



Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation

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Acronyms

ACP	African, Caribbean and Pacific Group of States
ASAL	Arid and Semi Arid Lands
AU	African Union
CABI	Commonwealth Agricultural Bureau International
CCA	Climate Change Adaptation
CI/EWS	Climate Information/Early Warning System
DIRAJ	Disaster Risk Reduction Network of African Journalists
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FEMNET	African Women's Development and Communication Network
FEWSNET	Famine Early Warning System Network
GBV	Gender Based Violence
GFDRR	Global Facility for Disaster Reduction and Recovery
GHACOF	Greater Horn of Africa Climate Outlook Forum
GNDR	Global Network of Civil Society Organisations for Disaster Reduction
GIZ	German Technical Cooperation Agency
HOA	Horn of Africa
ICPAC	IGAD Climate Prediction and Application Centre
IDDRSI	IGAD Drought Disaster Resilience and Sustainability Initiative
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
INGO	International Non-Government Organisation
IRCCS	IGAD Regional Climate Change Strategy
M&E	Monitoring and Evaluation
NAP	National Adaptation Plan
NAPA	National Adaptation Plan of Action
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
PIA	Priority Intervention Area
PoA	Programme of Action
R2	Result Area 2
REC	Regional Economic Community
RPP	Regional Programming Paper
SADC	Southern African Development Community
SAP	Strategy and Action Plan
SDG	Sustainable Development Goal
SFDRR	Sendai Framework for Disaster Risk Reduction
UNDP	United Nations Development Programme
UNDRR	United Nations Office for Disaster Risk Reduction
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNFCCC	United Nations Framework Convention on Climate Change
UNGEO	United Nations Global Environment Outlook
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNSCR	United Nations Security Council Resolution
USD	US Dollar
WFP	World Food Programme
WHO	World Health Organisation
WMO	World Meteorological Organisations

Executive summary

Natural hazards, exacerbated by climate change, are a major threat to socio-economic development, limiting gains made through development programmes. The majority of disasters in the IGAD region are hydro-meteorological with droughts affecting people and floods occurring frequently along major river systems and in high density urban areas. Sea level rise, coastal erosion, and storm surges are an increasing risk to low-lying coastal areas where large numbers of people tend to live. Increased climate variability, including increased temperatures and concentrated rainfall, are expected to exacerbate existing vulnerabilities and resource-based conflicts.

Whilst the exposure to natural hazards is place-based, there are differences in levels of vulnerability and adaptive capacity. Vulnerability and adaptive capacity differ between women, men, girls and boys, reflecting gender, or the socially constructed roles, behaviours, activities and attributes and social relationships between the sexes. Vulnerability is particularly high among women and girls, who are often disproportionately dependent on small-scale natural resource-based livelihoods which are contingent on favourable climate conditions.¹ This is further complicated by higher poverty rates among women, and cultural and behavioural restrictions, affecting women's mobility as well as socially ascribed roles and responsibilities.

The Intergovernmental Authority on Development (IGAD) technically validated a Regional Strategy for DRM in February 2019. The Regional Strategy considers issues of gender equality, outlining the need for a gender sensitive approach in its strategic priorities, addressing gender, age and disability driven vulnerability in policy, strategy, planning, implementation, monitoring and evaluation; and provisions for building capacity to address gender and DRM issues at IGAD and member state levels. However, it does not provide a clear roadmap for doing so.

There is a need for a deliberate policy and technical interventions to address the differential vulnerabilities of women, men, girls, and boys, before, during and after a disaster event in the IGAD region. In this regard, there is need for a comprehensive policy/strategy on gender mainstreaming and action plan on Disaster Risk Management along with Climate Change Adaptation that is proactive with a clear action plan well aligned to the Sendai Framework on Disaster Risk Reduction, 2015-2030 and with the African Union Plan of Action for the Implementation of the Africa Regional Strategy on Disaster Risk Reduction.

The DRM strategy provides an opportunity to update DRM and CCA activities in the region to cover the next ten years, and enhance the analysis to include the crucial gender lens. Here the focus is exclusively on the roles and responsibilities of IGAD, and how it assists member states with disaster risk reduction activities and programmes. This gender strategy builds on the important work conducted in the compilation of the 2019 IGAD DRM strategy; which translated the global Sendai priorities for DRR into the context of the IGAD region. It contributes a gender lens by incorporating important continental and regional gender strategies. Extensive stakeholder consultations ground truth this plan in the IGAD regional context; ensuring activities build on what has already been achieved, addresses current challenges, and is realistically ambitious in its scope.

IGAD will collaborate with the African Union, its Member States, subnational and local government agencies and structures at the community level to effectively implement the Plan. It is expected as well that legislators, stakeholder groups and international, regional and sub-regional organisations will provide support by monitoring the implementation progress, promoting regional integration and raising awareness, and providing guidance and assistance and resources for gender responsive disaster risk reduction.

¹UNEP (2002). Africa Environment Outlook. Past, present and future perspectives. United Nations Environment Programme (UNEP), Nairobi.

1. Context

The IGAD region stretches over an area of 5.2 million km² that comprises the countries of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. The region has about 6960 km of coastline with the Indian Ocean, Gulf of Aden, Gulf of Toudjoura and the Red Sea. Some 70 percent of the IGAD region is made up of Arid and Semi-Arid Lands (ASALs), which receive less than 600 mm of annual rainfall. The rest of the region has a great variety of climates and landscapes including cool highlands, swamp areas, tropical rain forests and other features typical of an equatorial region.

The disaster profile of the IGAD Region is closely linked to the vulnerability of its population and economy. The IGAD regional per capita income is much lower than the Sub-Saharan African average of US\$1,624 (World Bank, 2013). Agriculture remains the core sector of the IGAD countries' economies and societies, contributing a major share to Gross Domestic Product (GDP) and employs about three quarters of the population. Consequently, the performance of the agricultural sector is the main determinant of year-to-year changes in poverty levels and food security. As a subsector in agriculture, livestock contributes up to about 54 percent of national GDP in many countries of the IGAD region.² The percentage of the population living with 1.90\$ US a day varies between 12.7% and 42.7% in the region.³ High levels of poverty and dependence on rain-fed subsistence agriculture coupled with generally low capacities to plan for, cope with and respond to climate change and disasters are underlying factors shaping vulnerability across the region.

In addition, protracted and resource-based conflicts has become a serious cause of food insecurity and famine in the region, disrupting food production and marketing activities. In the arid borderlands of the IGAD region, droughts are frequent and devastating, often causing communal clashes over scarce pastureland and water resources. For example, periodic drought in 2011 affected 12 million people in the IGAD region, with an estimated death toll of 250,000 in Somalia alone, which caused massive displacement, especially in resource-scarce border areas. Climate often has a role in these conflicts, and climate change is expected to exacerbate resource-based conflicts over limited food, water and grazing resources, heightening the vulnerability of the region to disasters and protracted conflict.

Disasters do not affect everyone in the same way – instead this depends on levels of vulnerability, which vary with various socially-constructed facets of identity, such as gender. In a gender-unequal world, women and girls often face the brunt of the impacts of climate change and disasters. Without express consideration, approaches to Disaster Risk Management (DRM) and Climate Change Adaptation (CCA) tend to be gender-blind. As a result, solutions are invisible to gender differences, and are therefore not effective, having the potential to exacerbate gendered inequalities and disparities between women and men in terms of poverty, labour, and access to resources.

Recognising the need for a deliberate policy and technical interventions to address the differential vulnerabilities of women, men, boys and girls before, during and after a disaster event, IGAD in cooperation with member states has developed the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation. Despite signalling its commitment to both disaster risk reduction, climate change adaptation and gender equality, until now there has been no strategy and action plan to bring the three fields together, to ensure gender responsive DRM and CCA. The IGAD Gender strategy is a complementary document to the 2019 IGAD DRM Strategy, enhancing the existing strategy with continental and regional agreements on gender. The Action Plan replicates the four Sendai strategic priorities already adopted (namely understanding disaster risk, strengthen disaster risk governance to manager disaster risk, investing in DRR for resilience, and enhancing disaster preparedness for effective response and to “build back better” in recovery, rehabilitation and reconstruction). It adds a gender lens to each activity and provides a framework through which DRM and gender focal points at the IGAD and member state levels can collaborate and work in partnership to ensure gender responsive DRM and CCA that reduces risk equitably for women, men, girls and boys.

²FAO Regional Office for Africa (2019). Investing in the livelihoods of Pastoralists in the IGAD region. Available at: <http://www.fao.org/africa/news/detail-news/ru/c/1201399/> (accessed on December 19, 2019).

³ World Bank Data. Djibouti (2017) – 17.1%; Ethiopia (2015) – 30.8%; Kenya (2015) – 36.8%; South Sudan (2009) – 42.7%; Sudan (2014) – 12.7%; Uganda (2016) – 41.7%.

2. Regional disaster risk profile

Natural hazards, exacerbated by climate change, are a major threat to socio-economic development, limiting gains made through poverty reduction and development. The majority of disasters in the IGAD region are hydro-meteorological with droughts affecting large numbers of people and floods occurring frequently along major river systems and in high density urban areas. Sea level rise, coastal erosion, and storm surges are an increasing risk to low-lying coastal areas where large numbers of people tend to live. As made clear by the Inter-governmental Panel on Climate Change (IPCC) in the Special Report on Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation (2012) and more recently the Special Report on Global Warming of 1.5°, the magnitude and frequency of extreme weather events will increase, in turn compounding existing levels of disaster risks.

Disasters can be a tremendous setback for economic growth, stability, and development. Critical infrastructure such as roads, telecommunication lines, water supply, and dams are often outdated, and lag behind rapidly growing needs or are not constructed to be resilient enough to withstand disasters. As a result, disasters often have devastating and far-reaching impacts on the provisioning of basic services (water, energy, transportation and food), leading to enormous economic and financial costs associated with loss and damage as well as reconstruction.

Increased climate variability, including increased temperatures and concentrated rainfall, are expected to exacerbate existing vulnerabilities and resource-based conflicts. According to the INFORM Global Risk Index, the IGAD region is one of the most vulnerable disasters, whereby all member states are categorized in the high-risk category (Table 1). The INFORM index identifies countries at risk from humanitarian crises and disasters that could overwhelm national response capacity, and compounds indicators for three dimensions of disaster risk – hazards and exposure, vulnerability, and lack of coping capacity.

Table 1: Global risk index and disasters risk of IGAD Member Countries⁴

Country	INFORM Global Risk Index (2019)	Global Risk level	Drought	Floods	Storms & Cyclones	Epidemic
Djibouti	5.2	High	9.1	0.4	0	4.6
Eritrea	5.2	High	8.3	3.1	0	5.9
Ethiopia	6.9	Very High	5.7	5.7	0	7.4
Kenya	6.0	High	7.0	5.6	0	6.6
Somalia	8.9	Very High	10.0	7.5	1.0	6.3
South Sudan	8.1	Very High	3.7	7.1	0	7.0
Sudan	6.9	Very High	6.9	8.0	0	6.1
Uganda	6.5	Very High	5.2	5.1	0	7.9

With severe climatic changes and environmental degradation and heavily dependent on agriculture and livestock, the IGAD region is highly vulnerable to persistent extremes of severe droughts and flooding. Drought risk is widespread with most of the IGAD Region classified as arid and semi-arid, whereby more than 40 percent of the population is living in arid and semi-arid areas (ASALs).

3. Gender and disaster risk

Whilst the exposure to natural hazards is place-based, there are differences in levels of vulnerability and adaptive capacity. Vulnerability and adaptive capacity differ between women, men, girls and boys, reflecting gender, or the socially constructed roles, behaviours, activities and attributes and social relationships between the sexes. Vulnerability is particularly high among women and girls, who are often disproportionately dependent on small-scale natural resource-based livelihoods which are contingent on favourable climate conditions.⁵ This is further complicated by higher poverty rates

⁴ Populated via the INFORM risk database, where 10 = highest level of risk and 0 = lowest level of risk. Available online at <https://drmkc.jrc.ec.europa.eu/inform-index>.

⁵ UNEP (2002). Africa Environment Outlook. Past, present and future perspectives. United Nations Environment Programme (UNEP), Nairobi.

among women, and cultural and behavioural restrictions, affecting women's mobility as well as socially ascribed roles and responsibilities.

Persistent challenges confronted by women across the IGAD region include illiteracy⁶, barriers issuing from customs and traditions, lack of gender sensitivity in macro-economic policies and budgets, and limited access to governance and land rights (particularly for rural women), as well as productive resources.⁷ These endowments and human capital in the form of access to health, education and social protection programmes affect how women and girls are able to access information related to disaster risk and early warning systems, as well as relief and recovery, affecting both disaster preparedness and response.

The risks and impacts associated with disasters and climate induced hazards are not equally distributed across society, as those with the least capacity to cope and adapt are often the most vulnerable. The gendered analysis of disaster risk management highlights the differential vulnerabilities of women and men, and girls and boys, based on their differential levels of exposure, sensitivity, and ability to cope, adapt, and respond to impacts. Women and girls are among the most vulnerable groups to disasters, partly due to the gendered division of labour, higher rates of poverty, and lower levels of literacy.⁸

The endowments, economic opportunities, voice and agency available to women and girls interact to shape the gendered distribution of disaster and climate risk.⁹ Women and girls are more likely than men to die during a disaster due to cultural and behavioural restrictions affecting women's mobility, and socially ascribed roles and responsibilities.¹⁰ Endowments and human capital in the form of access to health, education and social protection programs affect how women and girls are able to access information related to disaster risk and early warning systems, as well as relief services, affecting both disaster preparedness and response.

In addition, women's socio-economic marginalization, limited access to credit, limited control over household financial resources and lack of property or inheritance rights leaves them with few resources when disasters occur. This in turn impacts their ability to rebuild, therefore perpetuating the cycle of poverty and vulnerability.¹¹ The gender roles that ascribe women the responsibility for caring can create burdens on their time and labour capacity after disasters. Women are also highly susceptible to experience sexual and gender-based violence as well as other forms of harassment and abuse in its aftermath.¹²

Further, the inability for women to participate in decision-making processes related to disaster preparedness and response in their communities and within government leads to a lack of specific protections for women in DRM and CCA. Questions concerning women's voice and agency are particularly important for shaping inclusive community resilience at all levels and ensuring that public policy is responsive to the needs, perspectives, and roles of women in building more inclusive and equitable disaster and climate resilience. Research suggests that women's empowerment is indispensable to building broader community resilience, whereby women contribute to greater resilience when empowered in decision making. Therefore, expanding opportunities for women to engage in positions of political leadership, in which women not only meaningfully participate in public discourse, but lead in the process, is essential to enabling more inclusive policies for disaster resilience that reflect and respond to the needs of the most vulnerable and disenfranchised groups.

⁶ According to World Bank data, female literacy rates in the region vary greatly within the region, between 78% (Kenya) to 29% (South Sudan) in 2018. In comparison, the male literacy rate in 2017-2018 and where data is available showed higher rates for men: Kenya (M: 84.9% - F: 78.1%), Eritrea (M: 84.3% - F: 68.9%); Uganda (M: 82.6% - F: 70.8%); Sudan (M: 65.4% - F: 56.1%); Ethiopia (M: 59.2% - F: 44.4%); South Sudan (M: 40.2% - F: 28.8%). The World Bank does not have data for Djibouti and the latest data available for Somalia dates from 1972. However, these national data do not illustrate internal disparities and should be detailed at the regional and community level in country profiles.

⁷ UN WOMEN, *An Empowered Future - Corporate evaluation of UN Women's contribution to women's economic empowerment*, New York, December 2014

⁸ Gender Equality and UNDP. (April 2009). United Nations Development Programme.

⁹ WB Gender and DRRF

¹⁰ Women and children are 14 times more likely to die during a disaster (Peterson, 2007)

¹¹ GIWPS. (2015). *Women and Climate Change: Impact and Agency in Human Rights, Security, and Economic Development*.

¹² Neumayer, E., & Plumper, T. (2007). "The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981- 2002. *Annals of the Assoc. of American Geographers* / 8.

3.1 Drought

For women in the sedentary and semi-sedentary agricultural sector in the IGAD region, droughts demand longer hours in the fields as farmers try to save their crops, or replant seeds to ensure a sufficient harvest sometimes up to seven times during the growing season owing to erratic rains.¹³ Women and girls also typically bear the brunt of the effects of droughts on food production as they reduce their calorie intake in favour of the male head of the household and boys. The risk of malnutrition and disease is higher for the most vulnerable population groups due to the lack of food and deteriorating hygiene and sanitation conditions. This is especially true for children, pregnant and lactating women, the elderly and the chronically ill.¹⁴

The impacts of drought on agriculture similarly heighten water stress and compound challenges for the use of water for irrigation or domestic consumption in already water-scarce environments. Due to socially constructed gender roles which dictate water collection for domestic use to be a female task, women and children again suffer the most severe consequences of water shortages. In the context of increased water stress and the prevalence of drought, women and girls are forced to travel farther distances to collect water, placing a greater burden on women's productive time and labour, and increasing the risk of gender-based violence as their travel time and distance away from home increases.¹⁵

Because they also represent a growing majority of those living in poverty, women are most likely to experience the most negative impacts of changing weather patterns, resulting in further deprivation, exacerbating gender inequality.¹⁶ The situation of pastoral women in Ethiopia is evidence of the close link between poverty and climate change, where one has the potential to cause and exacerbate the effect of the other. Moreover, as a great many of the tasks performed by women pastoralists are closely involved with the exploitation of natural resources, their workloads have also increased rapidly. For example, as a consequence of increased migration in search of water and pasture, houses must be dismantled, transported and rebuilt with greater frequency.¹⁷

Non-climatic factors which pre-exist climate impacts also affect the adaptive capacity of pastoral women. For instance, many pastoral women and girls in the Greater Horn of Africa region cannot gain access to real property other than through their male kin (even when appropriate land tenure legislation exists, gendered customary ownership often predominates); although they are primary and secondary users of land through their role as livestock managers, in some pastoral communities women do not have equal rights with men, and are thus forced to face a combination of a changing climate, poverty, hunger and a patriarchal culture that inhibits their access to resources such as credit, fertilizers, improved seeds, and agricultural extension programs.¹⁸

Gender imbalances in the Hamar pastoral community

In South western Ethiopia, a Hamar widow can assert authority over her deceased husband's younger brother in instances when both his parents are also deceased, as she can assume a great deal of control over their livestock. However, Hamar women have no power to sell livestock; they can only trade chickens, eggs, milk, hides and skins. They are not even allowed to sell agricultural produce that they have grown without first consulting their husbands. This is despite the central role that women have in livestock production, which is often overlooked. A great deal of their time is spent tending animals such as goats and sheep around the homestead. They also collect water and fodder for sick animals and have extensive knowledge concerning animal health. In many cases, girls accompany boys and men when they trek livestock in order to cook and clean for them.¹⁹

¹³ C. Murungweni, M. T. Van Wijk, E. M. A. Smaling, K. E. Giller. Climate-smart crop production in semi-arid areas through increased knowledge of varieties, environment and management factors. *Nutr Cycl Agroecosyst* (2016) 105:183–197.

¹⁴ WHO (2014) Gender, Climate Change and Health.

¹⁵ Virginie Le Masson, 2016. Gender and Resilience: from Theory to Practice, BRACED. Working paper, 60 p.

¹⁶ Chant S Gender (2007) Cities and the Millennium Development Goals in the global south. Working paper 21 London, London School of Economics, 2007.

¹⁷ Interviews by Naomi Kipuri with Rebecca Lolosooli, a Samburu woman from Kenya, and Eunice Marima, a Maasai woman from Kenya, Ethiopia, 18 August 2007.

¹⁸ Medhanit A. Abebe (2014). Climate Change, Gender Inequality and Migration in East Africa, *Washington Journal of Environmental Law & Policy*, Vol. 4:1, 104-140.

¹⁹ Interviews by Naomi Kipuri with Rebecca Lolosooli, a Samburu woman from Kenya, and Eunice Marima, a Maasai woman from Kenya, Ethiopia, 18 August 2007.

An important coping strategy adopted by women in some pastoral communities in times of drought is the collection of wild foods to supplement their families' diets, although their availability is continually being reduced because of environmental degradation and land privatization.²⁰ However, as women and girls walk further to collect water, firewood or wild foods, sexual violence such as harassment and rape are also more likely to happen.²¹ As another survival mechanism, child marriage is an institution that is utilized by some poorer communities to reduce the number of mouths to feed in a household. At the same time, it is worth noting that child brides (and their children) are less likely to realize their full potentials in terms of their social, educational and professional development.²²

3.2 Floods

Floods can have far-reaching impacts, including damage to infrastructure, to housing, and to agriculture. As a result, women may have limited access to safe birth deliveries, increasing their risk of unsafe pregnancies, exposing pregnant women to life threatening complications. In addition, it is common for flooding to be associated with outbreaks of epidemics and waterborne diseases, such as cholera, typhoid, and diarrhoea. Women and children are often the most affected by these outbreaks, due to limited access to water and sanitation facilities, often leaving women and girls exposed to a greater gender-based violence risk, as they have to travel more often and/or farther to distant and unsafe locations, such as water collection points, sanitation facilities and health centres.

Based on global data, women and girls are more likely than men to die during a disaster due to cultural and behavioural restrictions, affecting women's mobility and socially ascribed roles and responsibilities (e.g. caring for children, the elderly and the sick).²³ Depending on the culture, restrictive dress codes affect the mobility of women in a way that may prove deadly during sudden disasters, particularly floods, as skills that could be essential to survival, such as tree climbing and swimming, are masculine gender roles and thus often taught only to boys.

As rapid onset events, the speed of arrival of floods often necessitates the need for evacuation and shelter.²⁴ However, weather information and early warning systems do not always consider gender roles and how they affect accessibility to information. Women may not receive early warnings when they are transmitted only to men in public spaces, or through means of communications usually more popular among men rather than women.²⁵ Additionally, the ways in which men control resources may have a direct impact on how the women within the household receive the information and act on it.²⁶ Moreover, even if they do receive early warning information, women may be reluctant to go to safe shelters during disasters for fear of losing their children and their household assets such as livestock. The Greater Horn of Africa Climate Outlook Forum is beginning to recognise this, with the 50th forum having the theme "user needs and service provision strategies for gender-sensitive climate services".

Gender-blind Early Warning Systems reinforce existing gender inequalities

In South Wollo, Ethiopia, according to vulnerability assessments in the villages in the region, most women cannot swim, whereas most of the men can. In many rural communities of South Wollo, girls and women are not encouraged to learn how to swim, largely for reasons of cultural appropriateness or modesty. However, in the event of an emergency such as flood, studies determined that access to early-warning information is 'gendered'. This information would often come through communication media such as television, radio or, in some pilot activities, mobile phones, which are found to be used by men more frequently than by women. Without knowledge of basic survival skills such as swimming, missing direct access to early-warning information adds up to women's vulnerability during periods of calamities.²⁷

²⁰ Wawire, V.K., Gender and the Social and Economic Impacts of Drought on the Residents of Turkana District in Northern Kenya, Addis Ababa, Organisation for Social Science Research in East-ern and Southern Africa (OSSREA), 2003.

²¹ Oxfam (2017). Beneath the Dryland – Kenya Drought Gender Analysis, Oxfam Research Report, December 2017.

²² UNICEF (2019). The Climate Crisis is a Child Rights Crisis, Fact Sheet, 6 December 2019.

²³ Women and children are 14 times more likely to die during a disaster (Peterson, 2007)

²⁴ Neumayer, E., & Plumper, T. (2007). "The gendered nature of natural disasters: the impact of catastrophe events on the gender gap in life expectancy, 1981-2002. *Annals of the Assoc. of American Geographers* / 8.

²⁵ UNDP (2012). Overview of linkages between gender and climate change. Gender and Climate Change Training module 1, Capacity Development Series.

²⁶ WHO (2010). Gender, Climate Change and Health, discussion paper.

²⁷ Getachew Shambe (2012). The Gender dimension of Climate change and women's role in Environmental protection and Natural Resource Management in South Wollo, Ethiopia, Department of Rural Development and Agricultural Extension, Haramaya University, Ethiopia, Vol. 2:9, 32-40.

In disaster relief situations, displaced women and girls are at heightened risk of experiencing sexual gender-based violence at aid distribution points; in water, sanitation and hygiene (WASH) facilities; in unsafe shelter arrangements such as communal tents; and in areas where lighting is poor.²⁸ The perpetrators are often men in positions of authority (police, security officials, community leaders, teachers, employers, landlords, humanitarian workers); requesting sexual favours in return for humanitarian aid, such as food and medicine.

There are also gendered differences in options for the post-flood recovery period, due to women's socio-economic marginalization, limited access to credit, control over household financial resources and lack of property or inheritance rights. The recovery burden is difficult for female-headed households, including widows, who are the sole source of income and care for their children. When disasters strike, men often migrate to urban areas to seek unskilled labouring jobs to finance their recovery. This has had negative effects, such as weakening traditional livelihood networks and conflicts with other communities due to competition for resources. Comparatively, women and girls are not as mobile given socially ascribed roles and responsibilities; with expectations to remain in the home to care for the family.

In addition, inequities in governance and access to land can negatively impact the ability of women, particularly in the rural areas, to rebuild 'better' in the aftermath of a disaster. In the absence of formal property rights, traditional rules governing property and the transfer of land (via traditional means, commercial acquisition or inheritance for instance) are often less favourable to women. As a result, when a man dies, his widow and family can be left without property and support networks, and with both formal and informal protection mechanisms often shattered, leaving them highly vulnerable to falling into poverty in the aftermath of a disaster and perpetuating inequalities between women and men.

Land rights – A Ugandan example

In most of rural Uganda one way women access land is through marriage. A woman's marital status is very important in determining how she will be affected by land registration; widows are particularly vulnerable because land is generally registered in the husband's name and upon death of their husband they are not considered heirs. In Uganda, there are gender inequalities in land acquisition and ownership; women are likely to be left destitute even within a joint ownership of land in the case of divorce or separation, as culture perceives that the land is the husbands. Though statutory law does not bar women from owning property, the reality within which they live effectively denies them this right.²⁹

3.3 Sea level rise and storm surges

Sea level rise and storm surges are also an increasing risk to low-lying coastal areas where large numbers of people tend to live. The IPCC projects a sea level rise between 18 and 59 cm by 2100 which in the Greater Horn of Africa will threaten coastal settlements in Kenya, Eritrea, Somalia, and Djibouti. Mombasa for example, on the Kenyan coast, could lose 17% of its area with a 30 cm sea level rise.

Sea Level Rise - Djibouti

With 88% of its population around the capital and along the coastline, Djibouti is in danger of flooding and loss of land from rising sea levels as well as the salinization of its freshwater aquifers.³⁰ In fact, sea level rise poses significant threats to already declining water quality, particularly with respect to saltwater intrusion into the Djibouti's coastal aquifer. In urban areas such as Damerdjog, coastal development activities have eliminated the protection afforded previously by the rapidly deteriorating mangrove forests. Coupled with excessive pumping of groundwater, as well as overexploitation of surface and groundwater for municipal use, saltwater intrusion into the aquifer from projected sea level rise poses a severe risk to the country's urban areas. This is especially critical during the

²⁸ Virginie Le Masson, Sheri Lim, Mirianna Budimir, Jasna Selih Podboj, Disasters and Violence Against Women and Girls-Can Disasters Shake Social Norms and Power Relations? Overseas Development Institute, London, November 2016.

²⁹ Laloyo Stella Apecu (2018) Gender, land rights and fragility in Northern Uganda: the case of Amuru District. *Globe: A Journal of Language, Culture and Communication*, 6: 184-195 (2018)

³⁰ Ministry of Foreign Affairs of the Netherlands (2018) Climate Change Profile – Greater Horn of Africa. April 2018.

northeast monsoon season (October-May), when the predominant tides flow from the Red Sea, bringing high salinity levels.³¹

Shoreline erosion, river and coastal flooding, or severe drought has displaced millions of people. In the Greater Horn of Africa, it is anticipated that crop failure and high livestock mortality will increase rural to urban migration, placing increasing pressure on urban employment, housing, energy, health and sanitation. However, migration flows may also be influenced on the level of impact of climate change on a city. If an urban area is relying on increasingly unpredictable rainfall, such as Addis Ababa in Ethiopia, it could slow or discourage in-migration. Coastal cities could also experience displacement due to the combination of sea level rise and declining water availability.³²

As an adaptation strategy, both men and women migrate either to other rural or urban areas; however, migration of women is linked to the situation and status of women in society. The decisions concerning who migrates, when, and to where are usually not made by women. Migration of either sex has an impact on women, revealing their vulnerability in different contexts and spaces. In Ethiopia for example, more severe droughts tend to increase migration by men, but reduce it for women, particularly for the purpose of marriage. This may be due to the unwillingness of families to absorb the high costs of marriage (dowry) during droughts.³³

³¹ GFDRR (2011) Vulnerability, Risk Reduction and Adaptation to Climate Change – Djibouti, Climate Risk and Adaptation Country Profile, April 2011.

³² Ministry of Foreign Affairs of the Netherlands (2018) Climate Change Profile – Greater Horn of Africa. April 2018.

³³ Medhanit A. Abebe (2014). Climate Change, Gender Inequality and Migration in East Africa, Washington Journal of Environmental Law & Policy, Vol. 4:1, 104-140.

4. Global, continental and regional policy frameworks

4.1 Global

The international community has increasingly paid attention to and made commitments to mobilize resources to achieve gender equality, and empower all women and girls. Through the United Nations (UN) Sustainable Development Goals (SDGs), African leaders committed to an integrated and indivisible vision for the world to end extreme poverty by 2030. They include:



4.1.1 Disaster risk reduction

The adoption of the **Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR)** galvanized AU Heads of State and Governments to express their strong commitment to implementation of the SFDRR. IGAD/ICPAC reviewed its DRM Strategy and developed a regional Framework for the Integration of DRM and CCA in line with SFDRR. The Framework includes women's leadership, gender-sensitive policies and a reference to sexual and reproductive health care services. However, women are often included together with girls and marginalized groups, furthering the 'victim' paradigm; the term 'gender equality' does not appear in the text, nor is there a reference to women's human rights.

4.1.2 Climate change adaptation

The **United Nations Framework Convention on Climate Change (UNFCCC)** adopted its first-ever Gender Action Plan (GAP) at the 2017 Conference of Parties (COP). The UNFCCC GAP was created under the Lima Work Programme on Gender – seeking to advance women's full, equal and meaningful participation, and promote gender-responsive climate policy. The GAP aims to support and enhance the implementation of gender-related decisions and mandates so far adopted in the UNFCCC process through a set of specific activities.

4.1.3 Gender

The United Nations General Assembly (UNGA) adopted the **1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**. Among international human rights treaties, the Convention takes an important place in placing the female half of humanity into the focus of human rights concerns. The spirit of the Convention is rooted in the goals of the United Nations: to reaffirm faith in fundamental human rights, in the dignity and worth of the human person, and in the equal rights of men and women.

The **Beijing Platform for Action (1995)** is one of the most comprehensive global policy frameworks and blueprints for action and continues to be a source of guidance and inspiration to realize gender equality and the human rights of women and girls. The Platform for Action covers 12 critical areas of concern: poverty; education and training; health; violence; armed conflict; economy; power and decision-making; institutional mechanisms; human rights; media; environment; and the girl child. For each critical area of concern, strategic objectives are identified, as well as a detailed catalogue of related actions to be taken by Governments and other stakeholders, at national, regional and international level.

4.2 Continental

The African Union (AU) Agenda 2063 is a strategic framework that aims to deliver on a goal for inclusive and sustainable development. It is a concrete manifestation of the pan-African drive for unity, self-determination, freedom, progress and collective prosperity pursued under Pan-Africanism and African Renaissance. The Aspirations of Agenda 2063 include:

- Aspiration 1 – A prosperous Africa, based on inclusive growth and sustainable development. This includes environmentally sustainable and climate resilient economies and communities
- Aspiration 6 – An Africa whose development is people driven, relying on the potential offered by African people, especially its women and youth, and caring for children

4.2.1 Disaster risk reduction

The AU aligned its Extended Programme of Action for the Implementation of the Africa Regional Strategy for Disaster Risk Reduction (2005-2015) to the Sendai Framework. **The Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 in Africa** includes priorities and actions to be undertaken by all stakeholders involved in disaster risk management on the continent. The Plan of Action applies to the African Union Commission (AUC), Regional Economic Communities (RECs), Regional Implementation Centres (RICs) and national ministries, agencies and departments responsible for DRM, as well as their sub-national structures. It provides elements of and guidance for national DRR programmes of countries which are aligned with and complement the PoA. Non-government organisations, partners and stakeholders, including the private sector, are encouraged to align their DRM strategies and programmes to the PoA for coherence of DRM in Africa. In terms of threats and stresses, the PoA covers the risk of small and large-scale, frequent and infrequent and quick or slow-onset disasters caused by natural, including environmental, hazards and technological hazards and risks.

4.2.2 Gender

The **2018-2028 AU Strategy for Gender Equality and Women's Empowerment (GEWE)** lays out the implementation plan of Aspiration 6 of Agenda 2063; and the principles enshrined in Article 4 (I) of the AU's Constitutive Act: "promotion of gender equality" as well key continental and global commitments. Pillar 2 of the GEWE includes income autonomy and social protection for more women and girls.

The **2003 Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol)** remains one of the most progressive legal instruments providing a comprehensive set of human rights for African women. Unlike any other women's human rights instrument, it details wide-ranging and substantive human rights for women covering the entire spectrum of civil and political, economic, social and cultural as well as environmental rights. The Maputo Protocol challenges old stereotypes about the role of women in society - and places women as full, effective and equal partners with men in the development of their communities. It places a moral obligation on African Union Member States to promote equal opportunities for men and women to play meaningful roles in society. Article 18 of the Protocol focuses on women's right to a healthy and sustainable environment to ensure greater participation of women in the planning, management and preservation of the environment, and the sustainable use of natural resources at all levels.

4.3 Regional policies, strategies and plans

IGAD has in place a number of policies, strategies and plans relating to gender, disaster risk management and climate change adaptation. Of note, and as a particular regional innovation, IGAD has developed a Regional Framework for Disaster Risk Management and Climate Change Adaptation, which provides the conceptual underpinnings for bringing together the two fields.

4.3.1 Disaster risk management

The IGAD Regional Strategy for DRM aligns to the Sendai Framework for DRR and the continental Programme of Action (PoA) for implementation of DRM in Africa. The regional strategy aims reduce disaster and climate risks through effective Disaster Risk Management actions for sustainable development in the IGAD region. The Regional Strategy considers issues of gender equality, outlining

the need of a gender sensitive approach in its strategic priorities, addressing gender, age and disability driven vulnerability in policy, strategy, planning, implementation, monitoring and evaluation. The Strategy provides for building capacity to address gender and DRM issues at IGAD and member state levels.

4.3.2 Climate change adaptation

The **IGAD Regional Climate Change Strategy 2016-2030 (IRCCS)**, developed by the IGAD Climate Prediction and Application Centre (ICPAC) aims to support member states in their effort to follow low carbon climate resilient sustainable development. The strategy identifies and prioritizes the major climate change challenges and opportunities in the region and strategic areas of interventions, including both, mitigation and adaptation. The strategy outlines 6 strategic priority areas for action, and associated strategic interventions, Gender is considered as a cross-cutting sector, under Gender, Youth and Climate Change, acknowledging the disproportionate vulnerability of women, and girls, and outlining interventions for gender mainstreaming in regional and national programmes, increasing women's participation and leadership in governance and decision making, and promoting gender sensitive adaptation.

IGAD has recently developed a **Regional Framework for Disaster Risk Management and Climate Change Adaptation**, with the aim of guiding member states towards integrating the adaptation and DRM actions by exploiting synergies and enhancing coherence in planning, and resilience-building efforts. The framework provides some consideration to gender issues and embraces gender sensitivity and inclusivity, but there is scope for more explicit mainstreaming throughout the document. The IGAD DRM unit is receptive to mainstreaming gender throughout the framework, building on the outputs and recommendations of this assignment in the development of a Gender Responsive Strategy and Action Plan for DRM and CCA.

4.3.3 Gender

IGAD has in place a Gender Policy (2012-2020), which aims to institutionalise the principle of gender mainstreaming across eight (8) thematic areas labelled as "strategic priority issues". These include: (1) Gender, agriculture and food security; (2) Gender, the environment/climate change; (3) Gender and regional integration; (4) Gender and health; (5) Gender and social development; (6) Gender, peace and security; (7) Gender and humanitarian assistance; and (8) Gender-responsive institutional innovation. In effect, IGAD programmes and projects should address gender equality and women's empowerment throughout the design, implementation, monitoring and evaluation of programmes and projects alongside specifically targeted interventions to address critical gender issues. It is worth noting that the current Gender Policy builds on the IGAD Gender Policy and Strategy (2004-2008), adopted in 2004.

The IGAD Gender Policy Framework (2012-2020) provides the conceptual framework for the implementation of IGAD's Gender Policy and Gender Strategy, presenting the strategic vision and normative standards, as well as three main operational strategies that will inform its implementation – Advocacy and Awareness Raising (A), Brokerage of Policy (B) and Capacity Building and Knowledge Management (C).

Building on IGAD's Gender Policy (2012-2020), IGAD developed the IGAD Gender Strategy and Implementation Plan 2016–2020. The Strategy and Implementation Plan outlines both gender mainstreaming and women's empowerment interventions that will be implemented during the set timeframe. These are derived directly from two key approaches of i) Gender and Development; and ii) Women in Development. These will be essential to integrating gender issues in both IGAD's sectoral programmes as well as actions by Member States and other actors, including Civil Society Organisations. A total of seven critical areas of focus are covered under this strategy and these are:

- Gender, Agriculture, Livestock and Fisheries Development
- Gender, Environment and Natural Resources and Environmental Protection
- Gender, Regional Cooperation and Economic Integration
- Gender and Social Development
- Gender, Peace and Security
- Women's Human rights and
- Gender and Corporate Development Services

Other strategies related to gender include the IGAD Workplace Gender Policy; IGAD Regional Action plan for the Implementation of UNSCRs 1325 and 1820; and the IGAD Regional Strategy for Higher Representation of Women in Decision Making Positions. National policies, strategies and frameworks relating to DRM, CCA and gender are outlined in Annex 2.

4.4 Situational analysis: current situation of Gender, DRM and CCA in IGAD Member States

The commitment of the IGAD Secretariat to developing a Regional Strategy and Action Plan for Mainstreaming Gender in DRM and CCA reflects the recognition that up until now, approaches to disaster management and climate change adaptation in the IGAD region have largely been gender-blind and thus benefits have not been equally accessible to women, men, girls and boys. The limited capacity of personnel to undertake youth and gender analysis; and to develop targeted activities for youth and women's empowerment has contributed to the poor articulation and incorporation of gender issues in a systematic manner in disaster management and climate change adaptation. As a result, gender-based differences and issues have seldom been considered in the design of policies, strategies, plans or programmes or informed through the analysis of how gender norms, roles and inequalities shape vulnerability and resilience of both men and women.

4.4.1 Mismatch between policy commitment and implementation

Although there is high level commitment to being gender-responsive at the regional level and within member states – the implementation of policies and strategies falls short, lacking adequate resources and capacity to translate policy into action. Despite the concept of gender being mentioned in many policies and strategies for climate change and disaster risk reduction, they are not typically informed by a thorough gender analysis.

Within institutions, gender human resources are often standalone departments, usually with one gender expert responsible for gender mainstreaming within the entire institution. Often gender focal points outside of the gender ministry are assigned to that role without sufficient training. As cross-cutting issues, DRM, CCA and gender often experience the same challenges—lack of coordination between ministries and focal points responsible for gender mainstreaming, from inadequate technical capacity in understanding gender issues, weak accountability mechanisms, and inadequate resources to fully mainstream gender within institutions and programming for DRM, CCA and other sectors.

For example, in the consideration of National Adaptation Plans, many include the mention of gender at a superficial level, however, its inclusion is more of a box ticking exercise, whereby implementation remains business as usual. Many barriers exist for gender-responsive disaster risk management and climate change adaptation, including a lack of conviction on the part of high level ministers and government officials for gender, limited accountability and government ownership, as well as inadequate budget or resources to follow through in the implementation of actions for gender mainstreaming.

4.4.2 Institutional barriers

A key issue is that gender is often marginalized within institutions as gender considerations are often overlooked in the design of interventions and/or marginalized in implementation. Integration is limited in functional structures, such as national disaster management or climate change technical committees, which often lack adequate representation of gender ministries or women's organisations. Within institutions, gender resources are often standalone departments, usually with one Gender Focal Point responsible for gender mainstreaming within the entire institution. It was noted that even when Gender Focal Points are appointed in ministries and institutions, they often lack technical expertise in gender as they are appointed and not necessarily experts or sufficiently trained in gender concepts, gender analysis or how to mainstream gender within their institution and respective activities.

4.4.3 Technical capacity

The lack of clear terms of reference for Gender Focal Points is a common issue, with focal points being appointed without a clear understanding of their roles and responsibilities, or adequate qualifications or training to deliver on their mandate. When focal points are qualified, they are typically not empowered, with limited authority, jurisdiction, budget, or resources to deliver. The lack of a clear understanding of their role and terms of reference is a critical issue undermining the functionality of Gender Focal Points, as well as high level support for their activities from upper management.

Further, the issue of empowerment and capacity increasingly declines to the community level, where there is limited to no capacity, or resources to implement actions on the ground.

4.4.4 Budgeting and resource allocation

The issue of budgeting remains a critical barrier inhibiting the implementation of gender mainstreaming in national strategies and plans for disaster risk reduction and climate change adaptation. Within IGAD, there is confusion between the corporate level and the programming level on which bears the responsibility for allocating resources to gender mainstreaming. As a result, gender issues are often overlooked within priorities such as peace and security, recurrent drought and famine, prolonged conflicts, frequent terrorist attacks, the adverse effects of climate change, HIV/AIDS, massive internal displacement and outmigration. Discrepancies between growing political will, on the one hand, and lack of the means to translate it into concrete action, on the other, discourage actors and affect the pace of implementation.

At the national level, the allocation of resources to programmes related to disaster risk reduction and climate change adaptation is largely gender blind, with very little transparency in terms of resource allocation to sub-programmes or components related to gender. The issue of gender blindness in budget allocation is a systemic barrier to gender responsive disaster risk reduction and climate change adaptation, undermining the resources available for governments to implement actions for gender responsive programming or account for gender-based differences and issues in the design of the policy, strategy, plan or activities. In the case where gender is considered in budgeting decisions, it is often given a low priority with inadequate resources allocated to gender equality programming and activities.

4.4.5 Lack of accountability

The issue of implementation was also raised as a matter of weak accountability mechanisms and government ownership. In general, even when there is buy in on the part of high-level ministers and officials, accountability is often lacking. As gender is often viewed as a cross-cutting issue, there is no clear line of responsibility on the part of government departments or officials to address the issue and implement concrete actions. There needs to be greater accountability on the part of responsible ministries and allocated resources for reporting, including clearly articulated roles and responsibilities for government departments and officials to move forward in implementation. In addition, there is a need to bolster mechanisms for greater accountability in the achievement of progress against strategies and plans for gender mainstreaming in disaster risk reduction and climate change adaptation. This includes efforts to strengthen systems for monitoring and evaluation, with clear indicators and targets that go beyond basic indicators, such as women's participation, to capture more nuanced aspects of engagement.

4.4.6 Lack of sex-disaggregated data and evidence

The required baseline data and information required for gender-responsive programming is not readily available or is non-existent. For example, sex- and age- disaggregated data is still not the norm. Although there is a need for sex-disaggregated data (and indicators), this information is typically not being collected. Even when rapid assessment forms are disaggregated for gender, disability, and age – in line with Sendai, it does not translate into application at the local level, and when log frame targets are sex-disaggregated, targets are not informed by gender analysis but assumptions. Data collection often remains aggregated at the community level and does not account for differences between sex, as well as age or disability. A recent example was given that for country reporting on the Sendai Framework for Disaster Risk Reduction, whereby data was not sex disaggregated. As to why sex-disaggregated data is still not the norm, despite Sendai etc, it was noted that there is a lack of commitment and willingness. Despite the commitments for sex disaggregated data and gender analysis in policy and programming, it remains an afterthought in disaster response scenarios.

Coordination and information sharing was also noted as a key constraint to gender responsive DRM and CCA as information and data is available, including some instances of sex-disaggregated data, but it is not necessarily shared appropriately to ensure uptake and use in informing policy and programming. The problem is compounded by the fact that data is silo-ed at the country level, collected and managed according to different standards from ministry to ministry, making data difficult to consolidate or coordinate to be used to inform evidence based decision making. There remains a need to establish protocols for the collection of sex-disaggregated data, particularly at the local level, with clear guidelines accompanied by training and awareness at all levels.

4.4.7 Lack of gender parity and insufficient women's participation

The lack of women's voices in DRM and CCA remains a serious issue, both in terms of greater participation in decision making, as well as processes for inclusive engagement in dialogue. Gender parity is lacking, particularly in governance structures at the regional and national level for disaster risk management and climate change adaptation. As a result, decision making structures remain largely insensitive to women's voices and views. For example, it was noted that even the way women and men view hazards and their potential effects is different – yet this is seldom taken into account by governments in contingency planning. In terms of response structures, women's voices are also negligible, often marginalized to protection and sexual exploitation and abuse clusters – but not so much (if at all) in any of the others. This results in gender-blind solutions that exacerbate inequalities. The example was given of shelter, whereby if shelter in disaster relief situations is not designed to be gender-responsive, it can contribute to increases in sexual exploitation and Gender Based Violence (GBV) – which otherwise could have been avoided if women's needs were accounted for in planning.

At the community level, although more efforts are being done to implement a bottom-up approach based on inclusive and participatory processes, there needs to be more efforts to include women and youth. Often, community committees at the village and ward level are exclusively comprised of traditional male elders and they fail to consider the gendered perspectives of disaster risk management and climate change adaptation, including how women and men view risks and experience hazards differently. There are still many obstacles that women face in meaningfully participating in disaster risk reduction and climate change, particularly at the district and community level related to socio-culturally prescribed gender norms that limits women's involvement in decision making. Although it is increasingly mandated for local committees to comprise of a certain percentage of female representatives, women are often not in decision making roles or empowered to have an equal voice.

Additionally, considerations affecting women's ability to meaningfully participate in governance are often ignored, such as issues of childcare, or illiteracy. As a result, programming without gender sensitivity at the community level risks elite capture as the voices and views of women, the elderly, disabled, and the most vulnerable and marginalized populations are inadvertently excluded in the process. As such, there is a need to develop protocols and processes that address the barriers that women face in actively participating in decision making and involvement in activities at the community level. This includes measures and methods to ensure that the most vulnerable women are included in public consultations, which often requires good facilitation to ensure that the most vulnerable groups who are marginalized are actively engaged. To address this, there is a need to better understand the position of women and girls as well as men and boys – in terms of understanding differences in knowledge, capacity, and priorities.

4.4.8 Difficulty of operationalising the concept of gender

There is also a general misunderstanding around the concept of gender. Although progress has been made, for example, in Somalia where people are increasingly able to talk more about gender, government officials have limited knowledge about gender and too often tend to summarize it as a women's issue only. As a result, official documents and policies do not reflect a good understanding of the concepts. For most government stakeholders, gender is abstract and is therefore often missing from planning and policy. For example, in reference to strategies, there needs to be greater clarity on what is meant by gender-sensitive, including the definition of gender, so that all parties have a common understanding of how to implement gender-sensitive programming.

It was also noted that the basic understanding of the gendered nature of risk is an important prerequisite for gender-sensitive disaster risk management and climate change adaptation. If that is known, then it will flow through to other elements of the programme cycle. Addressing information gaps related to the risks posed to women by emergencies or increasing climate variability is particularly important in the early stages of programme design. Gender analysis and baseline assessments are required in order to understand the differential vulnerabilities of women and other marginalized groups in order to design inclusive and targeted mitigation strategies and interventions. Related to this is the need to develop composite or high-level indicators to track implementation progress as it was stated: "what is not measured is not done".

4.4.9 Gender-blind programming

Overall, the general approach to disaster risk reduction and climate change adaptation programming in the IGAD region remains largely gender blind, leading to solutions being overly technocratic with very little consideration of gender or social issues. As a result, solutions risk reinforcing and perpetuating inequalities between women and men. For example, interventions for climate change adaptation often tend to focus on intensification without considering the structural dynamics and socio-cultural relations in a community or household, adding to the burden of labour of women in terms of labour requirements and daily activities. To avoid a one-size fits all approach, there is a need to carefully consider gender relations in the design of interventions to account for power relations and the differential impacts of solutions on different groups in terms of access to technology, labour, and benefits.

4.5 Key priorities for gender-responsive DRM and CCA as identified during consultations

Consultations with a variety of stakeholders from government, NGOs, academia, the private sector and the media revealed a number of priorities for supporting gender-responsive DRM and CCA in the IGAD region. These relate to improved understanding of the gendered nature of disaster risk and making visible differences between women, men, girls and boys and redressing the current inequality in terms of unequal participation of women, men, girls and boys in decision-making and programmes. They also relate to altering systems we use to structure interventions and track changes, so that gender-responsive actions are incentivised and accountability is in place. One recommendation was also made for a particular DRM and CCA intervention – namely the importance of gender-sensitive Early Warning Systems.

4.5.1 Inclusive framing of gender

An inclusive framing of gender enables application of an intersectional lens that recognises the heterogeneity of social identifiers in the IGAD region, and the ways in which they interact to give rise to multiple dimensions of inclusion or exclusion. Such social identifiers include gender, class, ability and disability, age and ethnicity. This includes deliberate framing to address the vulnerability of different groups to climate change and disaster risk, and specific measures to ensure that plans, programmes, and responses adequately consider the needs of diverse groups. The response to disasters and climate change should especially consider access issues, and make sure that everyone is consulted in the programming, implementation, monitoring and evaluation. Consulting with community committees is not enough to consider all perspectives, local women and youth groups should also be included in consultations.

4.5.2 Sex-disaggregated data

It is still not the norm to collect sex-disaggregated data and, without it, it is impossible to expect that interventions will equitably benefit girls and women as well as boys and men, nor to monitor any progress. In all fronts, gender-disaggregated data is critical for strategic planning, operational planning, activity implementation and results monitoring. A clear emphasis will be important at the regional level on this matter, as well as at the global level. Training on the collection and use of sex-disaggregated data for DRM cycle could follow with the support of technical agencies for national capacity building.

4.5.3 Risk mapping in different hotspots

Identifying and mapping hydro-meteorological hazards according to the different perspectives of women and men can help inform the development of gender responsive risk mitigation strategies. For example, in the consideration of flood and drought risks, understanding differences in gendered impacts in terms of livelihoods can help inform the development of mitigation and response strategies that take into account women's needs.

4.5.4 Involvement of women in decision-making/governance

Recognising the current reality of gender inequality and exclusion of women from decision-making structures, it is important to involve women in decision-making and planning in leadership positions. This is important at all stages of disaster risk reduction, from gender balanced needs assessment,

vulnerability assessment and response teams, as well as in formal and informal governance structures. A starting point could include setting targets for women's participation. This could involve innovative partnerships with women's groups in DRM to showcase their abilities and ensure women's perspectives are meaningfully included in decision-making.

4.5.5 Targeting programmes focused on women and youth

Also recognising the current reality of gender inequality, targeted programmes focused on women and youth are necessary to redress the imbalance. Programmes that seek to target adolescents and school age groups hold a lot of opportunity to address social barriers, gender stereotypes and early behaviours that affect power imbalances.

4.5.6 Sensitization and awareness raising

There is a need for increased awareness around gender issues, particularly from policy makers, because sound understanding of gender-responsive programming is a prerequisite to being able to put it into place. Gender training that is tailored and adapted to their context should be made available to policy makers, so that they could understand the concept better. They should also be continuously engaged in discussions around gender mainstreaming, and not just during annual workshops. Sensitization and awareness raising should also take place among youth, women, men, traditional elders and religious leaders at the community level through continuous engagement. There should be training made available for the media to improve communications around gender issues, and ensure effective reporting of gender differences in risk and impacts.

4.5.7 Guidelines and protocols

Providing protocols and guidance to integrate gender, through appropriate gender analysis (including gathering and managing sex-disaggregated data), gender budgeting and gendered M&E will support sensitization and awareness raising efforts. This includes developing procedures and checklists to support member states in implementation, as well as standard operating procedures for use at all stages of disaster risk reduction.

4.5.8 Gender-responsive budgeting

Gender-responsive budgeting ensures that appropriate budget is allocated to the benefit of women, men, girls and boys. There is a need to support greater capacity and knowledge on the part of governments for gender based budgeting in resource allocation in the design and development of programmes. Gender budgeting and auditing is an entry point to ensure greater accountability in the use of funds for disaster risk reduction and relief, as well as efforts for climate change adaptation.

4.5.9 Clear framework matrix for accountability

In conjunction with gender-responsive budgeting, a clear framework matrix is necessary in order to control progress on the implementation of activities and the allocation of resources (human, financial). It was recommended to develop a regional framework, which would guide implementation at the national level across member states to ensure consistency, coordination, and achieve economies of scale. The framework should include provisions for gender-based budgeting and provision for the incorporation of gender issues in the work plans and activities of all public and private sectors. The framework should also consider the use of incentives for gender mainstreaming, such as performance related programming that clearly links targets with areas of support.

4.5.10 Incentives and compliance

Incentives and compliance are essential to operationalise a clear framework matrix for monitoring progress. Providing incentives for compliance is important (sharing information, promoting good practice, recognition). This can take place through knowledge management, brokering and exchange processes (for example creating a space for progress feedback at Technical Committee meetings).

4.5.11 Gender-sensitive Early Warning Systems

An example of gender-responsive DRM and CCA, the importance of gender-sensitive Early Warning Systems was highlighted. Improving the availability of timely and people-centred information to that reflects the different information needs and communication preferences of women and men is essential to ensure equal benefits from Early Warning Systems. There is a need to address the gap in the uneven ability for women and men to access and leverage information related to early warnings, seasonal forecasts, and climate change information. This includes strengthening coordination for the provision of gender responsive information on early warning and response to different data users, accounting for the specific information needs of women and girls and social and cultural context.

4.6 Mainstreaming gender in DRM and CCA

The IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation aims to support IGAD leadership in gender mainstreaming, outlining strategic actions that are in alignment with IGAD, African Union (AU) and international strategies, policies, protocols, and plans listed above. The strategy was prepared using a collaborative approach based on inclusive consultation with a range of regional, national, and sub-national stakeholders from government, private sector, civil society and academic organisations. The overarching strategy and associated actions have been informed by a gender analysis of the IGAD Secretariat and Member States based on desk-based research, face-to-face meetings, and remote consultations with the IGAD Secretariat, DRM, CCA and Gender Focal Points from Member States, as well as other government, private sector, and non-governmental stakeholders.

The IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation lays out four pillars, each linked to activities and deliverables to be developed and implemented over a 10-year period, linked to one or more stages of the disaster risk reduction cycle, and one or more pillars of the African Union's Gender Strategy. IGAD will collaborate with the African Union, its Member States, subnational and local government agencies and structures at the community level to effectively implement the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation (2020-2030). The specific priorities and objectives of the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation are as follows:

Sendai Pillar	Gender Lens
1. Understanding disaster risk	Technical analysis needs to consider gendered risks and the unique needs of women and men, girls and boys. <i>Get the facts</i> by undertaking gender analysis and collect sex disaggregated data.
2. Strengthening disaster risk governance to manage disaster risk	Empower women to fully participate within institutional arrangements and policy formulation: the African Union conducts a year survey of gender balance within its organisation.
3. Investing in disaster risk reduction for resilience	Ensure equitable resource allocation: targeted actions to promote gender equality need to be adequately funded and mainstreamed in DRR budgets. Monitoring and evaluation are essential to ensure gender equality principles trickle down to implementation.
4. Enhancing disaster preparedness for effective response and to "Build Back Better"	Gendered needs should be reflected in response and recovery (budgets and implementation). The immense contributions women make to recovery need to be amplified up to the national and local policy levels.

5. Gender strategy for DRM and CCA

5.1 Key strategic goals and actions

5.1.1 Outcome

Comprehensive and equitable reduction of disaster risks and climate change impacts for women, men, girls and boys, including elders, indigenous people, marginalized populations and people with special needs, through effective and inclusive disaster risk management actions for sustainable development in the IGAD region.

5.1.2 Goal

The IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation seeks to achieve the global outcomes in the region as outlined in the Sendai Framework for DRR 2015-2030 and in Aspiration 6 of the African Union's Agenda 2063:

- *"The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries";*
- *"Achieve full gender equality in all spheres of life and create opportunities for engaged and empowered youth and children."*

5.1.3 Strategic objectives

The strategic objectives of the strategy are to:

- Support IGAD and its Member States in strengthening Gender, DRM and CCA institutions, capacities and mechanisms for enhancing equitable and inclusive resilience to natural hazards in a holistic, gender-sensitive and integrated manner;
- Promote mainstreaming and integration of Gender within IGAD's programmes and the Member States' Disaster Risk Management and Climate Change Adaptation policies, Sectoral Plans and Programmes in a coherent manner;
- Provide an inter-governmental mechanism for collaboration and partnership for IGAD Member States in Disaster Risk Management, Gender mainstreaming and Climate Change Adaptation; and
- Strengthen coherence and integration between Gender, Disaster Risk Reduction, Climate Change Adaptation, and other development obligations to contribute to the implementation and achievement of the goals and aspirations of Agenda 2063 and other relevant frameworks;
- Promote and support community-level integration of gender within DRM and CCA initiatives and encourage collaboration between the local, national and regional levels.

5.1.4 Strategic interventions by priority area

Priority area 1: Understanding disaster risk

Support a gender-sensitive approach to disaster risk identification and assessment and information gathering on the differentiated impacts of climate change on women and men, that includes inputs from women and men to inform gender-responsive DRM and CCA that challenges the structures giving rise to inequality.

Strategy 1.1: Reducing the effects of disasters equally for women and men, girls and boys, by strengthening gendered risk identification and information management capacities in the IGAD region

Identifying and mapping hydro-meteorological hazards according to the different perspectives of women and men can help inform the development of gender responsive mitigation strategies. For example, in the consideration of flood and drought risks, understanding differences in gendered impacts in terms of livelihoods can help inform the development of mitigation and response strategies that take into account women's needs.

Strategic Actions:

- IGAD to carry out gender-sensitive hazard, vulnerability, exposure and capacity assessments at regional level to determine the different level of risk for women, men, girls and boys and freely share the information through websites and the media.
 - Women and men equally involved in the process to identify, review, and update risk data each year, and include information on any new or emerging vulnerabilities and hazards
 - Integrate gender within ICPAC databases of weather events
 - Encourage CEWARN to integrate climate change into its crises and conflict analysis
 - DRM Programme to coordinate with CEWARN to integrate gendered disaster risk with conflict databases of other multi-risks
 - Encourage the collection of information on women's, men's, girls' and boys' vulnerabilities and livelihoods on a regular basis (rather than during and post-disaster)
 - Undertake a mapping exercise of actors currently involved in DRM, CCA and gender at the regional, sub-regional and national levels (Regional actors, international organisations, governments, first-responders, NGOs, CSOs, etc.)
 - Assess costs associated with the protection of women in disasters and climate change induced situations and compare to current IGAD DRM and CCA budgets
 - Develop general guidelines on the integration of gender within disaster risk profiles for future use by Member States
- IGAD to support Member States in compiling data and information on gendered disaster losses such as DesInventar and conducting gender sensitive PDNAs to support development of databases for baselines, bench marking and monitoring progress on the implementation of the strategy.
 - Develop tools for the collection, analysis, management and use of sex-disaggregated data in all stages of DRM
 - Develop guidelines for gender-sensitive reporting on DRM and CCA activities based on sex-disaggregated data
 - Develop guidelines for proper gender and context analyses to inform standards for future programming (including to inform the activities of CEWARN pertaining to the monitoring of conflicts and crises, and the ICPAC dissemination of weather forecasts)
 - Maintain the integrity and quality of sex-disaggregated data to facilitate reporting on progress regarding gendered vulnerabilities to climate change and natural hazards
- IGAD and Member States to develop gender-sensitive risk information and communication strategy for increased access and sharing of information to women, men, girls and boys at risk, among agencies involved in DRM and CCA and the general public by use of social, print and electronic media channels as well as use of GIS and remote sensing in analysis and dissemination of information.
 - Ensure women's involvement in communications related to disaster risk and climate change
 - Develop communications strategies on gender, CCA and DRM to reach the most vulnerable populations
 - Undertake mapping of local means of communications and resort to community-led mechanisms where necessary

Strategy 1.2: Managing disaster risks for women, men, girls and boys through enhanced knowledge management

There is a need to systematically improve the knowledge of public officers, the vulnerable communities and stakeholders for DRM to be effective and inclusive of gender. An important entry point to address gender and DRM and CCA issues is through targeted programmes focused on addressing the intersection of women and youth. Programmes that seek to target adolescents and school age groups hold a lot of opportunity to address social barriers, gender stereotypes and early behavior that affect power imbalances.

Strategic Actions:

- IGAD and MSs to support integration of gender, DRM and CCA curricular in schools and higher institutions of learning.

- Support collaboration with academia and civil society for development of gender-responsive education, training, research, and technology programmes
 - Conduct promotional campaigns for existing DRM, CCA and gender training programmes targeting both women and men
 - Partner with relevant partner academic institutions across the IGAD region to support new gender, DRM and CCA training programmes
 - Support in gender-responsive training and forecasting of extreme hydro-meteorological events and climate-smart agriculture
- IGAD and MSs to support strategic capacity building and harmonization of its approaches to improve disaster risk, gender, and climate change knowledge and achieve common understanding targeting parliamentarians, DRM, gender and CCA focal persons and other public officers in key sectors.
 - Promote awareness-raising events targeting policy makers, DRM and CCA focal persons on gender responsive planning (risk management, gender theories, environment and climate change, gendered vulnerability to climate change, gendered climate change adaptation, addressing GBV in disaster situations)
 - Support knowledge management and sharing of good practices on how to equitably mitigate risk and build resilience for women, men, girls and boys
 - Development and dissemination of knowledge products on gender and DRM
 - IGAD to establish partnerships with regional and national State and non-State actors (NGOs, CSOs) to coordinate gender, DRM and CCA awareness campaigns for greater impact
 - Systematically integrate gender within regular regional learning events for sharing of information on global good practices on DRM and CCA including Technical Advisory Committee (TAC) and Greater Horn of Africa Climate Outlook Forum (GHACOF), Regional DRM conference, and High-level awareness raising events in DRR and CCA
 - IGAD to support networking and collaboration of regional training institutions with a view to:
 - Developing a database of DRM, CCA and gender training and research institutions in the IGAD region
 - Partnering with (a) relevant institution(s) to designate a regional centre of excellence in DRM, gender and CCA training
 - IGAD to encourage Member States to carry out capacity needs assessments to identify status of their capacities, gaps and challenges in addressing gender issues in DRM and CCA as well as develop gender, DRM and CCA capacity enhancement plan based on their specific capacity needs
 - Develop a national sex-disaggregated database for disaster loss (human and financial)
 - Undertake a comprehensive review of gender-responsive disaster response and resilience-building measures, including targeted communities, areas and assigned budget
 - IGAD to encourage Member States to support public awareness in the region by use of the media to complement regional efforts
 - Develop guidelines with local media organisations for drafting and dissemination of information that is relevant to the local context and inclusive of gender

Priority area 2: Strengthen disaster risk governance to manage disaster risk

Enable a gender-equitable governance structure (including institutions and policies) that creates a conducive environment to encourage gender-responsive DRM.

Strategy 2.1: Develop, implement, monitor and report on progress in mainstreaming gender in DRM and CCA strategies and mechanisms in the region, at the IGAD and MS level

In order to control progress on the implementation of activities and the allocation of resources (Human, financial), it was recommended to develop a regional framework, which would guide implementation at the national level across member states to ensure consistency, coordination, and achieve economies of scale. The framework should include provisions for gender-based budgeting and provision for the incorporation of gender issues in work plans and activities. The framework should

also consider the use of incentives for gender mainstreaming, such as performance related programming that clearly links targets with areas of support.

Strategic Actions:

- IGAD to ensure that all programming in DRM and CCA is gender-responsive:
 - Integrate gender in planning, budgeting, implementation, and M&E
 - Develop guidance for the integration of gender into DRM and CCA project design, budgeting, implementation and M&E
 - Conduct annual gender assessment of all current IGAD DRM programmes
- IGAD to encourage Member States to review their Gender, DRM and CCA policies and strategies in place that are compatible with the SFDRR 2015-2030, IGAD regional DRM Strategy, the UNFCCC GAP, and AU Strategy for GEWE:
 - Provide guidance to Member States on how to review and assess the extent to which DRM and CCA policies in Member States are gender-responsive (using existing guidance where possible, for example the Checklist on Law and Disaster Preparedness and Response by the IFRC)
 - Maintain a database of gender and DRM policies, strategies and action plans for all Member States
 - Provide guidance on how to strengthen gender-responsiveness in DRM and CCA policies and strategies at national level to include minimum requirements on gender equality
- IGAD to put in place transparent guidance and procedures for Member States to report on progress mainstreaming gender in their DRM and CCA policies and strategies
 - Provide technical assistance to MSs to create and hold national gender, DRM and CCA platforms
 - Encourage gender-mainstreaming and the inclusion of gender Focal Points in national DRM platforms
 - Develop indicators for gender mainstreaming of policies and strategies
 - Implement reporting mechanisms and incentives at regional DRM and CCA forums and Technical Committee meetings
- IGAD to develop and strengthen independent and centralized monitoring and evaluation procedures of gender mainstreaming in DRM and CCA at the regional level:
 - Ensure that sex-disaggregated data on DRM and CCA is collected, available and accessible at the regional level
 - Develop detailed and comprehensive templates/checklists for Member States to streamline reporting and ensure accountability
 - Develop guidelines and tools on how to mainstream gender in planning and budgeting processes

Strategy 2.2: Strengthening institutional, networking and coordination mechanisms for DRM, CCA and gender at all levels

A strong institutional basis is essential for mainstreaming gender in DRM and CCA activities across and within sectors. Many a times there are many actors in gender, DRM and CCA with unclear roles and responsibilities, which often overlap, and whose responsibilities in gender-mainstreaming remain blurry. The strategy encourages IGAD Secretariat and the MSs to urgently strengthen and streamline their institutional setups and actively boost cooperation and collaboration of stakeholders in the region, and MSs to effectively integrate gender in disaster risk management and climate change adaptation.

Strategic Actions:

- IGAD to strengthen its leadership in mainstreaming gender in DRM and CCA
 - Develop a gender-oriented safeguard policy for DRM and CCA for IGAD personnel
 - Ensure the attendance of the IGAD gender unit at international and regional DRM and CCA forums, along with the IGAD DRM and CCA units

- Establish a Gender and DRM Technical Working Group at the IGAD level, bringing together gender experts from IGAD and its partner agencies as proposed in the IGAD Gender Management System Handbook
- Clearly define the roles, responsibilities and mechanisms of all IGAD departments for mainstreaming gender within their activities, to ensure effective allocation of resources
- IGAD to facilitate coordination, collaboration and sharing of information around gender, CCA and DRM between IGAD and MSs:
 - Establish a gender, CCA and DRM working group (comprising the gender, CCA and DRM focal points in Member States and the Secretariat, including the IGAD Gender and DRM Technical Working Group) to ensure awareness raising in Member States and accountability for implementation
 - Ensure support for participation of gender, CCA and DRM focal points at the regional platform
 - Provide dedicated space for collaboration of gender, CCA and DRM focal points at the regional platform
 - Maintain and share an up-to-date list of Gender, CCA and DRM Focal Points and their contact information
- Strengthen collaboration with CSOs and NGOs through outreach, dialogue and partnership at the regional/country, and project levels to support gender responsive CSO interventions:
 - Ensure that NGOs and CSOs are invited to IGAD platforms on gender, DRM and CCA.
 - Support knowledge management and sharing of good practices-including indigenous knowledge-on inclusive disaster and climate governance among Member States and between Member States and INGOs
 - Create space at DRM and CCA platforms to share progress from the Secretariat and Member States
 - Develop innovative communications material and procedures to continuously engage policy makers on gender issues relating to DRM and CCA (other than annual workshops) at regional and MS level

Strategy 2.3: Support equal participation and representation at decision-making levels of disaster governance in the IGAD, Member States, and regional partners

To promote gender equality in DRM and CCA, there is need for involving women in decision-making and planning in leadership positions such as chairpersons as well as gender balanced needs assessment, vulnerability assessment and response teams. This includes measures and standards for gender parity in management and decision making, as well as community level committees.

Strategic Actions:

- IGAD to ensure equal opportunities for women's representation and participation in instances of decision-making in the DRM programme at the IGAD level and encourage national governments to do the same:
 - Build women's leadership capacity at all levels so they can be change agents and empowered in the process of gender-responsive DRM and CCA
 - Develop procedures to address the gender gaps in DRM and CCA to ensure equal representation at regional platforms
- IGAD to encourage inclusive governance at all levels:
 - Monitor progress within the DRM programme on the 50 percent parity target set by the IGAD Institutional Gender Policy, with a precise timeline for achievement
 - Promote inclusion of women in programmes and initiatives at community level (including disaster management, environmental management and early warning committees)
 - Develop guidance to encourage inclusion among non-state partners

Priority area 3: Investing in DRM for resilience

Ensure equal opportunities for women and men to mitigate risk and build resilience in the context of a changing climate.

Strategy 3.1: Promoting and supporting gender-responsive resilience-building through regional and national level programming

There is need to support greater capacity and knowledge on the part of governments for gender-based budgeting in resource allocation in the design and development of programmes. Gender budgeting and auditing is an entry point to ensure greater accountability in the use of funds for disaster risk reduction and relief, as well as efforts for climate change adaptation.

Strategic Actions:

- Member States to provide a budget for resilience building of ‘at risk’ populations (identified through the gendered risk profile):
 - Support MSs to conduct a baseline survey on the gendered nature of access to information on disaster risks, taking into account levels of skill and competence among actors
 - Conduct a skills gap analysis to evaluate needs in skills development to contribute to gender-equitable resilience
 - Coordinate with regional institutions and non-state actors; and with other sectors (e.g. agriculture, health, social protection) to maximize efforts in gender-responsive mitigation, preparedness, response and rehabilitation efforts
 - Establish partnerships with organisations willing and able to invest in the most vulnerable communities, identified through the gendered risk profile
- IGAD to provide advice to Member States on mainstreaming gender in DRM and CCA budgeting
 - Provide guidelines on gender budgeting and auditing
 - Provide indicators for evaluating gender mainstreaming in national DRM and CCA budgets
 - Toolkits with guidelines on the gender-DRM-CCA nexus in various sectors – energy, health, infrastructure, tourism, agriculture, services, and health
 - Encourage MSs to conduct periodic evaluations of the extent of gender inclusion in DRM.

Strategy 3.2: Support and promote development of an evidence base to advocate for gender-responsive resilience building

While resilience building may imply measures related to the direct impact of disasters and climate change, gender inequalities affect the vulnerability of specific populations and require additional remedial actions. In many cases, the social status of women and access to resources such as land or inheritance disproportionately affect their capacity to recover from a disaster. There is a need to better understand how these social dynamics can affect the vulnerability of women and men, girls, and boys, and advocate for changes that would increase resilience for all.

Strategic Actions:

- Conduct a baseline on the efficiency of gender-responsive DRM and CCA in the Horn of Africa:
 - Commission research into the effectiveness and efficiency of gender-responsiveness in DRM and CCA programmes and projects
 - Ensure research and commissioned studies emphasise gender differences
- Identify and provide recommendations to address legal and policy frameworks and cultural practices that give rise to the root causes of inequalities, to ensure that all can contribute to the CCA and DRM efforts, for example:
 - Work towards achieving an equitable land ownership legislation
 - Encourage Member States to review women’s access to credit in Member States
 - Encourage Member States to review national legislation around the family and women’s rights (inheritance, marriage, etc.)

Priority area 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation, and reconstruction

Promote equal opportunities for participation by, and equal opportunities to benefit from, women and men in all stages of DRM.

Strategy 4.1: Strengthening gender responsive disaster preparedness and climate change adaptation for effective response through integrated early warning capacities

Systematic monitoring and forecasting of hazards together with detailed analysis of vulnerability and exposure of the elements at risk and supported with strong communication systems for disseminating the information to population at risk is critical for effective people-centred Early Warning Systems. However, considering gender in the development of EWS is essential to ensure they don't only appeal to a part of the population because of gender and social norms.

Strategic Actions:

- IGAD to mainstream gender in its early warning information systems
 - Ensure early warning information reflects women's and men's gender roles (in terms of information required and how they need to access it)
 - Develop a gendered analysis of the available means of communications
 - Develop gender-sensitive indicators for early warning systems
 - Involve women and vulnerable communities in the communication of early warning information
 - Support ICPAC in the diffusion of weather forecasts that take gender into account and reach women and men equally
- Ensure that all contingency plans and preparedness activities are gender-responsive:
 - Plan for the collection of sex-disaggregated data;
 - Include sex-disaggregated indicators for all targets of the prevention, response, rehabilitation and reconstruction measures;
 - Design guidelines on how gender should be included in contingency plans
 - Plan for and assign budget for gender-based analysis during and after disasters;
 - Identify key gaps in survival training for women and men (for example swimming lessons in case of floods, basic training on food security and house gardening in case of droughts, as appropriate to context)
 - Identify first aid training needs and how they differ between women, men, girls and boys
- Institutionalise the integration of gender into the response and adaptation measures:
 - Secure equal access of women and men to disaster relief assistance
 - Identify and help removing barriers to women's full and effective participation in the response
 - Promote measures for economic recovery that leave no one behind
 - Develop Referral Pathways and Standard Operating Procedures for handling disaster risk related GBV
 - Promote use of the Sphere Core Humanitarian Standard (<https://spherestandards.org/humanitarian-standards/core-humanitarian-standard/>) to promote the support of gender equality for humanitarian actors and other first responders involved in relief and response

Strategy 4.2: Promote gender-responsive early recovery, rehabilitation and reconstruction built around gender-equitable inclusion in decision-making

Integrating gender in "Building Back Better" means leaving no one behind when undertaking recovery, rehabilitation and reconstruction efforts. This entails linking recovery with other stages in the DRM cycle (response and risk mitigation) to support transformation of gender norms and the creation of more equitable resilience.

Strategic actions:

- Institutionalise the integration of gender into recovery:
 - Ensure equal access to women and men for recovery assistance
 - Ensure inclusion of women in decisions around relief, recovery and rehabilitation
 - Promote the allocation of resources (human, capital, physical) to local renowned women's organizations involved in recovery activities
- Ensure that rigorous monitoring, evaluation and accountability mechanisms are in place during and after disasters:
 - Clearly define responsibilities for State and non-State actors involved in the response

5.1.5 Guiding principles

- Inclusion/inclusive stakeholder participation (including bottom-up community integration)
- Local ownership for greater sustainability
- Leave no one behind/empowerment
- Build back better
- Accountability
- Equity
- Lack of discrimination on any grounds (recognising that gender is not just about men and women)
- Integrated approach (recognising multi-hazard and the need for coherence between sectors)

6. Instruments for Implementation

6.1 Regional level implementation and coordination

The primary actor for implementation of the strategy and action plan is IGAD, their organs and other specialized agencies and institutions, such as the Conflict Early Warning and Response Mechanism (CEWARN) and the IGAD Climate Prediction and Applications Centre (ICPAC) acting in collaboration with and through Member States. The primary accountability lies with the Disaster Risk Management Unit, in cooperation with the Gender Cell.

The major role and responsibilities of IGAD with respect to the Action Plan are:

- a) Facilitate and coordinate the implementation of the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation;
- b) Support and establish as appropriate, a Gender, CCA and DRM working group engaged in Gender, CCA and DRM, comprising the Gender, CCA and DRM focal points in Member States and the Secretariat;
- c) Convene Regional Platforms on Gender, CCA and DRM;
- d) Convene periodic high-level meetings on various aspects of Gender in DRM and CCA, utilizing the structure of its organs, institutions and programmes;
- e) Improve understanding of the baseline situation of gendered risk and help develop a gendered disaster risk profile for the IGAD region and Member States;
- f) Joint planning, programming and monitoring of the progress of the Action Plan with Member States and relevant stakeholders;
- g) Provision of policy and strategic guidance to Member States, including policy guidance for the promotion of gender-responsive DRM and CCA laws, policies and strategies and programmes
- h) Strengthen the capacity of Member States for coordination and implementation of the Action Plan, particularly through regional programmes for technical cooperation, capacity development; and, resource mobilization to support national and sub-regional efforts;
- i) Support to the development of regional mechanisms and capacities for gender-sensitive early warning systems and early action;
- j) Developing methodologies and standards for the collection, analysis, management and use of sex-disaggregated data in all stages of DRM and CCA (sex, age, disability, ethnicity),
- k) Developing guidelines for gender analysis; gender-sensitive risk identification and assessment; and minimum requirements on gender equality in contingency planning, response and recovery;
- l) Developing protocols and mechanisms for information and knowledge sharing, in collaboration with science, technology and academic institutions, women's organisations, and associated networks;
- m) Support knowledge management and sharing of good practices on inclusive disaster governance and gender responsive DRM and CCA between Member States;
- n) Undertaking and publishing regional and sub-regional baseline and risk assessments; coordinating and publishing reviews on progress and support needs, and assisting countries in the publication of national summaries;
- o) Undertake and support Member States in monitoring the progress of the Action Plan through regional and global reporting in line with the Sendai Framework Monitor;
- p) Support Member States to address challenges that impede its implementation at the national level.

Effective implementation of the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 requires cooperation and partnerships with a wide range of partners including international, regional and sub-national institutions, the media, civil society organisations, academic research organisations, and the private sector (Annex 3). The Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 offers opportunities for development of joint programming actions through multi-stakeholder collaboration and partnerships that can synergize resources and actions with other development actors to enhance gender responsive DRM and CCA in the IGAD Region.

6.2 National level implementation and coordination

The aim of the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 is to support and guide Member States in how to design and implement gender-responsive DRM and CCA. Thus this strategy and action plan provides a framework which Member States can integrate into their own policies, strategies and legislation at national level for implementation.

7. Resource mobilisation and technical assistance

The successful implementation of the Action Plan will require the mobilization of adequate, predictable and timely resources and capacities, including non-financial support, of relevant national, regional and international sources. This requires the involvement of all relevant stakeholders identified in Section 4 and includes:

- a) Increasing awareness of and advocacy for increased commitment to investing in gender-responsive DRM.
- b) Gender auditing of expenditure and gender budgeting of programming for greater accountability in the use of funds for DRM gender-responsive implementation;
- c) Demonstrate efficient use of existing resources;
- d) Enhance capacity to scale-up the development of project documents and actionable programmes at all levels;
- e) Making stronger case for increasing financing and investment in gender responsive DRM, including providing evidence of effectiveness and governance of mobilized resources;
- f) Increase investment for resilience building of 'at risk' populations, identified through the gendered risk profile;
- g) Demonstrating alternative funding mechanisms available to countries, beyond public budget funding, that can be employed to enhance financing for implementation of the Action Plan;
- h) Mobilizing adequate voluntary contribution to continental, regional and national trust funds and other financing mechanisms for gender responsive DRM;
- a) Increasing use of gender sensitive risk-reducing investments in sector strategies, plans and programmes;
- b) Support gender-sensitive financial risk-sharing mechanisms, including risk insurance and reinsurance
- c) Developing partnerships to implement schemes that ensure gender responsive risk prevention, promote the culture and expansion of gender-sensitive risk transfer, and increase financing for gender-sensitive post-disaster recovery and reconstruction, including through public-private partnerships;
- d) Enhancing coordination of fund raising to Member States by the programmes of the United Nations and other international and regional organisations, international and regional financial institutions and donor agencies;
- e) Leveraging a broader range of funding opportunities in bilateral and multilateral development aid frameworks and assistance programmes through mainstreaming gender into DRM, and(including with sectors concerned with resilience-building, including agriculture, health and social protection) and motivate for funding to support Member States into development processes and instruments as well as research funding and bursary streams.

Potential sources of funds include international partners and donors, adaptation finance and the private sector.

7.1 International partners and donors

There are many and varied sources from international partners and donors to support different aspects of DRM. Different tools used by international organisations and donors including co-financing, grants and technical assistance to support DRM must be explored and exploited. Some potential funders include GFDRR, UNDP, The World Bank, and AfDB DRR/CCA funding, as well as private foundations.

Table 2 outlines some potential funding sources from international partners and donors.

Table 2: Potential funding opportunities from international partners and donors

Organisation/fund	Summary of funding opportunity/technical support
<p>European Development Fund</p> <p>African, Caribbean and Pacific Group of States and European Union Development Cooperation (ACP-EU)</p> <p>https://ec.europa.eu/europeaid/regions/african-caribbean-and-pacific-acp-region_en</p>	<p>Holistic approach to disaster resilience based on accurate risk information and improved design support systems</p> <p>Building Disaster Resilience to Natural Hazards in Sub-Saharan African Regions, Countries and Communities Program. Result Area 2: DRR coordination, planning and policy advisory capacities of African RECs operational to support respective member states and regional and sub-regional programmes</p>
<p>Global Facility for Disaster Reduction and Recovery (World Bank)</p> <p>https://www.gfdr.org/en/gender</p>	<p>Grant funding mechanism that supports DRM projects worldwide. Implementation of Sendai - helping countries to integrate DRM and climate-change adaptation into development strategies and investment programmes for greater resilience.</p>
<p>Global Environment Facility</p> <p>https://www.thegef.org/</p>	<p>Established to tackle the planet's environmental problems - by providing new and additional grants and concessional funding to cover supplementary costs associated with transforming a project with national benefits with one with global environmental benefits. Accreditation as a GEF implementing partner requires demonstrated efforts to analyse gender considerations in GEF projects. The gender capacity of prospective implementing agencies is a criteria for GEF accreditation</p>
<p>European Investment Bank</p> <p>https://www.eib.org/en/index.htm</p>	<p>European Union non-profit long term lending institution. Shelnvest initiative to mobilise EUR 1 billion of investment for closing the access to finance gender-gap. Promotes gender-responsive climate financing - investment will target climate and gender responsive infrastructure projects, such as projects enhancing women's access to water, clean, reliable and affordable energy, as well as sustainable public transport</p>
<p>African Union (AU)</p> <p>http://www.au.int</p>	<p>The African Union provides strategic guidance to member states, and plays a key role in continental efforts under international frameworks, such as the Plan of Action for the implementation of the Sendai Framework in Africa. Technical support may be available through various relevant working groups, such as the Africa Working Group on Disaster Risk Reduction (AWGDRR), and the African Working Group on Climate Change and Gender (AWGCCG).</p>
<p>United Nations Office for Disaster Risk Reduction</p> <p>https://www.unisdr.org/</p>	<p>Focal point of the United Nations system for disaster risk reduction and the custodian of the Sendai Framework, supporting countries and societies in its implementation, monitoring and review of progress. The Agency ensures regular reporting on the UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP), which tracks progress against 15 common-system performance indicators</p>
<p>UN Women</p> <p>http://www.unwomen.org</p>	<p>The United Nations entity dedicated to gender equality and the empowerment of women, mandated</p>

Organisation/fund	Summary of funding opportunity/technical support
	to support UN Member States in meeting global standards for achieving gender equality, working with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide.
The Citi Foundation https://www.citigroup.com/citi/foundation/	Works to promote economic progress and improve the lives of people in low-income communities around the world. Co-designed and funded 'Disaster Risk Reduction for Financial Service Providers: Promising Practices for Building Resiliency.' Components include Women's Economic Empowerment which is dedicated to addressing systematic gender-gaps through knowledge mobilisation
Women Entrepreneurs Finance Initiative (We-Fi) (World Bank) https://we-fi.org/	International partnership supporting women entrepreneurs in developing countries by addressing systemic barriers they face – linking policy, legal, and regulatory reforms with public and private investments. We-Fi has allocated over two financing rounds \$249 million to programs supporting women's entrepreneurship – 42.8% of which was allocated to Sub-Saharan Africa

7.2 Adaptation funding

Given the complementarity between disaster risk reduction and climate change adaptation, particularly with regard to extreme events, there is scope to access the international adaptation funds available under the United Nations Framework Convention on Climate Change (UNFCCC), for example the Green Climate Fund, Adaptation Fund, Least Developed Countries Fund and Special Climate Change Fund (see Table 3). Resources from these funds have already been successfully accessed by countries across the region to support adaptation across various sectors.

Table 3: Potential international adaptation fund sources

Fund	Summary of funding opportunity
Climate Investment Funds https://www.climateinvestmentfunds.org/	Accelerates climate action by empowering transformations in clean technology, energy access, climate resilience, and sustainable forests in developing and middle income countries. The CIF's large-scale, low-cost, long-term financing lowers the risk and cost of climate financing. The CIF pays attention to the role women can play as change agents and decision-makers in resilience-building activities. 27% of MDB-approved CIF funding was allocated to Africa
Green Climate Fund https://www.greenclimate.fund/home	Is a fund created to support developing countries' efforts to respond to the climate challenge by reducing GHG emissions and adapting to climate change. The GCF's investments can be in the form of grants, loans, equity or guarantees. The GCF has gender as a key element of its programming architecture, and is the first climate finance mechanism to mainstream gender perspectives from the outset of its operations (with all projects having to submit a gender assessment and gender action plan).
Adaptation Fund https://www.adaptation-fund.org/projects-programmes/project-sectors/disaster-risk-reduction/	Finances projects and programmes that help vulnerable communities in developing countries adapt to climate change. The Fund systematically integrates key principles elaborated on its own environmental and social policy,

Fund	Summary of funding opportunity
	especially regarding equity and access. Gender equality is a goal that the Fund aims to achieve through its processes
Least Developed Countries (LDC) Fund https://www.thegef.org/topics/least-developed-countries-fund-ldcf	Provides funds to help LDCs plan their adaptation needs (for example in supporting National Adaptation Programmes of Action and National Adaptation Plans) and implement their adaptation priorities with a ceiling of US\$30 million per LDC. Works on the principle of additionality (i.e. supports additional financing to climate proof existing development interventions).
Special Climate Change Fund https://www.thegef.org/topics/special-climate-change-fund-sccf	Provides funding for non-Annex 1 countries under the UNFCCC to address adaptation needs consistent with development priorities through adaptation or technology transfer. Works on the principle of additionality (i.e. supports additional financing to climate proof existing development interventions).

7.3 Private sector

The role of the private sector in DRM is significant yet, to date, their contributions have largely been outside of the regional coordination frameworks, despite recognition in SFDRR. In addition to contributing directly to relief and response, there is also a potential role for communications companies to play a role in distributing early warning messages and to capitalise on growing access to financial services, including (micro) insurance. Public-Private Partnerships (PPPs) for gender-responsive DRM are a good alternative, particularly for building resilient infrastructure. Table 4 outlines some potential private sector funding sources.

Table 4: Potential funding opportunities from the private sector

Organisation	Summary of relevance to funding opportunities
Tigo (Millicom) https://www.millicom.com/our-company/brands/tigo/	Building digital highways that connect people, improve lives and develop communities. Through fixed and mobile, communications services, cable and satellite TV, mobile financial services and local content available in 13 markets in Africa and Latin America. Tigo country operations are committed to the Connected Women Initiative, which strives to reduce the mobile use gender-gap. Gender-responsive mobile money initiative in Tanzania by tracking gender across its subscriber base in order to ensure products ensure women's needs; and marketing campaigns communicate the right messages
MTN https://www.mtn.com/	Emerging market mobile operator at the forefront of technological and digital changes. MTN Mobile Money partnership with GSMA Mobile for Development mAgri programme for the mAgri pilot. It is a mobile based tool that enables digitization of the agricultural value chain – focusing on the agricultural last mile ³⁴ . Partnership with Ghana National Insurance Commission, MicroEnsure and MFS Africa – provides users with the opportunity to buy micro life-insurance via their mobiles – convenient for women
GSMA https://www.gsma.com/aboutus/	Represents interests of mobile operators worldwide in the broader mobile ecosystem – handset and device makers, software companies, equipment providers and internet companies. Connected Women Initiative works to close the gender gap in mobile ownership and usage in low-and middle-income countries.

8. Monitoring and evaluation

³⁴ GSMA Digitising the agricultural last mile in Ghana: MTN Mobile Money's mAgri (2019)

<https://www.gsma.com/mobilefordevelopment/resources/digitising-the-agricultural-last-mile-in-ghana-mtn-mobile-moneys-magri/>

Effective implementation of the IGAD Regional Gender Strategy and Action Plan will require extra effort for some activities: in terms of resources, staff expertise, data collection, analysis and development of procedures, protocols, guidance notes, and training manuals. However, this work is neither excessively expensive, nor particularly technically challenging; especially given the wealth of global, regional and country-level approaches already in action. The first step, a mind-set shift to gender responsive DRM, is perhaps the most challenging.

While there is often some mystery around *how* to conduct gender mainstreaming in practice; the Action Plan takes the simple approach of applying a gender lens to the *usual* activities carried out by IGAD to support disaster risk response. These activities include:

- i. Advocacy and public awareness campaigns
- ii. Formulation of Regional Policy Frameworks and Guidance to Member States
- iii. Data Sharing Protocols
- iv. Knowledge Management and Capacity Building
- v. Regional Early Warning Mechanisms
- vi. Regional Level Risk Assessment
- vii. Contingency Funding

The activities and expected results in the Action Plan provide a framework for the monitoring of its implementation and progress. Progress of the implementation of the Action Plan will be assessed using annual monitoring systems and mechanisms, and reported in line with existing global and regional monitoring systems and mechanisms, as coordinated by the DRM Unit in cooperation with the Gender Unit. In addition, annual reports submitted by each Member State under the SFDRR will be updated, reflecting commitments outlined herein. Space for more informal feedback and reporting on good practice will be provided during annual Gender Responsive DRM and CCA events, such as the Greater Horn of Africa Climate Outlook Forum or the regional platform for DRM and CCA.

8.1 Learning and sharing of lessons

Gender-responsive DRM requires an effective and interactive knowledge base to disseminate information about best practices, research, strategies, recommendations, and case studies on inclusive disaster governance between Member States. Reviews, assessments and evaluations are important, and it is the responsibility of all stakeholders and actors to allocate resources for this and share findings and recommendations.

The regional and national platforms for DRM are important vehicles for peer exchange and review to share progress from the Secretariat and Member States on the implementation of the Action Plan. In addition, transnational knowledge networks of science, technology, academic actors and the media, are key vehicles for promoting, disseminating and sharing of knowledge, technology, experience and practice of gender responsive DRM to propel the implementation of the Action Plan to contribute to the Agenda 2063, relevant SDGs and the Sendai Framework.

8.2 Strategy review process

To streamline the reviewing process and engage both DRM and CCA actors in the evaluation of the Gender strategy, it will be reviewed preferably at the same time as the DRM and CCA Regional Strategies, after every five years within established IGAD procedures for reviewing its strategies, policies and related frameworks. The experience gained from monitoring the strategy will inform the management of the Strategy through effective learning.

9. Action Plan Framework for mainstreaming gender in DRM and CCA

The Action Plan in Table 5 below summarizes the strategic activities, expected results, targets, key actors and timelines, and establishes linkages with the African Union Gender Strategy and the DRM cycle.

Table 5: Action Plan - A framework for mainstreaming Gender in DRM and CCA

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
Priority 1: Understanding Disaster Risk									
1.1	Strategy 1.1: Reducing the effects of disasters equally for women and men, girls and boys, by strengthening gendered risk identification and information management capacities in the IGAD region	IGAD to carry out gender-sensitive hazard, vulnerability, exposure and capacity assessments at regional level to determine the different level of risk for women, men, girls and boys and freely share the information through websites and the media.	Women and men equally involved in the process to identify, review, and update risk data each year, and include information on any new or emerging vulnerabilities and hazards	Participation in consultation activities	50:50 f:m	IGAD	4	2	4-7
			Integrate gender within ICPAC databases of weather events	Sex-disaggregated disaster and climate data	100%	ICPAC	2	2	4-7
			Encourage CEWARN to integrate climate change into its crises and conflict analyses	Revised mandate/vision statement	1 document	CEWARN	2	2	0-3
			DRM Programme to coordinate with CEWARN to integrate gendered disaster risk with conflict databases of other multi-risks	Sex-disaggregated disaster data	100%	CEWARN	2	2, 3	4-7
			Encourage the collection of information on women's, men's, girls' and boys' vulnerabilities and livelihoods on a regular basis (rather than during and post-disaster)	Gender risk profile is updated	1 document per year	IGAD, ICPAC	2	2	4-7
			Undertake a mapping exercise of actors currently involved in DRM, CCA and gender at the regional, sub-regional and national levels (Regional actors, international organisations, governments, first-responders, NGOs, CSOs, etc.)	Mapping exercise undertaken	1 document	IGAD	2	1, 2, 3, 4	0-3
			Assess costs associated with the protection of women in disasters and climate change induced situations and compare to current IGAD DRM and CCA budgets	Gender budget analysis	Conducted annually	IGAD, national DRM ministries	2	1, 2, 3, 4	0-3
			Develop general guidelines on the integration of gender within disaster risk profiles for future use by Member States	Guidelines developed	1 document	IGAD	2	2	0-3
		IGAD to support Member States in compiling data and information on gendered disaster losses such as DesInventar and conducting gender sensitive PDNAs to support	Develop tools for the collection, analysis, management and use of sex-disaggregated data in all stages of DRM	Generation of tools for sex-disaggregated data collection, analysis and use	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Develop guidelines for gender-sensitive reporting on DRM and CCA activities based on sex-disaggregated data	Guidelines developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Develop guidelines for proper gender analyses to inform	Production of guidelines for	1 document	IGAD	3, 4	1, 2, 3,	0-3

³⁵ Where 1 = Maximizing outcomes, opportunities and Tech E-dividends, 2 = Dignity, Security and Resilience, 3 = Effective Law, Policies and Institutions, and 4 = Leadership, Voice and Visibility

³⁶ Where 1 = Risk Mitigation, 2 = Preparedness, 3 = Emergency Response, and 4 = Rehabilitation and Recovery

³⁷ Note: refers to time within the timeframe during which activities should have commenced

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
		development of databases for baselines, bench marking and monitoring progress on the implementation of the strategy	standards for future programming (including to inform the activities of CEWARN pertaining to the monitoring of conflicts and crises, and the ICPAC dissemination of weather forecasts)	gender analysis				4	
			Maintain the integrity and quality of sex-disaggregated data to facilitate reporting on progress regarding gendered vulnerabilities to climate change and natural hazards	Data is available, accessible, and recent	1 database	IGAD	3, 4	1, 2, 3, 4	4-7
		IGAD and Member States to develop gender-sensitive risk information and communication strategy for increased access and sharing of information to women, men, girls and boys at risk, among agencies involved in DRM and CCA and the general public by use of social, print and electronic media channels as well as use of GIS and remote sensing in analysis and dissemination of information.	Ensure women's involvement in communications related to disaster risk and climate change	Participation in communications activities	50:50 f:m	IGAD	4	2	4-7
			Develop communications strategies on gender, CCA and DRM to reach the most vulnerable populations	Communications strategy developed	1	IGAD	3	2, 3	4-7
			Undertake mapping of local means of communications and resort to community-led mechanisms where necessary	Mapping exercise undertaken	1 document	IGAD, Member States	3	1, 2, 3	0-3
1.2	Managing gendered disaster risks through enhanced knowledge management	IGAD and MSs to support integration of gender, DRM and CCA curricular in schools and higher institutions of learning.	Support collaboration with academia and civil society for development of gender-responsive education, training, research, and technology programmes	Evidence of collaboration	100%	IGAD, academic institutions, CSOs	1, 2, 4	1, 2, 3, 4	8-10
			Conduct promotional campaigns for existing DRM, CCA and gender training programmes targeting both women and men	Conduct of promotional campaigns targeting women and men	50:50 f:m targeted	IGAD, academic institutions	1, 2	1, 2, 3, 4	0-3
			Partner with relevant partner academic institutions across the IGAD region to support new gender, DRM and CCA training programmes	New gender, CCA and DRM training courses identified and conducted	2	IGAD, academic institutions	1, 2	1, 2, 3, 4	8-10
			Support in gender-responsive training and forecasting of extreme hydro-meteorological events and climate-smart agriculture	Evidence of training courses provided	2	IGAD, specialized institutions	2, 3	1, 2, 3, 4	4-7
		IGAD and MSs to support strategic capacity building and harmonization of its approaches to improve disaster risk, gender, and climate change knowledge and achieve common understanding targeting	Promote awareness-raising events targeting policy makers, DRM and CCA focal persons on gender responsive planning (risk management, gender theories, environment and climate change, gendered vulnerability to climate change, gendered climate change adaptation, addressing GBV in disaster situations)	Awareness-raising events	5 (1 every 2 nd year)	IGAD	3	1, 2, 3, 4	8-10
			Support knowledge management and sharing of good practices on how to equitably mitigate risk and build	Online platform created and populated	1 platform	IGAD	2, 3	1, 4	0-3

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
		parliamentarians, DRM, gender and CCA focal persons and other public officers in key sectors.	resilience for women, men, girls and boys						
			Development and dissemination of knowledge products on gender and DRM	Publications added to the platform	1 per year	IGAD	4	1, 2, 3, 4	8-10
			IGAD to establish partnerships with regional and national State and non-State actors (NGOs, CSOs) to coordinate gender, DRM and CCA awareness campaigns for greater impact	Gender, CCA and DRM awareness campaigns conducted	1 annually	IGAD, Regional, State and non-State actors	4	1, 2, 3, 4	0-3
			Systematically integrate gender within regular regional learning events for sharing of information on global good practices on DRM and CCA including Technical Advisory Committee (TAC) and Greater Horn of Africa Climate Outlook Forum (GHACOF), Regional DRM conference, and High-level awareness raising events in DRR and CCA	Gender workshop conducted during regional learning events	1 annually	IGAD, Member States	3, 4	1, 2, 3, 4	0-3
		IGAD to support networking and collaboration of regional training institutions	Develop a database of DRM, CCA and gender training and research institutions in the IGAD region	Database developed	1	IGAD, specialized institutions	2, 3	1, 2, 3, 4	0-3
			Develop partnerships with (a) relevant institution(s) to designate a regional centre of excellence in DRM, gender and CCA training	Regional centre of excellence in place	1	IGAD	1, 3, 4	1, 2, 3, 4	4-7
		IGAD to encourage Member States to carry out capacity needs assessments to identify status of their capacities, gaps and challenges in addressing gender issues in DRM and CCA as well as develop gender, DRM and CCA capacity enhancement plan based on their specific capacity needs	Develop a national sex-disaggregated database for disaster loss (human and financial)	Enhanced Database developed	1 database per MS	Member States	2	3, 4	4-7
			Undertake a comprehensive review of gender-responsive disaster response and resilience-building measures, including targeted communities, areas and assigned budget	Review completed	1 document per MS	Member States	2	3, 4	0-3
		IGAD to encourage Member States to support public awareness in the region by use of the media to complement regional efforts	Develop guidelines involving local media organisations for drafting and dissemination of information that is relevant to local contexts and inclusive of gender	Guidelines developed	1 document per MS	Member States, local media	2, 4	1, 2, 3, 4	0-3
			Priority 2: Strengthen Disaster Risk Governance to Manage Disaster Risk						
2.1	Develop, implement, monitor and	IGAD to ensure that all programming in DRM and CCA is gender-responsive	Integrate gender in planning, budgeting, implementation, and M&E	Gendered plans, budgets, implementation and reporting	100%	IGAD	3	1, 2, 3, 4	4-7

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
	report on progress in mainstreaming gender in DRM and CCA strategies and mechanisms in the region, at the IGAD and MS level		Develop guidance for the integration of gender into DRM and CCA project design, budgeting, implementation and M&E	Guidelines for gender integration produced	1 guideline	IGAD	3	1, 2, 3, 4	0-3
			Conduct annual gender assessment of all current IGAD DRM programmes	Assessment undertaken	1 annually	IGAD	3	1, 2, 3, 4	8-10
		IGAD to encourage Member States to review their Gender, DRM and CCA policies and strategies in place that are compatible with the SFDRR 2015-2030, IGAD regional DRM Strategy, the UNFCCC GAP, and AU Strategy for GEWE	Provide guidance to Member States on how to undertake a review and assessment of the extent to which DRM and CCA policies in Member States are gender-responsive (using existing guidance where possible, for example the Checklist on Law and Disaster Preparedness and Response by the IFRC)	Reviews undertaken	1 MS per year	IGAD	3	1, 2, 3, 4	0-3
			Maintain a database of gender, CCA and DRM policies, strategies and action plans for all Member States	Database created	1	IGAD, Member States	3	1, 2, 3, 4	0-3
			Provide guidance on how to strengthen gender-responsiveness in DRM and CCA policies and strategies at national level to include minimum requirements on gender equality	Guidance developed	1 document	IGAD	3	1, 2, 3, 4	0-3
			Provide technical assistance to MSs to create and hold national gender, DRM and CCA platforms	Evidence of occurrence and participation in platforms	1 per MS per year	IGAD, Member States	3	1, 2, 3, 4	4-7
		IGAD to put in place transparent guidance and procedures for Member States to report on progress mainstreaming gender in their DRM and CCA policies and strategies	Encourage gender-mainstreaming and the inclusion of gender Focal Points in national DRM platforms	Evidence of attendance of gender FPs in national DRM and CCA platforms	100%	IGAD, Member States	3, 4	1, 2, 3, 4	0-3
			Develop indicators for gender mainstreaming of policies and strategies	Indicators developed	1 document	IGAD	3	1, 2, 3, 4	0-3
			Implement reporting mechanisms at regional DRM and CCA forums and Technical Committee meetings	Reporting mechanisms developed	1 document	IGAD	3	1, 2, 3, 4	0-3
		IGAD to develop and strengthen independent and centralized monitoring and evaluation procedures of gender mainstreaming in DRM and CCA at the regional level	Ensure that sex-disaggregated data on DRM and CCA is collected, available and accessible at the regional level	Regional database created	1	IGAD	4	1, 2, 3, 4	0-3
			Develop detailed and comprehensive templates/checklists for Member States to streamline reporting and ensure accountability	Templates developed	1 per indicator	IGAD	3, 4	1, 2, 3, 4	0-3
			Develop guidelines and tools on how to mainstream gender in planning and budgeting processes	Guidelines developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
2.2	Strengthening institutional, networking and coordination mechanisms for DRM, CCA and gender at all levels	Strengthen IGAD's leadership in mainstreaming gender in DRM and CCA	Develop a gender-oriented safeguard policy for DRM and CCA for IGAD personnel	Policy developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Ensure the attendance of the IGAD gender unit at international and regional DRM and CCA forums, along with the IGAD DRM and CCA units	Evidence of attendance of Gender Unit in DRM and CCA events	100%	IGAD	3, 4	1, 2, 3, 4	0-3
			Establish a Gender and DRM Technical Working Group at the IGAD level, bringing together gender experts from IGAD and its partner agencies as proposed in the IGAD Gender Management System Handbook	Establishment and regular functioning of a gender and DRM working group	1 group	IGAD	3	1, 2, 3, 4	0-3

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
		IGAD to facilitate coordination, collaboration and sharing of information around gender, CCA and DRM between IGAD and MSs	Clearly define the roles, responsibilities and mechanisms of all IGAD departments for mainstreaming gender within their activities, to ensure effective allocation of resources	Evidence of allocation of resources to gender mainstreaming in all activities	100%	IGAD, gender, CCA and DRM actors	2, 3	1, 2, 3, 4	4-7
			Establish a gender, CCA and DRM working group (comprising the gender, CCA and DRM focal points in Member States and the Secretariat, including the IGAD Gender and DRM Technical Working Group) to ensure awareness raising in Member States and accountability for implementation	Establishment and functioning of working group	1 group	IGAD, gender, CCA and DRM FPs	3	1, 2, 3, 4	0-3
			Ensure support for participation of gender, CCA and DRM focal points at the regional platform	Evidence of participation of gender, CCA and DRM focal points	1 forum per year	IGAD, Member States	3, 4	1, 2, 3, 4	0-3
			Provide dedicated space for collaboration of gender, CCA and DRM focal points at the regional platform	Evidence of agenda time dedicated to gender-CCA-DRM collaboration	1 forum per year	IGAD	3	1, 2, 3, 4	0-3
			Maintain and share an up-to-date list of Gender, CCA and DRM Focal Points and their contact information	Existence and distribution of focal point contacts	1 per year	IGAD	3	1, 2, 3, 4	0-3
		Strengthen collaboration with CSOs and NGOs through outreach, dialogue and partnership at the regional/country, and project levels to support gender responsive CSO interventions	Ensure that NGOs and CSOs are invited to IGAD platforms on gender, DRM and CCA	Participation of external stakeholders with equal opportunities for participation of women and men	50:50 f:m	IGAD	3	1, 2, 3, 4	0-3
			Support knowledge management and sharing of good practices-including indigenous knowledge-on inclusive disaster and climate governance among Member States and between Member States and INGOs	Online knowledge platform created and operational	1	IGAD	3	1, 2, 3, 4	4-7
			Create space at DRM and CCA platforms to share progress from the Secretariat and Member States	Evidence of agenda time dedicated to Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation progress updates	1 forum per year	IGAD	3	1, 2, 3, 4	0-3
			Develop innovative communications material and procedures to continuously engage policy makers on gender issues relating to DRM and CCA (other than annual workshops) at regional and MS level	Policy makers communications strategy developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
2.3	Support equal participation and representation at decision-making levels of disaster governance in IGAD, Member States, and	IGAD to ensure equal opportunities for women's representation and participation in instances of decision-making in the DRM programme at the IGAD level and encourage national governments to do	Build women's leadership capacity at all levels so they can be change agents and empowered in the process of gender-responsive DRM and CCA	Proportion of women in a decision-making capacity (%)	50%	IGAD, Member States	1, 3, 4	1, 2, 3, 4	8-10
			Develop procedures to address the gender gaps in DRM and CCA to ensure equal representation at regional platforms	Protocols developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
	regional partners	the same							
			Monitor progress within the DRM programme on the 50 percent parity target set by the IGAD Institutional Gender Policy, with a precise timeline for achievement	Monitoring system in place	1 document	IGAD	1, 3, 4	1, 2, 3, 4	0-3
		IGAD to encourage inclusive governance at all levels	Promote inclusion of women in programmes and initiatives at community level (including disaster management, environmental management and early warning committees)	Campaigns on gender inclusion developed	1 per year	IGAD	3, 4	1, 2, 3, 4	0-3
			Develop guidance to encourage inclusion among non-state partners	Guidance documentation developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
Priority 3: Investing in DRM for Resilience									
3.1	Promote and support gender-responsive resilience-building through regional and national level programming	Member States to provide a budget for resilience building of 'at risk' populations (identified through the gendered risk profile)	Support MSs to conduct a baseline survey on the gendered nature of access to information on disaster risks, taking into account levels of skill and competence among actors	Survey conducted with sex-disaggregated data analysed	1 survey	IGAD, Member States	3	2, 3	4-7
			Conduct a skills gap analysis to evaluate needs in skills development to contribute to gender-equitable resilience	Evaluation undertaken	1 annually	IGAD, academic institutions	1, 2	1, 2, 4	8-10
			Coordinate with regional institutions and non-state actors; and with other sectors (e.g. agriculture, health, social protection) to maximize efforts in gender-responsive mitigation, preparedness, response and rehabilitation efforts	Coordination mechanism established through the annual platform	1 annually	IGAD, regional institutions, non-state actors	3	1, 2, 3, 4	4-7
			Establish partnerships with organisations willing and able to invest in the most vulnerable communities, identified through the gendered risk profile	Evidence of collaboration	100%	IGAD, NGOs, CSOs	2, 4	1, 2, 3, 4	4-7
		IGAD to provide advice to Member States on mainstreaming gender in DRM and CCA budgeting	Provide guidelines on gender budgeting and auditing	Guidelines developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Provide indicators for evaluating gender mainstreaming in national DRM and CCA budgets	Indicators developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Toolkits and guidelines on the gender-DRM-CCA nexus in various sectors – energy, health, infrastructure, tourism, agriculture, services, and health.	Toolkit and guidelines developed	1 document	IGAD	3, 4	1, 2, 3, 4	0-3
			Encourage MSs to conduct periodic evaluations of the extent of gender inclusion in DRM	Evaluations undertaken	1 per year	IGAD, Member States	3, 4	1, 2, 3, 4	8-10
3.2	Support and promote development of an evidence base to advocate for gender-responsive resilience building	Conduct a baseline on the efficiency of gender-responsive DRM and CCA in the Horn of Africa	Commission research into the effectiveness and efficiency of gender-responsiveness in DRM and CCA programmes and projects	Research undertaken on effectiveness and efficiency of gender-responsive DRM and CCA	2 reports	IGAD	3	1, 2, 3, 4	0-3
			Ensure research and commissioned studies emphasise gender differences	Evidence of gender differences in all research and commissioned studies	100%	IGAD	3	1, 2, 3, 4	0-3
		Identify and provide recommendations to	Work towards achieving an equitable land ownership legislation	Support provided to legislation body	8 (1 MS per year)	IGAD, Member States	2, 3	1, 4	0-3

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
		address legal and policy frameworks and cultural practices that give rise to the root causes of inequalities	Encourage Member States to review women's access to credit	Reviews undertaken	8 (1 MS per year)	IGAD, Member States	2, 3	1, 4	0-3
			Encourage Member States to review national legislation around the family and women's rights (inheritance, marriage, etc.)	Reviews undertaken	8 (1 MS per year)	IGAD, Member States	2, 3	1, 4	0-3
Priority 4: Enhancing Disaster Preparedness for Effective Response and to "Build Back Better" in Recovery, Rehabilitation, and Reconstruction									
4.1	Strengthening gender responsive disaster preparedness and climate change adaptation for effective response through integrated early warning capacities	IGAD to mainstream gender in its early warning information systems	Ensure early warning information reflects women's and men's gender roles (in terms of information required and how they need to access it)	Review conducted	1 document	IGAD, Member States	2, 3	2, 3	0-3
			Develop a gendered analysis of the available means of communications	Gender analysis undertaken	1 document	IGAD, Member States	2, 3	2, 3	0-3
			Develop gender-sensitive indicators for early warning systems	Indicators developed	1 document	IGAD	2, 3	2, 3	0-3
			Involve women and vulnerable communities in the communication of early warning information	Proportion of women and men involved in communication (%)	50:50 f:m	IGAD, communications partners, Member States	2, 4	2, 3	0-3
			Support ICPAC in the diffusion of weather forecasts that take gender into account and reach women and men equally	Evidence of gender-sensitive communication of forecasts	50:50 f:m	ICPAC	2	2, 3	0-3
		Ensure that all contingency plans and preparedness activities are gender-responsive	Plan for the collection of sex-disaggregated data in contingency plans	Evidence of planning	100%	IGAD, Member States	2, 3	2, 3	0-3
			Include sex-disaggregated indicators for all targets of the mitigation, preparedness, response, and recovery measures	Sex-disaggregated indicators developed	1 document	IGAD	2, 3	1, 2, 3, 4	0-3
			Design guidelines on the integration of gender in contingency plans	Guidelines produced	1 guideline	IGAD	2, 3	2, 3, 4	0-3
			Plan for gender-based analysis during and after disasters	Evidence of planning and budgeting for gender analysis	100%	IGAD, Member States	2, 3	2, 3, 4	0-3
			Identify key gaps in survival training for women and men (for example swimming lessons in case of floods, basic training on food security and house gardening in case of droughts, as appropriate to context)	Gender review of survival training conducted	1 review	IGAD, Member States	2	2, 3, 4	0-3
			Identify first aid training needs and how they differ between women, men, girls and boys	Gender review of first aid training needs conducted	1 review	IGAD, Member States	2	2, 3, 4	0-3
		Institutionalise the integration of gender into response	Secure equal access of women and men to disaster relief assistance	Proportion of women and men with access to disaster relief assistance (%)	50%	IGAD, emergency responders	2, 4	3, 4	4-7
			Identify and help removing barriers to women's full and effective participation in the response	Proportion of women participating in the response (%)	50%	IGAD, emergency responders	1, 2, 4	3, 4	4-7
			Promote measures for economic recovery that leave no one behind	Promotion of economic recovery measures	1 document	IGAD	2, 3	4	8-10

ACTION PLAN									
#	Strategy	Strategic Action	Activities and deliverables	Expected results	Target	Key Actor	Gender Pillar ³⁵	DRM cycle ³⁶	Timeline (years) ³⁷
4.2	Promote gender-responsive early recovery, rehabilitation and reconstruction built around gender-equitable inclusion in decision-making		Develop Referral Pathways and Standard Operating Procedures for handling disaster risk related GBV	Standards disseminated	3 MS per year	IGAD, Member States	2, 3	2, 3, 4	0-3
			Promote use of the Sphere Core Humanitarian Standard (https://spherestandards.org/humanitarian-standards/core-humanitarian-standard/) to promote the support of gender equality for humanitarian actors and other first responders involved in relief and response	Promotion of Sphere Standard	1 document	IGAD, emergency responders	2	3, 4	0-3
		Institutionalise the integration of gender into recovery	Ensure equal access to women and men for recovery assistance	Proportion of women and men with access to recovery assistance (%)	50:50 f:m	IGAD, DRM and CCA actors	2, 4	4	4-7
			Ensure inclusion of women in decisions around relief, recovery and rehabilitation	Proportion of women included in the decisions around recovery (%)	50:50 f:m	IGAD, DRM and CCA actors	2, 4	4	4-7
			Promote the allocation of resources (human, capital, physical) to local renowned women's organizations involved in recovery activities	Local women's organizations empowered	1 per local response	IGAD, DRM and CCA actors	2, 4	4	8-10
			Ensure that rigorous monitoring, evaluation and accountability mechanisms are in place	Clearly define responsibilities for State and non-State actors involved in the response	Guideline produced	IGAD, State and non-State actors	2, 3	4	0-3

ANNEX 1: Key definitions: on gender and gender equality

Gender is expressly integrated into the region's commitment to disaster risk management and climate change adaptation. This is in-keeping with international, continental and regional commitments to gender equality. It is also in recognition of the evidence that disaster impacts show gender differences, reflecting the roles, duties or responsibilities which are culturally or socially ascribed to women, men, girls and boys. The IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-2030 enables equal opportunities for participation of women and men in decision-making processes, and mandates sex-disaggregated data to monitor the effects of initiatives on women, men, girls and boys in order to equitably reduce disaster risk.

IGAD also aims to go one step further, taking a gender-responsive approach that not only recognises and works with gender differences but, in so doing, to address the root causes of inequality. This often requires an equitable approach that is different for women, men, girls and boys, and positive discrimination and women's empowerment. When gender-responsive attempts at DRM have been successful in reducing inequality and the inequity of benefits of risk reduction activities, future iterations of the Strategy and Action Plan will be able to take a more nuanced and intersectional approach to disaster risk management and climate change adaptation.

Table 6: Gender-related definitions from the IGAD Workplace Gender Policy 2018

Term	Definition
Affirmative Action	A policy, program or measure that seeks to redress past discrimination through active measures to ensure equal opportunity and positive outcomes in all spheres of life "discrimination" means any distinction, exclusion or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise, by any person, of human rights, and fundamental freedoms in the political, economic, social, cultural, civil or any other field.
Empowerment	The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms "human development" focuses on expanding the choices men and women have to lead lives that they value. It is thus about much more than economic growth, which is a means of enlarging people's choices.
Gender¹	The roles, behaviours, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, gender also refers to the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context.
Gender blind	Ignoring or failing to address gender issues and concerns in a project, program or policy.
Gender discrimination¹	Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.
Gender equality	"Gender equality" means women and men enjoy the same status, and that they have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play.
Gender gap	The gap in any area between women and men in terms of their levels of participation, access to resources, rights remunerations, benefits or any other visible difference.
Gender issues	The needs or concerns that arise from gender discrimination, oppression, or

	statistical differences in the situation of women and men.
Gender mainstreaming	The process of identifying gender gaps and making women's, men's, girls' and boys' concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programs in all spheres so that they benefit equally.
Gender responsive budgeting¹	The process of conceiving, planning, approving, executing, monitoring, analysing and auditing budgets in a gender-sensitive way. Involves analysis of actual expenditure and revenue (usually of governments) on women and girls as compared to expenditures on men and boys.
Gender roles	the functional responsibilities that may be assigned by society to males and females and are influenced by cultural, political, religious or economic situation.
Gender sensitive	Acknowledging and taking into account the specific gender needs of both men and women at all levels of planning, implementation, monitoring and evaluation.
Sex¹	The biological differences between females and males.
Sex-disaggregated statistics	The collection and separation of data and statistical information by sex to enable comparative analysis.

¹ Definitions added from the AU Strategy for Gender Equality & Women's Empowerment

ANNEX 2: National policies in support of DRM, Climate Change and Gender

Country	DRM		Gender		Climate		Other
	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	
Djibouti	Ministère de l'Intérieur et de la Décentralisation	Politique nationale de gestion des risques et des catastrophes (2006)	Ministère de la Promotion de la Femme et du Planning Familial	Stratégie nationale d'intégration de la femme Djiboutienne dans le développement (2002)	Ministère de l'Habitat, de l'Urbanisme, de l'Environnement et de l'Aménagement du Territoire	Programme d'action national de lutte contre la désertification (2000)	Poverty Reduction Strategy Paper (2004)
				Politique nationale genre 2011-2021 (2011)	Ministère de l'Agriculture, de l'élevage et de la mer	Programme d'action national d'adaptation aux changements climatiques (2006)	
Eritrea	Ministry of Agriculture	National Action Programme for Eritrea to Combat Desertification and Mitigate the Effects of Drought (2002)	National Union of Eritrean Women	National Gender Policy and Action Plan (2004)	Ministry of Land, Water and Environment	National Adaptation Programme of Action (2007)	Eritrea's Poverty Reduction Strategy Paper (2004)
Ethiopia	Ministry of Agriculture and Rural Development	National Policy and Strategy on Disaster Risk Management (2013)	Ministry of Women's Affairs	National Action Plan for Gender Equality 2006-2010 (2006)	Ministry of Environment, Forests and Climate Change	National Adaptation Plan (2019)	Sustainable Development and Poverty Reduction Program (2005)
		DRM Strategic Program and Investment Framework for Government and Donor Interventions (2014)					
Kenya	National Drought Management	Common Programme Framework for	Ministry of Women's Affairs	Draft National Policy on	Ministry of Environment and	Kenya National Adaptation Plan	Investment Programme for the Economic

Country	DRM		Gender		Climate		Other
	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	
	Authority	Ending Drought Emergencies (2015)		Gender and Development (2008)	Natural Resources	2015-2030 (2016)	Recovery Strategy for Wealth and Employment Creation 2003-2007 (2004)
	Ministry of State for Special Programmes and Ministry of Provincial Administration and Internal Security	National Disaster Response Plan (2009)					Kenya Vision 2030 (2007)
		National Policy for Disaster Management in Kenya (2009)					
Somalia	Ministry of Humanitarian Affairs and Disaster Management	Draft Disaster Management Policy (2016)	Ministry of Human Development and Public Service	Draft National Gender Policy (2014)	Directorate of Environment and Climate Change, Office of the Prime Minister	National Climate Change Policy (2019)	National Development Plan 2017-2019
South Sudan	Ministry of Humanitarian Affairs and Disaster Management	Ministry of Humanitarian Affairs and Disaster Management Strategic Plan 2018-2020 (2018)	Ministry of Gender, Child and Social Welfare	National Women's Strategy (2016)	Ministry of Environment	Republic of South Sudan's National Adaptation Programme of Actions to Climate Change (2014)	South Sudan Vision 2040 (2011)
Sudan					Ministry of Environment, Natural Resources and Physical Development	National Adaptation Plan (2016)	Interim Poverty Reduction Strategy Paper (2012)
Uganda	Directorate of Relief, Disaster Preparedness and Refugees,	National Policy for Disaster Preparedness and Management (2010)	Ministry of Gender, Labour and Social Development	Uganda Gender Policy (2007)	Ministry of Water and Environment	Environment and Natural Resources Sub-Sector Gender Mainstreaming	Second National Development Plan 2015/16-2019/20

Country	DRM		Gender		Climate		Other
	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	Lead ministry	Policies, strategies and plans	
	Office of the Prime Minister					Strategy 2016-2021 (2016)	Uganda Vision 2040

ANNEX 3: Key stakeholder roles at various levels

The effective implementation of the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation requires an integrated approach that recognises the roles of the various stakeholder groups at continental, regional, national and sub-national/local levels. This section outlines the functions, roles and responsibilities of various stakeholders involved in implementation, including responsibilities for undertaking specific activities, as designated in the Action Plan matrix.

Regional level implementation and coordination

The primary actors at this level is IGAD, their organs and other specialized agencies and institutions, such as the Conflict Early Warning and Response Mechanism (CEWARN) and the IGAD Climate Prediction and Applications Centre (ICPAC) acting in collaboration with and through Member States. The primary accountability lies with the Disaster Risk Management Unit, in cooperation with the Gender Cell.

The major role and responsibilities of IGAD with respect to the Action Plan are:

- q) Facilitate and coordinate the implementation of the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation;
- r) Support and establish as appropriate, a Gender, CCA and DRM working group engaged in Gender, CCA and DRM, comprising the Gender, CCA and DRM focal points in Member States and the Secretariat;
- s) Convene Regional Platforms on Gender, CCA and DRM;
- t) Convene periodic high-level meetings on various aspects of Gender in DRM and CCA, utilizing the structure of its organs, institutions and programmes;
- u) Improve understanding of the baseline situation of gendered risk and help develop a gendered disaster risk profile for the IGAD region and Member States;
- v) Joint planning, programming and monitoring of the progress of the Action Plan with Member States and relevant stakeholders;
- w) Provision of policy and strategic guidance to Member States, including policy guidance for the promotion of gender-responsive DRM and CCA laws, policies and strategies and programmes
- x) Strengthen the capacity of Member States for coordination and implementation of the Action Plan, particularly through regional programmes for technical cooperation, capacity development; and, resource mobilization to support national and sub-regional efforts;
- y) Support to the development of regional mechanisms and capacities for gender-sensitive early warning systems and early action;
- z) Developing methodologies and standards for the collection, analysis, management and use of sex-disaggregated data in all stages of DRM and CCA (sex, age, disability, ethnicity),
- aa) Developing guidelines for gender analysis; gender-sensitive risk identification and assessment; and minimum requirements on gender equality in contingency planning, response and recovery;
- bb) Developing protocols and mechanisms for information and knowledge sharing, in collaboration with science, technology and academic institutions, women's organisations, and associated networks;
- cc) Support knowledge management and sharing of good practices on inclusive disaster governance and gender responsive DRM and CCA between Member States;
- dd) Undertaking and publishing regional and sub-regional baseline and risk assessments; coordinating and publishing reviews on progress and support needs, and assisting countries in the publication of national summaries;
- ee) Undertake and support Member States in monitoring the progress of the Action Plan through regional and global reporting in line with the Sendai Framework Monitor;
- ff) Support Member States to address challenges that impede its implementation at the national level.

National level implementation and coordination

The aim of the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 is to guide Member States in how to design and implement gender-responsive DRM and CCA. The primary actors are national government and statutory agencies, including sub-national/local government entities, in conjunction with civil society organisations, professional communities, the private sector, higher education, scientific and research organisations, and communication bodies and other stakeholders.

National governments will lead the process of implementing the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 at national level, with the full engagement of all State institutions of an executive and legislative nature, through advocacy and support for institutional capacity development for mainstreaming gender and enhancing gender equity in disaster risk reduction and sustainable development strategies. They will also ensure the establishment of enabling environments, including policies, strategies, legislation, programmes, institutions and other instruments that direct, guide, coordinate and regulate the integration of gender into DRM and CCA as well as the provision of financial and other resources for effective gender mainstreaming into DRM and CCA at the national and sub-national/local levels.

Specific national-level implementation roles and responsibilities include:

- a) Exercising primary responsibility for operationalising the Action Plan;
- b) Joint planning, programming and monitoring of the progress of the action plan with IGAD and relevant stakeholders;
- c) Establishing functional and multi-stakeholder national Gender and DRM platforms and focal points for Gender in DRM and CCA to coordinate national approaches to gender responsive risk-informed development;
- d) Establishing and strengthening institutions, national policies, strategies, legislation, programmes and coordination mechanisms, including platforms, and sub-national actions for gender-responsive DRM and CCA;
- e) Implementation of the Action Plan in line with national development frameworks;
- f) Promoting the integration of Gender with DRM, climate change adaptation and sustainable development frameworks.
- g) Develop the leadership and capacity of sub-national/local authorities, professional communities, pertinent national institutions and other stakeholders in supporting the implementation of the Action Plan, and to enable gender mainstreaming into all development sectors
- h) Development of baselines and report progress against national targets of implementation of the Action Plan using the Sendai Framework Monitor for regional and global progress monitoring;
- gg) Collaborating with relevant scientific, technical, academic groupings, and women's organisations to support the Implementation of the Action Plan at the national and sub-national level;
- hh) Support knowledge management and sharing of good practices on inclusive disaster governance and gender-responsive DRM and CCA between national, sub-national/local governments and civil society, research organisations, and wider communities of practice;
- ii) Publishing national baseline and gender risk assessments; coordinating and publishing reviews on progress and support needs, and in the publication of national summaries.

Sub-national/local level implementation and coordination

Local level implementation and coordination of the Action Plan emanate from and are conditioned by implementation actions at the national and other levels. The primary actors are subnational / local government agencies. However, many structures exist at the local and community level (such as traditional authorities, local governments, community-based organisations, women's groups, neighbourhoods associations, higher education institutions, cultural groups, mutual assistance cooperatives, non-governmental organisations, faith-based organisations and private sector entities) that will play various roles in implementing the Action Plan through participatory approaches that enhance their sensitization, empowerment and mobilization to contribute to gender-responsive DRM and CCA activities at the community level. The engagement and inclusion of people of all income groups, inclusive of sex, age, ethnicity, and disability, women, children and youth, along with vulnerable and marginalized groups, such as internally displaced people, nomad herders and

indigenous groups, in these processes is essential, to ensure that all community members/sectors have an opportunity to articulate their needs as well as a voice in decision-making that impacts their lives and livelihoods. To ensure gender and social inclusion is effectively integrated throughout risk mitigation, preparedness, relief/response and recovery requires partnership and collaboration with all actors of society, including academia, CSOs, women's organisations, private sector and international organisations.

Implementing the Action Plan at the sub-national/local level to equitably reduce current and future disaster risk for women, men, girls and boys must engage with these groups to:

- a) Ensure equal representation of women and men in disaster governance at sub-national institutions, structures, and programmes;
- b) Build women's leadership capacity through skills development, advocacy, and awareness raising to contribute to gender-equitable resilience and women's empowerment in the process of gender-responsive DRM and CCA;
- c) Prioritize inclusive community participation (sex, age, disability, ethnicity), and the equal involvement of women and men in planning, implementation and assessment of DRM activities, including gender-responsive risk analysis and vulnerability assessments;
- d) Sensitize local communities on gender and disaster risks, impacts and appropriate responses for inclusive gender responsive DRM, and environmental management for gender responsive CCA;
- e) Promote the inclusion of women in programmes and initiatives at the community level, including disaster management and early warning committees;
- f) Mobilize household and community resources and building household and community capacity to prepare for effective gender responsive DRM, to mitigate the impact of disasters, and to effectively adapt to climate change;
- g) Promote and leverage women's traditional and local knowledge, wisdom and practices to enhance and enrich DRM and CCA planning, implementation and assessment;
- h) Actively engage CSOs and women's organisations as well as local scientific, vocational, technical and higher education institutions in collaborative teaching and research efforts for gender responsive DRM and CCA as well as capacity building, especially in at-risk communities;
- i) Increase access to information, taking into account gender roles and gender differences and promoting gender-sensitive early warning systems and meteorological data to ensure women and men's equal access to information;
- j) Strengthen the capacity of sub-national/local governments in integration gender into disaster prevention, mitigation, preparedness, response, recovery and reconstruction.

Continental level implementation and coordination

The African Union

The African Union and its organs is the primary actor at the continental level. The African Union Commission (AUC) will provide leadership, guidance, and coordination to IGAD and Member States for the overall implementation of the Action Plan by all DRM and CCA actors and stakeholders. The AUC will focus on strategic guidance, facilitating and promoting the implementation of the Action Plan by Member States, through existing mechanisms, particularly IGAD, the Africa Working Group on Disaster Risk Reduction (AWGDRR), and the African Working Group on Climate Change and Gender (AWGCCG).

The key implementation role and responsibilities of the AUC are to:

- a) Facilitate and coordinate implementation of this Action Plan, in line with the Sendai Framework and the Africa Regional Strategy on Disaster Risk Reduction (ARSDRM);
- b) Convene Africa Regional Platforms in partnership with UNDRR, with specific attention to gender and disaster risk;
- c) Convene the meetings of the AWG and oversee the integration of gender and disaster risk in the operationalization of its outcomes;
- d) Support monitoring and evaluation of the implementation of the Action Plan, to include undertaking joint planning and programming of activities in the Action Plan with relevant

- stakeholders, particularly continental programmes for technical cooperation, capacity development, information sharing and resource mobilization;
- e) Support coordination and publishing of reviews on progress;
- f) Support, and develop as appropriate, continental and regional centres engaged in gender and DRM;
- g) Convene periodic high-level meetings on various aspects of gender and DRM utilizing the structure of its organs, institutions and programmes;
- h) Strengthen the capacity of IGAD for coordination and implementation of the Action Plan.

Africa Regional Platform for Disaster Risk Reduction - The Africa Regional Platform for Disaster Risk Reduction will support the implementation of the Action Plan by continuing to foster regional commitment, promote cooperation and coordination between African countries on gender mainstreaming in DRM, and share experiences between governments, sub-regional organisations and non-State stakeholders of gender responsive DRM efforts in Africa. The Africa Regional Platform will continue to convene regional platforms with Member States and regional partners, including dedicated sessions on gender-sensitive DRM and the role of women in a post-2015 Framework for DRM and adopted commitments on the importance of a leading role for women in DRM.

Africa Working Group on Disaster Risk Reduction - The AWG, a continental advisory group chaired by the AUC, and reporting to the Africa Regional Platform, facilitates the mainstreaming and integration of DRM in all phases of sustainable development in Africa. Therefore, the AWG will support the implementation, follow-up and review of the Action Plan through mainstreaming and integration of Gender in its activities and through the provision of technical and coordination support to the AU, RECs and Member States and Partners and guidance for the implementation of this Action Plan.

Multi-level stakeholder roles

The roles of these three categories of multi-level stakeholders are important for effective implementation of the Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30.

Legislators

Lawmakers, including parliamentarians, at continental, regional and national levels as political leaders, legislators and overseers of government action, have key roles in implementation of the Action Plan, including:

- a) Securing the highest level of political support for the Action Plan, and creating an enabling legal environment for its implementation at all levels, including strengthening the gender sensitive legislative framework and conducting regular reviews and updates of legislation and policy frameworks that give rise to the root causes of inequalities, to among others, ensure that implementation of legislation is supported by adequate resource allocations;
- b) Supporting improved and appropriate institutional frameworks that are inclusive, including minimum requirements on gender equality;
- c) Promoting local and community capacity-building, including for women and youth;
- d) Establishing rigorous monitoring, reporting, evaluation, and accountability mechanisms with sufficient budget and personnel allocation to enhance accountability and promote equity;
- i) Enhancing parliamentary cooperation for gender responsive disaster risk reduction;
- j) Acting as champions for Gender and DRM in general and the Action Plan in particular.

Stakeholder Groups

An inclusive approach of multi-stakeholder participation and involvement is necessary and important for the effective implementation of the Action Plan, Major stakeholder groups with roles in implementing the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 include civil society organisations, non-governmental organisations, women's organisations, the International Federation of the Red Cross and Red Crescent Societies (IFRC), academic, scientific, research and technological institutions and networks. Other groups include international and regional organisations, community leaders, indigenous groups, civil society networks, faith-based organisations, persons with disabilities, children and youth, women's groups, private sector and professional associations and the media, including

social media networks and practitioners. Stakeholder groups are encouraged to enhance and strengthen their active and joint collaboration with governments and inter-governmental institutions, within the context of participatory and inclusive processes they jointly develop, for implementation of the Action Plan by undertaking the following roles and responsibilities:

- a) Providing knowledge, guidance and resources for development and implementation of gender responsive DRM frameworks, standards and plans;
- b) Participating in the implementation of gender responsive DRM strategies and plans at all levels in accordance with relevant frameworks, policies, laws and regulations;
- c) Helping to develop and support public awareness and culture of prevention and education on gender and disaster risk;
- d) Advocating for all-of-society approach to gender responsive DRM within Member States (including with sectors concerned with resilience-building, including agriculture, health and social protection) that strengthens synergies across groups and programming;
- e) Enhancing their engagement with the Action Plan through their voluntary commitments to the Action Plan.

The Action Plan recognises the media as an integral part of equitable and inclusive disaster risk reduction processes and should assume responsibility for fair, accurate, timely, comprehensive and widespread reporting and education on gender-sensitive vulnerabilities and capacities in disasters and gender-specific needs and concerns in disaster risk reduction and management. It also acknowledges the key role played by academic, scientific and technical institutions, particularly that of the Horn of Africa's higher education institutions. Their engagement is crucial for systemically improving skill sets, research and knowledge for gender responsive DRM, across all scales. This applies to both the institutional level as well as from the partnership and network perspective.

International, regional and sub-regional organisations

International, regional and sub-regional organisations will assume roles and responsibilities in line with the Action Plan. Development partners, including the UN System and international and regional financial institutions, are requested to assist in implementing the Action Plan by enhancing coordination of their strategies and by working together and with inter-governmental organisations, countries and partners, including stakeholder groups, to provide guidance, assistance and resources for gender-responsive disaster risk reduction. The specific roles of international organisations are to:

- a) Engage in the implementation of the Action Plan by encouraging integration of gender-responsive DRM into sustainable development and humanitarian areas/fields and including objectives and activities of the Action Plan in all their programmes of cooperation and support, and by developing and undertaking actions in this regard;
- b) Strengthen the capacity of IGAD, and other specialized agencies and institutions, such as the Conflict Early Warning and Response Mechanism (CEWARN) and the IGAD Climate Prediction and Applications Centre (ICPAC) to assist Member States affected by disasters in mainstreaming gender throughout support risk mitigation, preparedness, early warning, relief/response and recovery and to assess progress on achieving equitable DRM;
- c) Identify actions to assist IGAD and Member States to implement the Action Plan in line with the Sendai Framework, ensure their integration and adequate resourcing, and assist countries establish gender responsive DRM strategies and programmes, enabled through the integration of gender in design, budgeting, implementation and monitoring of evaluation;
- d) Integrate their supporting actions into relevant development assistance frameworks and coordination mechanisms;
- e) Support IGAD and its Member States with coordinated international relief assistance to equitably reduce current and future disaster risk for women, men, girls and boys in the IGAD region;
- f) Support international mechanisms that institutionalize the integration of gender into preparedness, response, relief, recovery and rehabilitation
- g) Report periodically on the impacts of their supporting actions within the context of their own reporting mechanisms, including through analyses of sex and age-disaggregated data.

United Nations Office for Disaster Risk Reduction

Within the United Nations System, the UN Office for Disaster Risk Reduction (UNDRR) is mandated to facilitate the implementation and monitoring of the Sendai Framework, with a particular focus on mainstreaming gender aspects in planning and implementing DRM policies, advocacy campaigns and

awareness raising products. Therefore, the UNDRM will support the implementation, follow-up and review of the Action Plan and continue providing its institutional support for regional coordination and monitoring of disaster risk reduction implementation in partnership with IGAD. In particular, the UNDRR will:

- a) Support the implementation, follow-up and review of the Action Plan by:
 - a) preparing the biennial Africa Status Report on DRM, with a focus on identifying progress in engendering DRM and gaps in mainstreaming gender into DRM design, planning, resourcing and implementation, as well as other periodic reviews on progress for the Africa Regional Platform for Disaster Risk Reduction;
 - b) As appropriate, in a timely manner, along with the follow-up process at IGAD, support the development of coherent regional and national follow-up and indicators; and,
- b) Participate actively in the work of the Africa Working Group on Disaster Risk Reduction in its role as its Secretariat and coordinate with the African Working Group on Gender and Climate Change for gender mainstreaming;
- c) Generate evidence-based and practical guidance for implementation in close collaboration with Member States and through the mobilization of experts;
- d) Reinforce a culture of gender sensitivity and inclusion, among relevant stakeholders through supporting the development of standards by experts and technical organisations, advocacy initiatives and dissemination of guidelines, and protocols for gender responsive disaster risk information, policies and practices, as well as by providing education and training on gender-responsive disaster risk reduction through affiliated organisations;
- e) Support IGAD and Member States, including through national and regional platforms or their equivalent, in their development of national plans and monitoring trends and patterns in gender responsive DRM;
- f) Support IGAD and regional and national organisations in convening the IGAD Regional Platform for Drought Resilience and Sustainability and supporting the organisation of national platforms for Gender and Disaster Risk Reduction.
- g) Highlight progress on Gender and DRM in the Horn of Africa at global and regional levels, including through mechanisms like Global Platforms and Global Assessment Reports and Regional Platforms and the Africa Regional Assessment Report on DRR.

UN Women

UN Women is the United Nations entity dedicated to gender equality and the empowerment of women, mandated to support UN Member States in meeting global standards for achieving gender equality, working with governments and civil society to design laws, policies, programmes and services needed to ensure that the standards are effectively implemented and truly benefit women and girls worldwide. Therefore, UN Women will support the implementation, follow-up and review of the Action Plan and continue to provide institutional support for regional coordination and monitoring of the integration of gender into disaster risk reduction implementation in partnership with IGAD and Member States. In particular, UN Women will:

- a) Generate evidence-based and practical guidance for implementation in close collaboration with Member States and through the mobilization of experts;
- b) Reinforce a culture of gender sensitivity and inclusion, among relevant stakeholders through supporting the development of standards by experts and technical organisations, advocacy initiatives and dissemination of guidelines, and protocols for gender responsive disaster risk information, policies and practices, as well as by providing education and training on gender-responsive disaster risk reduction through affiliated organisations;
- h) Support IGAD and Member States, including through national and regional platforms or their equivalent, in their formulation of regional and national policies, standards and norms for gender responsive DRM;
- i) Support IGAD and Member States implement these standards through the provision of responsive technical and financial support to those countries that request it, and to forge effective partnerships with civil society.
- j) Provide technical support in gender to participate in the IGAD Regional Platform for Drought Resilience and Sustainability and national platforms for Gender and Disaster Risk Reduction.

Cooperation and partnerships

Effective implementation of the IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 requires cooperation and partnerships with a wide range of partners including the media, civil society organisations, academic research organisations, and the private sector. The Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation 2020-30 offers opportunities for development of joint programming actions through multi-stakeholder collaboration and partnerships that can synergize resources and actions with other development actors to enhance gender responsive DRM in the Horn of Africa. The requisite areas of partnership for implementing the Action Plan include:

- a) Capacity development, education and training;
- b) Science, research, innovation and technology application in gender-responsive DRM;
- c) Advocacy, awareness raising, and sensitization for gender-responsive DRM governance internationally and within Member States;
- d) Collection, analysis, management and use of sex-disaggregated data in all stages of DRM (sex, age, disability, ethnicity);
- e) Involvement of women in decision-making/governance and representation structures
- f) Knowledge management, information exchange and sharing best practices for gender responsive DRM,
- g) Gender-Responsive budgeting, auditing, and resource allocation
- h) Other thematic elements highlighted in the African Union Plan of Action, namely:
 - i. Gender and Urban DRM,
 - ii. Integration of gender and DRM into climate risk management,
 - iii. Support for gender-equitable resilience,
 - iv. comprehensive school safety,
 - v. environmental management, and
 - vi. private sector.

ANNEX 4: Stakeholders consulted

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