development partners in the Yatenga. During the workshop, tools for vulnerability analysis and adaptive capacity planning were applied to help identify triggers of vulnerability. Finally, the same tools were applied separately for men and women groups to understand the differences related to gender²⁴.

Results show some differences between women and men in the analysis of vulnerability to climate hazards and adaptation strategies. Such differences lie on sex-based labor segregation and differences in the level of dependency of each group from related livelihood activities. Such a dependency influences perceptions for both men and women. For example, fuelwood was identified as an important resource for women, while pastoral lands were listed as most important for men. Men listed flooding as a major hazard for cattle and pastoral land. Drought and strong winds were identified as major hazards by both women and men.

Adaptation strategies implemented and / or identified by each group also differ slightly for example in the development of agricultural land associated with assisted natural regeneration that would fight against drought and strong winds (identified by both genders) and floods (identified by men). Based on their level of access to livelihood resources, women and men showed a relative difference in the analysis of the importance of resources for the implementation of adaptation strategies. Thus, in general, men give more importance to natural and physical resources, while for women, social and human resources are the most important. This difference is probably related to the fact that men have always received more training and information than women.

Gender-Specific Risks

Women and girls are at far greater risk of experiencing physical and sexual violence in emergency settings. Protection from violence is one of the minimum standards established as a principle for humanitarian aid. The types of violence against women and girls (VAWG) that are common in emergency settings include rape and other sexual assault, physical assault, psychological and emotional abuse, sexual exploitation, and trafficking. It is important to note that the type of response required will vary depending on the forms of VAWG being perpetrated. For example, trafficking of women and girls

²³ IUCN, 2016, *Roots for the Future*, p.261

²⁴ CGIAR, 2014, *Analyse participative de la vulnérabilité et planification de l'adaptation au changement climatique dans le Yatenga, Burkina Faso* Document de travail No. 64

might involve very different actors and responses (especially if it happens across borders) than increased incidence of rape within a specific location or an increase in physical intimate partner violence (IPV)²⁵.

In addition to the direct harm caused by violent acts, VAWG can also prevent women and girls from accessing services or securing shelters/safe spaces during an emergency, further increasing their likelihood of injury or death. It can also impact women's ability to access aid and other resources during recovery and reconstruction. Therefore, it is vital that disaster management projects include measures to prevent and effectively respond to VAWG.

Ample studies have shown that natural disasters, including tsunamis, hurricanes, earthquakes, and floods, disproportionately affect women and girls, who are at greater risk of violence and exploitation than men and boys in the face of uprooted housing and traditional support structures, disrupted access to services, and both structural and social obstacles to accessing food, relief, supplies, and latrines. In 2010, unsafe living conditions after the earthquake in Haiti contributed to sexual violence against women and girls (VAWG) in camps; and both psychological and economic violence increased during and prior to Tropical Storm Agatha in Guatemala. In Sri Lanka and other countries affected by the 2004 Indian Ocean tsunami, increased levels of intimate partner violence (IPV) and non-partner rape were documented in the wake of the disaster. A study conducted four years after Hurricane Katrina occurred in the United States found that the rate of new cases of VAWG among displaced women also increased and did not return to the pre-hurricane baseline during the protracted phase of displacement.

Box 1. Promising Practices: A multi-media public information campaign on post-disaster VAWG in Nicaragua

The post-Hurricane Mitch campaign, "Violence Against Women: A Disaster Men CAN Prevent," designed and promoted by the Puntos de Encuentro Foundation in Nicaragua, was a novel approach addressing post-disaster VAWG, especially intimate partner violence (IPV). This nationwide campaign cleverly applied the theme of rebuilding to personal relationships, drawing parallels between the hurricane and IPV. Campaign activities consisted of TV and radio announcements, educational materials, public presentations and training workshops, and promotional materials with the campaign slogan, including t-shirts, hats, calendars, and bumper stickers. One leaflet, for example, described seven reasons why VAWG negatively impacts the community, society, and development efforts, and provided men with anger management strategies and tips for peaceful conflict resolution.

A mixed-methods evaluation of the campaign, comparing men exposed to the campaign with controls, found that the greatest impact was an increase in men's belief in their ability to avoid violence: 15 percent more of the men exposed to the campaign believed this was the case, compared with the controls. The evaluation also revealed a greater belief in the perception that VAWG is as destructive as natural disasters and can hinder progress at the community level (15% increase among the men exposed to the campaign).

Source: Reyes, Ruben. (n.d). *Violencia contra las mujeres: un desastre que los hombres sí podemos evitar*: http://www.jerez.es/fileadmin/Documentos/hombresxigualdad/fondo_documental/Violencia_masculina/Violencia.Un_desastre_que_los_hombres_si_podemos_evitar._Ruben_Reyes_Giron..pdf

²⁵ World Bank, IDB, The Global Women's Institute, 2015, *Violence against Women and Girls (VAWG). Initiate, Integrate, Innovate*; Vawgresourceguide.org

Knowledge Gaps

Although documentation on gender differentials in entitlement, opportunities and risks is widely available through desk review, other issues remain unknown and require deeper investigation, such as differentials in vulnerability in each sub-category and village clusters are so far unknown. Gender-disaggregated data collection within disaster risk management is a recent phenomenon, including in post-disaster need assessment (PDNA) reports. These are some of the most pressing questions necessary to entangle the nexus between resilience, coping mechanisms, and behavioral change in early warning systems:

- How women, men and youth are affected differently by various emergencies?
- Are Governments' EWS and strategies taking into account different needs and social roles of women and men, before, during and after a natural disaster?
- Are statistics and plans emerging from disaster mitigation effectively disaggregated by sex and age?
- Are women, men and youth affected by natural disasters granted equal treatment, rights and access to services and resources?
- Do women, men and youth adapt differently to the new areas, livelihoods, prerequisites, problems and possibilities they encounter?
- Are plans and strategies for resettlement and relocation gender sensitive?
- Are women, men and youth, benefitting from community education, awareness-raising, and training?
- Are women and men able to participate in decision making processes?
- Are women and men in being affected differently by the presence of forced migrants, due to climate change and conflict?
- Are partnerships, consultations, and involvement of stakeholders during an emergency, gender sensitive?

To bridge knowledge gaps the following steps are suggested: for example (i) identifying key informants among government officials; (ii) hiring a local gender expert; (iii) consulting local female-led organizations.

Gender Action Plan

Designing a Gender Action Plan (GAP) requires a thorough plan for measuring results. A key piece of project creation is setting up a sturdy framework for monitoring and evaluation to determine important project milestones and targets as indicators of success and true progress toward equality in entrepreneurship.

The following five steps can be used to guide the design of a gender-sensitive monitoring and evaluation framework:

1. Provide a detailed, written description of project activities to be monitored. The first step in designing a gender-sensitive monitoring and evaluation (M&E) framework is to conduct the identification and design phases of an intervention using a gender-focused point of view. Project team will ensure that activities

include consultations with women’s groups and relevant stakeholders, that initial data collection gathers gender-disaggregated data, and that all preparatory assessments integrate gender issues.

2. Identify indicators to be measured, data sources and monitoring tools to be developed, and agree on frequency of data collection. The focus of this step is for the project team and all partners to agree on what specific indicators will be included in the results framework, the data sources, along with the tools that would have to be developed to collect data, and the frequency of data collection. A gender-sensitive monitoring framework would include a mix of indicators related to outputs (goods and services), outcomes (behavioral, institutional and societal changes) and impact (positive or negative, direct or indirect long-term effects).

3. Agree on evaluation methods. Evaluation methods should be based on program priorities and desired data. A combination of quantitative and qualitative approaches in the M&E framework is strongly recommended, specifically for projects promoting female entrepreneurship. Since some key dimensions are difficult to capture with quantitative data, such as changes in women’s assertiveness or self-confidence, qualitative data can be collected in focus group discussions with the beneficiaries and household members, or through direct observation of the team implementing the project.

4. Develop communication channels that govern the flow of monitoring data, and identify resources, constraints and opportunities available for monitoring. Project monitoring data must flow from the field to the project management team under set communications and reporting requirements. Such requirements will help the program team know who will be responsible for collecting, documenting, checking, and reporting on data collected at each stage of the project.

5. Bring it all together. The M&E framework outlines gender-disaggregated data to be collected during project implementation and to be used to determine impact on men and women at the end of the project. The framework should be integrated into the program’s work plan and should be updated if program objectives or activities change. Progress on gender-sensitive indicators should be reviewed regularly in order to make mid-course corrections to the program.

PDO	Gender Action Plan (GAP)	Gender-Sensitive Indicators
1 - Capacity building and institutional development	<ul style="list-style-type: none"> • Equal opportunities are granted to men and women in accessing jobs in DRM in various types of technical and scientific expertise. • Women’s organizations are involved in decision-making, and communities are consulted. • Produce case studies of successful gender-sensitive Early Warning Systems (ESW) for training and to sensitize senior government and political leaders 	# of women trained in technical fields # of women’s organizations involved Gender-sensitive manual(s) prepared for government officials

	<ul style="list-style-type: none"> • Gender is mainstreamed in the legislation mandating the preparation of hazard and vulnerability maps for all communities. Hazard and vulnerability maps are based on the analysis of gender-disaggregated data. • Communities (equally women and men) are involved in the review and update of risk data each year. • Use gender-sensitive indicators and involve non-governmental organizations in collecting data and encourage the communities to contribute. • Allocate appropriate resources to gender mainstreaming across all agencies, designate a gender focal point to strengthen mechanisms of systematic coordination of gender action plan across agencies involved in ESW. • Ensure an adequate study sample size, which is important to make confident statements about gender-differentiated impacts; however, researchers should be careful about generalizing results for representative populations • Curricula are developed for schools to train children and youth to disaster risk preparedness. 	<p># Regions where CSOs are involved in promoting women’s role in disaster risk preparedness</p>
<p>2 - Improvement of hydromet and early warning infrastructure</p>	<ul style="list-style-type: none"> • Integrate indigenous knowledge (including women’s specific knowledge) and build community support around data collection and transmission • Train communities – both men and women - to collect data, use equipment and maintain basic infrastructure. Motivate the local population to participate by identifying champions/catalysts in behavioral change 	<p># Local communities sensitized to EWS</p> <p># Training in local communities (sex-disaggregated data on participation, involvement, leadership roles)</p>

	<ul style="list-style-type: none"> • Establish an effective hazard monitoring and warning service that consider the current abilities and needs of both men and women • Women and men are involved equally in the development of risk and hazard maps by opening up technical and management fields to women • In case of emergency, facilities and information are in place to prevent and address GBV, domestic violence, and child abuse. Specialized personnel are mobilized, funds are allocated to hire the personnel and buy the necessary equipment. • In case of population displacement or mass migration, facilities are in place to help unaccompanied minors and teen-agers access information. Shelters are identified for the vulnerable population (women and teen-agers head of household, lactating and pregnant women, families experiencing domestic violence, unaccompanied children, disabled persons) 	<p>Frequency of data updating on women and men’s capacity to respond to emergency</p> <p># Emergency shelters financed (per region) providing protection against GBV</p>
<p>3- Enhancement of service delivery and warnings to communities</p>	<ul style="list-style-type: none"> • Analyze women’s capabilities in understanding warnings, taking action and responding. Pay attention to difference in behavioral patterns across ethnic groups, casts and social classes. • Identify women’s communication channels for dual system data transmission and include them in the EWS, even though they look as less orthodox • Central library or GIS database include gender-differentiated information, tools and case studies. It is easily accessible and provides suggestions on how to address gender-specific challenges. 	<p>Gender-sensitive information included in Report(s)</p> <p>Report(s) prepared on best communication channels in emergency (radio, mobile, direct communication through CSOs, etc.) as preferred by sex</p> <p># Outreach initiatives and information campaigns</p>

- **Identify and profile end-beneficiaries** for a better accuracy of data collection and better targeting
- Develop **new products tailored on specific end-users** (e.g. small plot farmers, nomad or semi-nomad pastoralists, fishermen, petty traders, artisanal miners).
- Analyze behavior patterns of men and women, children and elders – time of the day, type of hazard exposure, financial and social vulnerability, repeated stress or shocks to which they are exposed
- Make sure that messages incorporate values, concerns and interest of women and men
- Studies can be carried out to evaluate messages' impact and resonance among women and men of different age groups, social class, etc.
- Gender-sensitive lessons should be incorporated into disseminations efforts.
- Warning dissemination channels ensure that both men and women receive information
- Women and men are both part of volunteer network trained and empowered to receive and disseminate warnings to remote households and communities
- Warning communication technology is accessible and reaches women and men
- Gender experts and women's groups are consulted to assist with identification and procurement of appropriate equipment for warning dissemination
- Gender-sensitive strategies are developed to build credibility and trust in EWS development