



MAINSTREAMING DISASTER RISK REDUCTION IN THE GENDER SECTOR

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ACRONYMS

| | |
|--------|---|
| AIDS | Acquired Immune Deficiency Syndrome |
| ARSDRR | Africa Regional Strategy on Disaster Risk Reduction |
| AU | African Union |
| COEs | Centres of Excellence |
| CSC | Climate Services Centre |
| DRM | Disaster Risk Management |
| DRR | Disaster Risk Reduction |
| EU | European Union |
| EW | Early Warning |
| EWS | Early Warning Systems |
| GBV | Gender Based Violence |
| HIV | Human Immunodeficiency Virus |
| IMS | Information Management System |
| IUCN | International Union for the Conservation of Nature |
| M&E | Monitoring and Evaluation |
| NEPAD | New Partnership for Africa's Development |
| PRM | Peer Review Mechanism |
| PoA | Programme of Action |
| REC | Regional Economic Communities |
| RISDP | Regional Indicative Strategic Development Plan |
| SADC | Southern African Development Community |
| SDGs | Sustainable Development Goals |
| SHOC | SADC Emergency and Humanitarian Operations Centre |
| SIMEX | Simulation exercises |
| SRK | SRK Consulting (SA) (Pty) Ltd |
| UN | United Nations |
| WB | World Bank |

GLOSSARY OF TERMS

Climate means the average weather, or more rigorously, as the statistical description in terms of the mean and variability of relevant quantities over a period ranging from months to thousands or millions of years. The classical period for averaging these variables is 30 years, as defined by the World Meteorological Organization. The relevant quantities are most often surface variables such as temperature, precipitation and wind. Climate in a wider sense is the state, including a statistical description, of the climate system (IPCC, 2015);

Climate change means a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forces such as modulations of solar cycles, volcanic eruptions and persistent anthropogenic changes in the composition of the atmosphere or land use" (IPCC, 2015);

Disaster means a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts (UNDRR, 2017);

Disaster risk management means the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses (United Nations, 2016);

Disaster risk reduction means the policy objective aimed at preventing new, reducing existing disaster risk, and managing residual risk, all of which contribute to strengthening resilience. Concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events (UNDRR, 2017).

Early warning means the identification, interpretation and recognition of events that indicate a potential emergency (UNDRR, 2017);

Early Warning System means an integrated system of hazard monitoring, forecasting and prediction, disaster risk assessment, communication and preparedness activities systems and processes that enables individuals, communities, governments, businesses and others to take timely action to reduce disaster risks in advance of hazardous events (United Nations, 2016);

Exposure means people, property, systems, or other elements present in hazard zones that are thereby subject to potential losses (United Nations, 2016);

Gender means socially constructed roles, behaviours, attributes and relationships between men and women (SADC, 2018);

Gender Mainstreaming means a process of assessing the implications for women and men of any planned action, including legislation, policies or programs, at all levels. It is a strategy for ensuring that concerns and experiences are an integral dimension of the

design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally (SADC, 2018);

Hazard means a potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation (UNDRR, 2017);

Humanitarian means the aid and action designed to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of man-made crises and natural disasters, as well as to prevent and strengthen preparedness for the occurrence of such situations (SADC, 2017);

Mitigation means the lessening or minimizing of the adverse impacts of a hazardous event (United Nations, 2016);

Preparedness means the knowledge and capacities developed by governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to and recover from, the impacts of likely, imminent or current disasters (hazard events or conditions) (SADC, 2017);

Prevention refers to activities and measures to avoid existing and new disaster risks (United Nations, 2016);

Rehabilitation means operations and decisions taken after a disaster with a view to restoring an affected community to its former living conditions, while encouraging and facilitating the necessary adjustments to changes caused by the disaster (UNDRR, 2016).

Resilience means the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management (UNDRR, 2017);

Response means actions taken during or immediately after a disaster and /or the provision of emergency services and public assistance during or immediately after a disaster to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected (UNDRR, 2017);

Risk means the combination of the probability of a hazardous event and its consequences which result from interaction(s) between natural or man-made hazard(s), vulnerability, exposure, and capacity (SADC, 2017);

Risk assessment means a qualitative or quantitative approach to determine the nature and extent of disaster risk by analysing potential hazards and evaluating existing conditions of exposure and vulnerability that together could harm people, property, services, livelihoods and the environment on which they depend (United Nations, 2016);

SADC means the Southern African Development Community comprising of 16 Member States (Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, The United Republic of Tanzania, Zambia and Zimbabwe);

Sustainable Development means development that meets the needs of the present without compromising the ability of future generations to meet their own needs (IPCC, 2018);

Vulnerability means the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards (UNDRR, 2017).

1 INTRODUCTION

In the SADC Treaty, Article 6(2), (SADC11, 1992) as amended (SADC10, 2001), Member States undertook not to discriminate against any person on the grounds of gender. The SADC Gender and Development Monitor 2016 (SADC, SARDC, 2016) highlights that the “SADC Protocol on Gender and Development commits to the integration and mainstreaming of gender issues into the SADC Programme of Action and Community Building Initiatives.” According to the International Union for the Conservation of Nature (IUCN), “Fact Sheet”, statistical data indicates that there are differentiated disaster risk impacts on women and men. Women most likely become victims of domestic and social violence, as well as, register a higher mortality rate than men. Several disaster risks have affected the SADC region such as the floods that occurred in Malawi in 2015, together with the 2015/2016 El Nino that caused a region-wide drought and food insecurity, the Tropical Cyclone Idai that affected Malawi, Mozambique and Zimbabwe in March 2019 and the global Coronavirus pandemic in 2019/2021. Impacts from these risks have affected men and women in different ways. For example, women, especially pregnant mothers, require access to pre-natal health services. Men on the other hand, tend to place themselves in dangerous situations during and after a disaster, which also increases their mortality. Therefore disaster risks, affect men, women, children and the elderly in different ways and therefore requiring different gender considerations that minimise the impacts.

This Disaster Risk Reduction (DRR) Mainstreaming guideline is aimed at enabling strengthened integration of disaster risk management in gender frameworks, strategies and programmes and promote these responsive instruments and interventions for affording equality in disaster risk prevention, preparedness, response and recovery for resilience building. The guideline reinforces DRR along the global and regional global instruments, the Sendai Framework and disaster risk management cycle and proposes measures for mainstreaming DRR in gender policy and programming.

2 DRR MAINSTREAMING BACKGROUND

SADC Member States are signatories to the Sendai Framework for Disaster Risk Reduction 2015 – 2030 (UNISDR, 2018) and adhere to the Agenda 2030 on Sustainable Development, as well , other related global Protocols and Agreements. Member States are expected to undertake their DRR activities at the country level in line with the provisions of these instruments and in ensuring DRR integration in gender considerations.

2.1 Guiding Framework

(i) The Sendai Framework for Disaster Risk Reduction 2015 – 2030

The Sendai Framework mainly focuses on four (4) priority areas for action which include:

- Understanding risk;
- Strengthening disaster risk governance to manage disaster risk;
- Investing in DRR for resilience; and

- Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

These priorities provide guidance and direction for mainstreaming DRR in gender initiatives and imperatives in the various sectors at the SADC Secretariat and in the Member States.

(ii) Sustainable Development Goals

The Sustainable Development Goals (SDGs) are global goals with targets aimed at guiding actions to be implemented by governments, as well as, to monitor progress on sustainable development. Such includes actions to end poverty and hunger, ensure healthy lives, promote sustainable use and management of water and other natural resources, reduce gender inequality, address climate change and enable global investment and partnerships at all levels. Sustainable Development Goal 5 “achieve gender equality and empower all women and girls” directly or indirectly contributes towards the mainstreaming of DRR in gender policies and planning through the application of equality empowerment targets as summarised in Figure 1

Table 1: Sustainable Development Goals

| Goal | Targets | Indicators |
|---|---|---|
| Promoting gender equality and empowerment | Equitable enrolment for male and female in formal and nonformal education | Ratio of girls to boys in primary education |
| | | Ratio of girls to boys in secondary education |
| | | Ratio of literate women to men aged 15–24 years |
| | | Proportion of persons living with disabilities in formal and non-formal education |
| | Equal distribution of wealth | Share of women in decent wage employment sector (%) |
| | | Youth unemployment rate (%) |
| | Improved participation in decision-making | Unemployment rate amongst persons living with disabilities (%) |
| | | Ratio of women receiving economic empowerment |
| | | Proportion of seats held by women in Parliament (%) |
| | | Proportion of women with access to land |
| | Promote basic human rights including gender equality | Ratio of women to men inheriting family wealth |
| | | Annual incidence of gender-based violence (%) |

2.2 African Union Agenda 2063

The goal of Aspiration 6 of the African Union (AU) Agenda 2063 is to promote, “an Africa whose development is people driven, and reliant on the potential offered by African People, especially its Women and Youth, and caring for children and attainment of gender equality in all spheres of life”. These efforts have to be complimented by the implementation of climate resilience building measures to be achieve through among others the alignment with the Africa Regional Strategy on Disaster Risk Reduction (ARSDRR) and Programme

of Action (PoA) that have provisions for DRR mainstreaming in various development sectors, including in gender at regional and Member State levels.

Table 2 is an extract from the matrix of the PoA to implement the ARSDRR which highlights the importance of gender considerations in development policies and measures to mitigate the disaster risk impacts caused by gender inequality.

Table 2: Extract from African Union - Programme of Action Source (African Union, 2010)

| Strategic areas of intervention | Major areas of activity | Expected results | Measurable indicators institutions involved |
|--|--|---|--|
| 4. Improve governance of disaster risk reduction institutions and reduce the underlying risk factors | Increasing gender sensitivity of DRR policies, legislation and programmes. | Gender concerns and needs incorporated into DRR policies, legislation and programmes. | <ul style="list-style-type: none"> • AU Commission/ NEPAD Planning and Coordinating Agency; • Regional Economic Communities (RECs); • National governments including Ministries of Health, Urban Planning and Local Authorities; • Civil Society (including private sector); and • All relevant UN agencies |

2.3 Regional Policies and Instruments

2.3.1 Regional Indicative Strategic Development Plan

The SADC Vision 2050 is founded on Peace, Security and Good Governance as advanced by three pillars and across cutting issues: Gender, Youth, Climate Change and Disaster Risk Management, as follows:

- (i) Pillar I: Industrial Development and Market Integration;
- (ii) Pillar II: Infrastructure Development in Support of Industrialisation and Regional Integration; and
- (iii) Pillar III: Social and Human Capital Development.

The Regional Indicative Strategic Development Plan (RISDP) 2020-2030 recognises gender equality and empowerment and improved Disaster Risk Management (DRM), as

imperative to support regional resilience, and attainment of the goals and aspirations of regional integration. Mainstreaming of DRR in gender is key in ensuring that inequalities in the determination and provision of needs for women, youth and vulnerable communities are addressed.

2.4 Regional Gender Policies, Strategies and Plans

2.4.1 Protocol on Gender and Development

The SADC Protocol on Gender and Development came into effect in 2008. The Protocol aims to empower women and remove discrimination to achieve gender equality. This would be accomplished by encouraging and harmonising the development and implementation of gender responsive legislation, policies and programmes and projects across Member States (SADC2, 2008). The SADC Protocol is an instrument that sets quantifiable targets, time frames and indicators for achieving gender equality and Monitoring and Evaluating (M&E) progress made by Member States.

2.4.2 Amendment to the Protocol on Gender and Development (2016)

The Amendment to Article 3(b) (SADC, 2016) of the Protocol on Gender and Development reinforces the commitment to the attainment of the SDGs, Agenda 2063 and the Beijing Plus 20. The amended SADC Protocol, as it relates to Gender and Development, provides an opportunity for the SADC region to mainstream DRR in gender. The two (2) key aspects of the revised Protocol on Gender and Development that provides for DRR mainstreaming in gender, include:

- (i) Article 2 (a) and (b) of the Protocol (SADC, 2016), as amended, where Members States are directed to ensure that women under the age of 18 do not marry and that the minority status of women be abolished.

This has an impact on the authority of women to make decisions on matters related to the consequences of disaster risks; and

- (ii) Article 16 of the amendment, where Member States are encouraged to ensure that men and women enjoy a shared responsibility within the household.

With shared responsibility comes access to food and resources especially pre-, during and post disasters.

In view of the above the region and its Member States undertook to prioritise gender including a responsibility to ensure that DRR is mainstreamed in gender initiatives. Such will be essential in ensuring that DRR principles are entrenched into gender programmes and policies.

2.4.3 SADC Gender Mainstreaming Resource Kit

The SADC Gender Mainstreaming Resource Kit (SADC Secretariat, 2009) provides direction for SADC Gender Mainstreaming. This highlights SADC's commitment to gender equality as follows:

“In translating the regional mandate of achieving the SADC common agenda and, by extension, deepening regional integration and poverty eradication, some key integration and development ‘enablers’ have been identified, and these include peace, security, democracy, as well as good political, economic and corporate governance. Importantly, these ‘enablers’ extend not only to intensifying the fight against Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS), but gender mainstreaming and the empowerment of women, and the creation of an enabling institutional environment, amongst others.

The Resource Kit further highlights the following challenges related to gender:

- (i) Key poverty indicators of women’s status relative to men remains low;
- (ii) Women and girls face the greatest challenges around HIV and AIDS, and this is related in part to sexual rights, limited access to female controlled methods of contraception, poverty, Gender Based Violence (GBV), and largely unpaid care work which increases women’s vulnerability and the negative impact of disaster risks;
- (iii) The laws, services and resources to address GBV are still irregular and the link between gender violence and HIV and AIDS is not being sufficiently addressed;
- (iv) Gender equality in education remain a challenge as more girls drop out of school due to early pregnancy or marriages and the heading households due to the impact of HIV and AIDS;
- (v) Gender inequality and GBV continue to impact on the attainment of sexual and reproductive rights for women and girls; and
- (vi) Women are still underrepresented in decision-making process and structures at various levels.

Mainstreaming interventions for DRR in gender policies, programmes and actions for addressing inequality would help reduce risk/hazard exposure and vulnerabilities and increase capacities to prevent, prepare for, respond and recover from disaster and related impacts.

2.4.4 The Regional Disaster Preparedness Strategy and Fund

One of the guiding principles of the SADC Disaster Preparedness and Response Strategy and Fund 2016-2030 is gender mainstreaming, highlighting that all activities must consider the gender dimensions in humanitarian assistance. One of the outputs of the Strategy is a gender sensitive, people-centred, multi-hazard Early Warning Systems (EWS) that adequately informs preparedness, response and recovery operations. Priority 1 of the Strategy further indicates that “effective disaster preparedness and response should be supported by strong science-based methodologies and tools to assess and monitor risks and share gender disaggregated data and statistics”. This is to be achieved through harmonisation of risk assessment and methodologies, reporting requirements, tools and templates, including sex and age disaggregated data collection and gender responsive measures.

2.4.5 The SADC Disaster Resilience Framework

The Regional Resilience Strategic Framework 2020-2030, in Section 4 states that “increased gender-specific vulnerability also means the possibility of greater exploitation of unequal development especially between women and men. The major concern towards building a resilient SADC region thus remains the lack of adequate and equitable sustainable development.”

This implies that for DRR to create resilience to disasters, there must be consideration for balances between socio-economic situations of men and women. Resilience building therefore should be founded on equitable and gender sensitive development that is achieved through mainstreaming of DRR in the gender sector.

3 OBJECTIVES OF THE GUIDELINE

Mainstreaming of DRR in the gender sector guideline will focus on mitigating the impacts of disaster risks as attributed to gender inequality as advanced through gender policies, strategies and programmes. The overall objective of this guideline is to provide the region and Member States with a selection of interventions to provide effect to practical interventions needed to strengthen DRR in the gender sector.

The specific objectives for the guideline are to:

- (i) support measures to facilitate disaster risk identification and identification of their impacts in gender analysis;
- (ii) propose actions for mainstreaming DRR in gender strategies, policies, protocols, projects, and programmes; and
- (iii) strengthen measures to monitor and evaluate DRR mainstreaming in gender in the region.

4 ANALYSIS OF GAPS IN MAINSTREAMING DRR IN GENDER

4.1 Status of DRR Mainstreaming in SADC

Disaster Risk Reduction mainstreaming is a process of institutionalisation of disaster management as supported by organisational structures, cultures and incorporated within development intervention. It focuses on reinforcing policies and strategies, programme plans and knowledge management systems and complementary organisational capacities to identified DRR mainstreaming measures for the achievement of gender equality in DRM. This is conducted to promote systematic approaches to identifying, assessing, preventing and reducing disaster risk impacts and vulnerabilities borne from gender inequalities and imbalances. An analysis of gender in disaster risk highlights the disparity in vulnerability between women and men, girls and boys, based on their levels of exposure, sensitivity, and ability to cope, adapt, and respond to impacts (SADC, 2019).

According to the UN study the root causes inequality in responding to disaster risk impacts, are:

- (i) **Lack of disaster risk profiling and assessment:** most vulnerable populations do not have information on the surrounding disaster risk exposure

due to lack of information and knowledge, and this is more prominent amongst women as they seldom participate in information sharing platforms, which are dominated by the male counterparts.

- (ii) **Poverty and vulnerabilities:** women remain marginalized with little ownership to productive resources that are prerequisite for equal access to economic opportunities by all genders. In considering the gender disparity from an economic viewpoint, gender discrimination leads to disempowerment of those that have no control over productive resources. From a human rights perspective, gender discrimination weakens the economic rights of the most vulnerable in communities.
- (iii) **Institutional DRR Mainstreaming:** Mainstream needs to be institutionalised and integrated in organisational undertakings and practice. However, mainstreaming DRR in gender has not received adequate attention resulting in gaps in assessing response to elements of DRR in the gender sector policies and programmes in the region.
- (iv) **Representation and participation:** women remain underrepresented in the workplace and platforms for decision making, including those that are for disaster risk management and reduction. Such limits their participation and effective representing the issues that affect women and girls in risk reduction.
- (v) **Transitions in cultural practices:** traditional roles determine the access to, and ownership of resources and assets. Culturally founded patriarchal practices are widespread in southern Africa and afford more rights, empowerment and productive resources to men and the boy-child. Such has resulted in women and the girl-child having limited access to these resources and empowerment opportunities. With such limitation's women and girls' resort to risky coping mechanisms, particularly during disaster risk events.

In assessing the programmes and policies of SADC directorates, it becomes evident that DRR mainstreaming through the adoption of integrative gender policy and programme considerations within their mandates is lacking. The extent of adoption of DRR considerations in the various Directorates and Units of the SADC Secretariat and highlights the glaring gaps in terms of sectoral gendered interventions.

4.2 Regional DRR and Gender Coordination Structures

The SADC Secretariat DRR Unit facilitates the effective coordination, monitoring and evaluation of the DRM policies, strategies and programmes. These programmes and projects are guided by among others, the Sendai Framework. The DRR Unit interprets the obligations of the global and regional frameworks for mainstreaming of DRM in regional interventions, based on the objectives of regional integration.

The DRR Unit drives the establishment of sectoral linkages and promotion of synergies through effective partnerships, risk-proofed regional development agenda and structures which are responsible for disaster risk management.

The DRR Unit is expected to work with the Gender Unit to ensure the DRR mainstreaming which should include the review of the gender policies and strategies to facilitate

programming, knowledge management, capacity building, research, M&E that integrates DRR at both the regional and national levels.

4.3 Gaps from the Disaster Risk Reduction Perspective

The DRR gaps originates from different phases of policy development, and planning and implementation of projects and programmes within Directorates and Units. In general, DRR is not considered in gender policies, programmes and projects as elaborated below:

4.3.1 Risk identification and early warning

The Climate Services Centre (CSC) provides products and services related to climate projections and weather forecasts, however the information or data is not packaged in a manner that is accessible and usable to all the vulnerable groups. Early warning of impending disaster risks can reduce injuries, loss of livelihoods and deaths from disasters, particularly among women and other vulnerable groups. It can also facilitate appropriate gender specific mitigation, preparedness and response actions.

4.3.2 Governance and Institutionalisation of DRR

The region does not have DRM Strategy that is fully aligned to the Sendai Framework, which provides for DRR mainstreaming across the DRM Cycle¹. Such a Strategy would outline measures and enabling actions for mainstreaming DRR at regional and Member State levels.

While some Directorates and Units give some attention to DRR either purposely or unintentionally, there is little evidence that DRR is engrained into Directorates or Units' policies, programmes and projects, particularly as it relates to gender. This lack of tailored DRR approaches in the various sectors including gender, translates to a missed opportunity for mainstreaming DRR in decision-making.

4.3.3 Disaster Preparedness, Response and Recovery Capacities

The Sendai Framework and the PoA reporting measures identify DRR mainstreaming in gender through responsive policies and programmes to ensure effective preparedness, response and recovery to disaster risks as one of the indicators for DRM at national levels. Although efforts exist to implement disaster preparedness and response measures and interventions across the SADC region, progress has been slow (SADC(a), 2020).

“In terms of preparedness and response to disasters and crises, Council urged Member States to accelerate operationalization and implementation of regional strategies and instruments that are aimed at responding to crises. These strategies and instruments include; the SADC Regional Preparedness and Response Strategy and Fund 2016-2030 and the Regional Resilient Strategic Framework 2020-2030.

Regional DRR approaches to preparedness, response and recovery are observed as inadequate. Such limits the gender sensitive interventions within SADC response preparedness and response undertaking. It is anticipated that as the region develops a

¹ The DRM Cycle four phases are: Risk Analysis Preparedness, Response and Recovery.

multi hazard contingency plan based on the early warning information such gaps will be addressed.

Capacity building through training programmes that are gender sensitive are being developed for the benefit of the regional response teams (Emergency Response Team and the SADC Standby Force) that should ensure gender balance in the participation of the male and female responders. These will be complemented by the building of technical expertise and skills through training programmes and simulation exercises (SIMEX). The participation and empowerment of women and other vulnerable groups is important in addressing the gender imbalances and provision of platforms for information sharing.

4.3.4 Awareness and knowledge building

DRM is becoming increasingly complex. According to the European Union (EU) research on the interface between science and policy for DRR, knowledge generation and transfer, disaster expertise, and risk awareness are key components for effective disaster risk mitigation and response measures. It is necessary that the gap in the knowledge and awareness of specific gender sensitive DRR programmes are addressed.

4.3.5 Monitoring of DRR Mainstreaming

To achieve the SADC vision of long-lasting peace, freedom and social justice, equitable development and sustained economic growth, it is important that cross sectoral interventions such as DRR and Gender are domesticated in policies, programmes and projects and are effectively implemented.

The SADC Vision 2050 and RISDP 2020-2030 has the strategic objective with 5 intervention areas that require DRR mainstreaming measures to be tracked and achieved over the implementation period as follows:

- (i) Coordinated and effective response and recovery efforts to address the impact of Climate Change and natural disasters, pandemics, and migratory pests;
- (ii) Strengthened Disaster Risk Management and governance in the region;
- (iii) Strengthened Planning for Disaster Risk Assessment and Preparedness;
- (iv) Enhanced disaster risk management investments to facilitate climate adaptation and community resilience; and
- (v) Strengthened regional and national disaster recovery interventions (building back better).

To achieve these, the region requires a DRM Strategy that is aligned to the Sendai Framework and for the RISDP to guide the cross pollination of DRR mainstreaming results as provided for by the various policies, plans, programmes and projects. This will allow sectoral collaboration in particular between the DRR and Gender Units that have a shared responsibility to mainstream DRR in gender and ensure that gender initiatives are embedded in DRR approaches.

5 PROPOSED GUIDELINES AND INTERVENTIONS

Mainstreaming of DRR in Gender will include a number of interventions and procedures that will contribute towards reducing vulnerability and increasing resilience of the specific gender groups, in particular women and girls. This section provides a summary of the DRR Guidelines and intervention along the four priority areas of the Sendai Framework: risk assessment and early actions; disaster risk governance, capacity enhancement and recovery as well as knowledge management. Details of the mainstreaming measures and guideline interventions to be implemented are provided in Annex 1.

5.1 Guidelines for Risk Assessment and Early Actions

- (i) Undertake regional gender-sensitive assessments of vulnerabilities covering people, infrastructure and systems; and
- (ii) Develop people centred EWS and early warning information packaged to address differential disaster risks impacts on men, women, boys and girls. The Early Warning (EW) information will be integrated into the regional multi hazard contingency plans to guide preparedness, response and recovery actions.

5.2 Guidelines for Gender Sensitive Disaster Risk Governance

- (iii) Review Gender protocols, policies and strategies to incorporate gender sensitive preparedness, response and recovery interventions and actions;
- (iv) Develop the Regional DRM Strategy and Action Plan with the DRR mainstreaming in gender milestones;
- (v) Institutionalize DRR mainstreaming and incorporate DRR analyses in the Regional Programming Guidelines from programmes and projects formulation, implementation and M&E; and
- (vi) Support equal participation of men and women in DRR decision making and policy making and programming at all levels.

5.3 Disaster Risk Planning

- (i) Facilitate the review of national policies, strategies and plans to ensure immediate actions to mainstream gender into national development policies, planning and programmes; and
- (ii) Develop a regional and national Multi-hazard Contingency Plans with gender-specific scenario for pre- during and post disaster operations.

5.4 DRR Coordination

- (i) Promote the participation of men, women and youth in regional DRM platforms to ensure that gender is considered and addressed in regional approaches;
- (ii) Encourage the DRM National Disaster Risk Management Coordination Platform to establish/activate the Gender and Social Protection clusters to promote further integration of the DRR in national gender interventions;
- (iii) Promote the representation and participation of women and youth in the national DRR Coordination Cluster for addressing the specific gender needs in risk planning, preparedness, response and recovery needs.

5.5 Guidelines for Disaster Risk Preparedness, Response and Recovery

Organisational capacities

- (i) Allocate roles and responsibilities and provide guidelines and appropriate training for the implementation of the DRR mainstreaming milestones in gender;
- (ii) Train SADC Secretariat and Member States on DRR mainstreaming in Gender policies, strategies and programmes.

5.5.1 Preparedness, Response and Recovery Capacity Development

- (i) Strengthen the regional institutional capacities such as for the DRR Unit, SADC Emergency and Humanitarian and Operations Centre (SHOC) to enhance information specific for women and special groups for early warning, preparedness, response and early recovery operations;
- (ii) Ensure equal opportunities for women and men in regional and national DRM institutional, management structures and emergency rosters to achieve 50% representation of both genders;
- (vii) Promote regional DRR/DRM training programmes working with Centres of Excellence (COEs), research and training tertiary institutions and promote women participation;
- (viii) Encourage the development, implementation, and reporting on strategies, programmes and other initiatives and interventions for the elimination of violence and GBV including in disaster preparedness and response through the empowerment and protection of women and children.

5.6 Guidelines for Knowledge Management

Knowledge management and Information sharing on DRR is key to delivering improved services which are centred around the needs of the individuals and communities. The Secretariat has developed a Regional Disaster Risk Management Information Management System (IMS) that provides a platform for information management and sharing in the region. The system has information from all the 16 Member States DRM institutions including on research, risk assessment reports, policies and strategies, risk and contingency plans, as well as other key documents for informing enhance DRM practices. Building on the regional and national disaster risks to enable early intervention and safeguard the protection and welfare of the wider public is primary in DRR. This process will facilitate improved and faster decision-making, which is vital for the protection of women, adolescent girls and the girl-child. The regional DRM IMS portal is accessible for dissemination of information, and to inform Member States of the impending hazard risk.

5.6.1 Awareness Creation and DRR Advocacy:

- (i) Advocate for review of gender targeted policies, plans and programmes across directorates and unit to integrate gendered DRR measures;
- (ii) Increase awareness and develop capacities of the public and media on the gender sensitive vulnerabilities and capabilities in disasters including gender specific needs and concerns in DRR and management; and

- (iii) Communicate the results of the DRR mainstreaming into Gender approaches into Annual Reports of SADC.

5.6.2 Research and knowledge management:

- (i) Support research institutions to study the cost-benefit and efficiency of gender-sensitive policies and programmes in disaster risk reduction, climate change adaptation and poverty reduction;
- (ii) Support gender-sensitive financial risk-sharing mechanisms, including risk insurance and inform the regional approach; and
- (iii) Factor in the DRM Peer Review Mechanism (PRM) for the Members States to learn from the operationalization of DRM policies and programme implementation along gender considerations to knowledge on the effectiveness amongst many the DRR mainstreaming guidelines.

6 MONITORING AND EVALUATION

Monitoring aims to provide managers, decision makers and other stakeholders with regular feedback on progress towards implementation of interventions. It involves collecting, analysing, and reporting on data and inputs, activities, outputs, outcomes and impacts, as well as external factors, in a way that supports effective management. Monitoring feeds into evaluation in pursuit of tracking output results and the outcome. Evaluation tracks changes and focuses more on the outcome and impact level. As illustrated in Figure 1, which shows the link of the chain of inputs, outputs, outcomes and impacts with the planning cycle and provides an example of a monitoring and evaluation system.

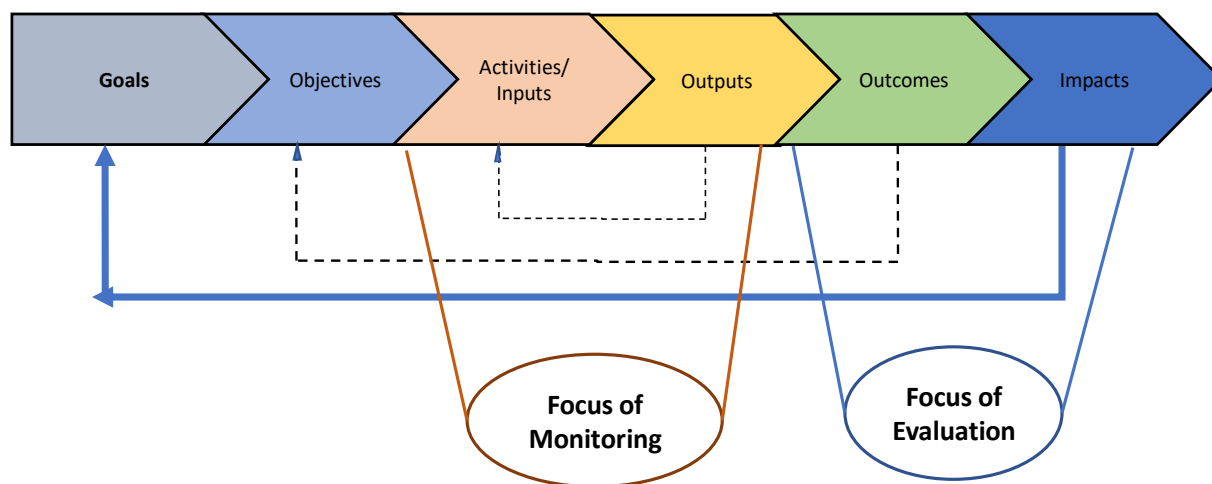


Figure 1: Monitoring and Evaluation System (UNISDR, 2015)

The guideline intervention for M&E will include:

- (i) Collection of gender specific data and statistics on disaster impacts and response capacities and develop gender-sensitive indicators to monitor and measure progress; and
- (ii) The utilisation of the DRR Mainstreaming Action Plan in Annexure A to track the DRR mainstreaming in gender through set indicators and targets at the regional

level, and which can be cascaded to the Member States level. The Action Plan will assist in the monitoring of periodic achievements of the set milestones and, appraisal of the implementation of DRR mainstreaming in policies, strategies and programmes in the region to inform gaps in operation and implementation, and to propose improvements towards improved capacities and community disaster risk resilience.

7 CONCLUSION

It is necessary for Secretariat Gender Unit to utilise and where necessary the review of existing protocols and strategies to ensure incorporation and implementation of DRR approaches and interventions in gender projects and programmes. Through this, disaster risk reduction, will permeate all parts of the gender dimension, including practical implementation of DRR in gender plans and protocols must be undertaken and reported on. This is considering that gender mainstreaming by itself will remain a priority in every sector of society until real gains are made through the implementation of coordinated plans and actions which give voice to the marginalised sections of the community.

Implementing these guidelines need to be translated within the context of the Secretariat regional integration goal and each Member State's overall development agenda. The actual approach to implementation may differ between Member States but the philosophy and approach to gender with mainstreamed DRR approaches, will ensure greater gender-wide resilience to disasters.

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Annexures

Annex 1 : Guidelines for Mainstreaming DRR in Gender

Table: Guidelines to Risk Assessment and Early Actions

| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
|---|--|
| Limited knowledge on regional vulnerabilities from a gender perspective. | <ul style="list-style-type: none"> Undertake regional gender-sensitive assessments of vulnerabilities covering people, infrastructure and systems. |
| Limited Early Warning information and systems to inform lifesaving early actions. | <ul style="list-style-type: none"> Develop people centred EWS and early warning information packaged to address differential disaster risks impacts on men, women, boys and girls. The EW information will be integrated into the regional multi hazard contingency plans to guide preparedness, response and recovery actions. |
| | <ul style="list-style-type: none"> Ensure equal access to natural hazard early warning information and support systems through the use of innovative communication tools for both women and men. |
| Regional policies and programmes not informed by EWS. | <ul style="list-style-type: none"> Institutionalize early warning processes to ensure adequate pre-disaster response preparations across all Directorates and Units to be replicated in early warning systems in Member States. |

Table: Guidelines for Gender Sensitive Disaster Risk Governance

| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
|--|---|
| Lack of effective institutional arrangements to support DRR mainstreaming in Gender. | <ul style="list-style-type: none"> Conduct a regional evaluation for staffing contingents with sufficient skills and appropriately qualified DRM professionals who can provide support to Member States in the field of DRM to ensure mainstreaming of DRR in Gender. Review Gender protocols, policies and strategies to incorporate gender sensitive preparedness, response and recovery interventions and actions. |
| Lack of effective participation of all genders in DRM coordination. | <ul style="list-style-type: none"> Promote equitable representation and participation of genders when developing regional DRM instruments and interventions. Facilitate formulation of National DRM Platforms and promote the representation and participation of women and youth in platforms to ensure that gender specific needs are considered in risk planning, preparedness, response and recovery. |
| Inequal participation of women in politics, decision-making arena, | <ul style="list-style-type: none"> Assess religious and cultural norms and stereotypes that form barriers to life saving, livelihoods enhancing and resilience building. |

| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
|--|--|
| cultural practices and legislative review processes. | <ul style="list-style-type: none"> • Promote gender balanced consultations process for the formulation of DRR related developments and resilience building interventions. • Allocate clear roles and responsibilities and provide guidelines and appropriate training for the implementation of the DRR mainstreaming milestones in gender. • Train SADC Secretariat and Member States on DRR mainstreaming in Gender policies, strategies and programmes |

Table: Guidelines for Disaster Risk Preparedness, Response and Recovery

| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
|---|--|
| Unbalanced training and skills building opportunities. | <ul style="list-style-type: none"> • Ensure gender balance in undertaking DRR training initiatives and interventions. • Expand existing DRR institutions and management structures to achieve 50% representation of women in DRR decision making. |
| Inadequate training on DRR Mainstreaming. | <ul style="list-style-type: none"> • Develop Programmes to support Member States to gather information related to the progress made in DRR mainstreaming in national gender approaches and programmes. |
| Insufficient resources in addressing DRR in a holistic manner. | <ul style="list-style-type: none"> • SADC Secretariat to develop reporting systems for Member States to report on the national operational budgets for DRR/ Disaster Risk Management / Civil Protection with particular focus on facilitation of mainstreaming DRR in gender. • Support Member States to report on human resources capacities DRR including a breakdown on gender disaggregation. • Encourage Member States to develop and report on plans to balance gender in all interventions and programmes to implement DRR policies, strategies, plans programmes. |
| Lack of or limited participation of women and youth in DRR decision-making processes, cultural norms and practices. | <ul style="list-style-type: none"> • Facilitate interventions to ensure 50/50 participation of men, women and youth in DRR decision-making processes and cultural norms and practices that have an impact on DRR. |
| Insufficient resources and unequal representation of men, women and youth in the DRR Sector. | <ul style="list-style-type: none"> • SADC Secretariat to develop reporting systems to enable Member States to report on the national operational budgets for DRR/ DRM / Civil Protection with particular focus on mainstreaming DRR considerations in gender. • Member States to report on the number of human resources employed specifically for DRR implementation including a breakdown on gender disaggregation. |

| | |
|------|---|
| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
| | <ul style="list-style-type: none"> Encourage Member States to develop and report on plans and interventions to support DRR in gender policies, strategies, plans programmes. |

Table: Knowledge Management and Monitoring and Evaluation (M&E)

| | |
|---|--|
| Gaps | Proposed interventions to promote DRR mainstreaming in gender at regional level |
| Lack of specific data and statistics on disaster impacts and response capacities. | <ul style="list-style-type: none"> Collect gender specific data and statistics on disaster impacts and response capacities and develop gender-sensitive indicators to monitor and measure progress. |
| Increased Gender Based Violence during disasters. | <ul style="list-style-type: none"> SADC Secretariat to work with Member States to develop, implement and report on DRR programmes that aim to reduce Gender Based Violence (GBV) related to disasters through among others the empowerment of women and children. |
| Research. | <ul style="list-style-type: none"> Conduct research focusing on a gendered approach to DRR to enable identification of ways for reducing the disaster risks and vulnerabilities on women, children and other vulnerable groups. |

Annex 2: Reporting on the regional Disaster Risk Reduction Mainstreaming in Gender Guidelines Measures

| | |
|---------------------------------------|--|
| Name of Member State: | |
| Name of person submitting Annexure A: | |
| Designation of submitting person: | |
| Telephone (W): | |
| Cell phone: | |
| Email: | |
| Date of submission: | |

Note: Each Member State must complete and submit Annexure 2 by 30 June annually

| KEY RESULT AREA | KEY OUTCOMES | INDICATORS | BASELINE | ANNUAL TARGET | Means of implementation | Means of Verification |
|--|---|--|---|--|--|--|
| Mainstreaming of disaster risk reduction (DRR) in gender | Improved level disaster preparedness, which is gender sensitive, in respect of: <ul style="list-style-type: none"> Public Education and Training; Risk assessment; Institutional arrangements; Information systems; Warning systems; Response mechanisms; and Rehearsals and drills. | <ul style="list-style-type: none"> Policy on disaster preparedness that is gender sensitive and addresses the key outcomes. | Current DRR protocols policies, strategies and programmes | <ul style="list-style-type: none"> Approved revised policies strategies, guidelines and programmes; Training and capacity building programmes; Implementation and M&E reports | <ul style="list-style-type: none"> Revised policies strategies and programmes; Regional workshops; Training programmes; Consultancies. | <ul style="list-style-type: none"> Assessment and training reports; PoA Reports; M&E Reports. |
| | DRR is entrenched into all protocols, strategies and programmes of the gender sector. | <ul style="list-style-type: none"> Developmental guidelines, directives and policies are reviewed and amended to mainstream DRR with a gender sensitive approach. | Current Gender sector protocols, strategies policies and programmes | <ul style="list-style-type: none"> Approved revised policies strategies, guidelines and programmes Training and capacity building programmes; Implementation and M&E reports. | <ul style="list-style-type: none"> Revised policies strategies and programmes; Regional workshops; Training programmes; Consultancies. | <ul style="list-style-type: none"> Assessment and training reports; M&E Reports |
| | The region equipped with gender responsive National Disaster (Risk) Management / Civil Protection response plans. | <ul style="list-style-type: none"> Gender sensitive/responsive National Disaster (Risk) Management / Civil Protection response plans. | Zero (No gender responsive Plans) | <ul style="list-style-type: none"> National Disaster (Risk) Management/Civil Protection response plans in 16 Member States. | <ul style="list-style-type: none"> DRR platforms and structures. | <ul style="list-style-type: none"> Published (draft or approved) National response plans. |
| | Participation of women in national DRR. | <ul style="list-style-type: none"> % of participating women in DRR | National DRR | <ul style="list-style-type: none"> 50% of women representation | <ul style="list-style-type: none"> DRR platforms and structures | <ul style="list-style-type: none"> DRR platforms and structures |

| KEY RESULT AREA | KEY OUTCOMES | INDICATORS | BASELINE | ANNUAL TARGET | Means of implementation | Means of Verification |
|-----------------|--|--|------------------------|---|-------------------------|-----------------------|
| | platforms and structures at all levels | platforms and structures; <ul style="list-style-type: none"> Existence of a Social Protection /Gender Cluster. | coordination mechanism | and participation in DRR platforms and structures | coordination mechanism | meeting reports. |



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