

# Gender Assessment

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**FP011: Large-scale Ecosystem-based Adaptation in  
The Gambia: Developing a climate-resilient, natural  
resource-based economy**

Gambia | UNEP | B.13/23



GREEN  
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**Annex P: Gender analysis: Consideration of gender in the design of the GCF project ‘Large-scale Ecosystem-based Adaptation in The Gambia: developing a climate-resilient, natural resource-based economy’**

	General questions applicable to all sectors and projects	Questions specific to the GCF project context, particularly in terms of natural resource management, agriculture and rural development
<p><b>What is the context?</b></p>	<p>Gambia has progressive policies in place which promote the increased participation of women in the economy, from promoting increased representation of women in decision-making at the village level, access to education, access to finance and participation in the formal economy. Article 28 of the Constitution (amended 2002) provides for the equal rights of women in society.</p> <p>The Gambia’s policies are guided by the National Gender and Women’s Empowerment Policy (2010–2020), the prescripts of which are reflected in sectoral policies such as the Agriculture and Natural Resources Policy (ANR, 2006–2015), the National Agriculture Investment Plan (NAIP, 2010–2015), National Forest Policy (2009) and National Fisheries Policy (draft). For example, the ANR emphasizes the important role of women as the largest labour force in the agriculture sector. Further, the ANR notes that women’s access to credit, services and productive resources is limited and in need of priority action.</p> <p>The NAIP is a plan to implement the priorities of the ANR. For example, the NAIP identifies potential programmes based on increased participation of women in programs such as promotion of irrigated horticulture, processing of fish products and development of upland crops. However, in practice, the practical implementation of these policies is highly variable between and within various sectors, and is largely restricted to development aid-funded initiatives. The Constitution of Gambia recognises and includes consideration of three forms of law, namely customary law, civil law and Sharia law, each of which may be applicable in a given context. As the majority (~90%) of the population are Muslim and defer to Sharia law, the traditional prescripts of the latter law are generally applied rather than civil law. As a result of the contradictions between these forms of law, women are often prejudiced in matters of land tenure, marital rights, access to finance and assets despite the provisions of the Constitution.</p> <p>The formal participation of women in the economy and in decision-making, from the village- to the national-level, is partly hindered by the relatively low levels of education and literacy amongst adult women relative to men. For example, the literacy of women aged 15+ is ~43%, compared to ~65% of men. However, the Millenium Development Goal of gender-equitable access to education has been recently achieved,</p>	<p>The proposed project will maintain a strong emphasis on alignment with all relevant national policies and priorities, including those related to empowerment of women and promotion of gender equity (including consideration of policies such as the ANR, Forestry and Fisheries policies, which prioritise increased participation and empowerment of women in each respective sector). The project has adopted gender-disaggregated targets for beneficiaries and will aim to ensure that at least half of the project’s direct beneficiaries will be women.</p> <p>Several elements of the project’s design have included consideration of the achievement of these gender-equitable targets through the design of activities that would benefit men and women equally.</p> <p>Firstly, the project has provided proposed selection criteria (to be validated at the implementation stage) for prioritisation of project participants (Annex K). Several selection criteria have been included to promote the prioritisation of women as project beneficiaries – for example, the project will prioritise the establishment of natural resource-based enterprises which have been identified as being culturally appropriate and within the accepted norms for women’s societal roles (see ‘Who does what?’ below). Furthermore, the project will prioritise those communities who have already established a <i>Kafo</i> i.e. a representative committee or association, for village women – for example, a Village Women’s Farmer’s Association or a Women’s Community Forest Enterprise. Additional criteria can be added in the inception phase as seen useful.</p> <p>Secondly, where a representative <i>Kafo</i> (community association or community) has not been established for women, the project will include measures to assist village women to establish a representative association prior to participation in the project’s activities.</p> <p>Thirdly, the training activities provided to government extension officers under Components 1 and 2 will include modules which explicitly focus on raising awareness, and providing practical suggestions on how to include consideration, on issues related to gender equity and sectoral priorities related to women.</p> <p>Fourthly, the activities will include budgetary allowance to support payment for childcare facilities and after-school support for young children, thereby enabling mothers with dependent children to participate in training and skills development</p>

	<p>where the 2013 rate of primary school enrolment was 71% for girls and 67% for boys, indicating progress in providing education to girls and women.</p>	<p>activities (including those women selected for training courses at the Multi-Purpose Centre training facilities). This measure will reduce the inherent bias towards men in terms of benefits generated by the project.</p> <p>At a central level, the project will be coordinated by the Project Steering Committee (PSC), a decision-making body comprised of representatives of key project stakeholders. The PSC will include representatives of MoECCWWF, MoFEA, DoF, DoPWM, MoA, SDF, GCCI, DoCD and NEA. The project will promote a gender-equitable composition of PSC members, to the degree that is practical and feasible based on availability of appropriately qualified female staff from each PSC member agency. In the event that gender parity within the PSC is not achievable, orientation and training for PSC members provided under Component 1 will include modules on sensitisation to women's issues and the importance of increased economic empowerment and decision-making of women.</p>
<p><b>Who does what?</b></p>	<p>The traditional division of labour in The Gambia is informed by accepted norms of what kinds of work are appropriate for men or women. It is estimated that women provide ~65% of the agricultural workforce, which is the main livelihood activity of the Gambia and contributes ~35% to GDP. However, there are cultural distinctions within each of the major ethnic groups, including Mandinka (~37%), Fula (~20%), Wolof (~15%), Jola (~11%), Serahuli (9%) and other groups – each ethnic group varies slightly in terms of agricultural practices and livelihoods.</p> <p>The majority of farm labour such as field preparation, weeding, and harvesting of crops, is undertaken by women. In addition, women are primarily responsible for maintaining vegetable gardens in the immediate vicinity of the homesteads. In contrast, men are traditionally responsible for activities such as herding of livestock, as well as forestry activities such as beekeeping and timber-logging.</p> <p>Other livelihood sectors are similarly segregated by gender. In districts adjacent to coastal and wetland areas, men are responsible for net- and line-fishing while women participate in activities such as oyster collection, fish-processing and salt production.</p> <p>The approaches adopted by past initiatives in The Gambia have demonstrated that, to meaningfully promote the inclusion of women in activities focused on livelihoods, it is preferable to focus on practices which are culturally accepted as being appropriate for women. Representative committees or unions for women have proven to be an effective approach for including women as active beneficiaries – particularly through Village</p>	<p>As indicated in the description above, the project will include consideration of traditional roles and responsibilities of both men and women in the selection and prioritisation of activities at each site. In particular, the project approach will rely on community-driven identification of priority natural resource-based businesses to be established in participation with communities. The selection of natural resource-based businesses to be established at each participating village will prioritise those business types which are likely to generate direct benefits for women, or which are traditionally within the accepted cultural norms of women's roles in the community. This will be supported by the strengthening or establishment of representative <i>Kafos</i> for women at each participating village, thereby ensuring the participation and ownership of women beneficiaries throughout the implementation phase. The project seeks to expand women's role in economic activities and decision making while at the same time being sensitive to women's and men's historical gender positions so as not to expose women to harm.</p> <p>Activities identified as being particularly appropriate for the project's female beneficiaries include the following:</p> <ul style="list-style-type: none"> <li>- collection and processing of wild and cultivated food products (<i>inter alia</i> baobab, wonjo, kabba), for example as juices, dried fruit or pulp;</li> <li>- establishment of biodiverse home-gardens and horticultural plots;</li> <li>- manufacture of handicrafts e.g. <i>Rhun</i> palm furniture and weaving; and</li> <li>- various artisanal skills such as oyster farming, fish processing and salt production.</li> </ul> <p>In addition to the above activities, female beneficiaries may be encouraged (but may not be expected) to participate in additional activities which</p>

	<p>Women's Farmer's Committees affiliated with the National Women Farmer's Associations. In specific instances, including during the in-country assessment mission undertaken in August–September 2015, it was observed that women's associations had been established at the village level to act as administrative Committees for specific enterprises including <i>inter alia</i> a Women's Vegetable Producer Group and a Village Women's Salt Producer Group.</p>	<p>are traditionally within the domain of men's responsibilities in order to increase the sphere of activities that they may contribute to thus enlarging their potential for involvement, for example:</p> <ul style="list-style-type: none"> <li>- collection and marketing of firewood;</li> <li>- harvest of timber; and</li> <li>- beekeeping.</li> </ul>
<p><b>Who has what?</b></p>	<p>The majority of Gambian households have very few fixed assets, which typically does not exceed household contents, livestock and productive assets such as a vehicle or agricultural implements.</p> <p>The majority of households under traditional rural land tenure arrangements are resident on customary land under the authority of the local village elder or <i>al kalo</i>. Such land may be variously rented out to tenants or passed on to customary descendants. According to the principles of customary law, the fate of woman-headed households in the instance of the passing of a spouse may be determined at the discretion of the <i>al kalo</i> which may leave women vulnerable to loss of residency and access to land. Consequently, there are barriers that prevent the increased ownership and control of land by women.</p> <p>In contrast, freehold land title (which is more common in the vicinity of the capital city) are formally registered to owners, which may equally be men or women.</p> <p>The limited access to land assets by women is a barrier to access to finance, for the reason that land is the most common collateral provided for small and medium loans. While there are no legal barriers to women's access to finance, the limited access to assets for collateral prevents the increased participation of women in the formal economy. However, although customary land tenure arrangements do not allow for ownership of land by <i>kafos</i>, long-term arrangements for leases of customary land are commonly granted to women's <i>kafos</i> (usually for agricultural uses) and can be used as shared collateral for group loans.</p>	<p>The project's activities will not procure assets to be owned by individuals or households, but will rather focus on investments in equipment for establishment of Community Forest Enterprises based on enhanced natural resource base.</p> <p>The engagement of these village committees in the implementation of the project will be conditional upon the existing applicability criteria adopted by the Social Development Fund, which includes multiple measures to reduce the risk of unfair bias towards individual parties and provides a mechanism for transparent and equitable sharing of benefits within all members of the community (both male and female).</p> <p>The project will introduce additional measures to ensure that participation in the project's activities is conditional on the establishment and strengthening of appropriate village-level structures to represent the interests of women. Therefore the project will ensure that the design of the project's activities includes the inputs of both men and women throughout the implementation period, including decision-making in the selection of site-specific activities.</p> <p>In consideration of the complexity of customary land tenure arrangements, the project will not aim to directly increase the ownership and control of land by women. However, through the establishment of representatives village-level <i>Kafos</i> such as Women's Farmer's Groups, the project will increase the eligibility of participating women to access grant and loan finance, which may be granted to village-level women's committees using customary land as collateral.</p>
<p><b>Who decides?</b></p>	<p>Decision-making at the level of households tends to be patriarchal except in those households which are women-headed (~15%). Village elders (<i>al kalos</i>) are overwhelmingly, if not exclusively, male, as are the Village Development Committees established to oversee and pronounce on village-level planning.</p> <p>The participation of women in local-level decision-making has increased in certain sectors, particularly in bilateral/donor-driven projects which have included criteria for establishment of</p>	<p>As described above, the decision-making related to the project's activities at the village level will be overseen by traditional authorities (<i>al kalos</i>) with the input and active participation of every Village Development Committee. The traditional governance systems remain largely patriarchal and do not meaningfully include women in decision-making. However, the project will introduce multiple activities that will guarantee the participation of women in decision-making and selection of priority activities to be implemented, firstly by establishing representative committees for</p>

	<p>local governance systems for women (<i>Kafos</i>). Women's Farmers Associations are the most important and numerous representative group for women's issues, which includes several thousand applications made by women's farming <i>kafos</i> for leaseholder rights to agricultural land (accurate estimates of the number of applications are currently unavailable as a result of the variable record-keeping between districts).</p>	<p>village women that will lead the implementation of the activities described above under 'Who does what?.'</p> <p>At a central level, the project will be coordinated by the Project Steering Committee (PSC), a decision-making body comprised of representatives of key project stakeholders. The PSC will include representatives of MoECCFWF, MoFEA, DoF, DoPWM, MoA, SDF, GCCI, DoCD and NEA. The project will aim to ensure that at least half of the PSC members are women.</p>
<p><b>Who benefits?</b></p>	<p>The complexity of the existing customary, civil and Sharia laws result in wide variable in the relative equity of benefit-sharing within the average household. Despite the increased consideration of gender equity and equal rights of women in policy, the practical implementation of these policies remains limited in terms of equitable benefit-sharing and income between men and women.</p>	<p>As noted above, the project will adopt a target of gender-equitable benefits. It is estimated that the project will directly benefit ~11,550 people, of whom half will be women. The most effective way to ensure that women and men participate and benefit equally is to identify and actively promote activities which are appropriate for women as well as activities which are appropriate for men (see activities detailed under 'Who does what?', with an approach that is sensitive to traditional values but which simultaneously promotes the increased participation and decision-making of women.</p> <p>Representative committees or unions for women have proven to be an effective approach for including women as active beneficiaries – particularly through Village Women's Farmer's Committees affiliated with the National Women Farmer's Associations. Therefore the project's activities at each participating village will be contingent upon the establishment of representative local committees for women. Therefore the project will establish/strengthen and invest in capacity-building of ~125 Village Women's Committees, representing at least ~5,775 women.</p> <p>The indirect benefits are anticipated to be equally distributed between men and women, estimated to represent ~46,200 indirect beneficiaries in total.</p>