



Development of a SADC Gender-responsive Disaster Risk Reduction Strategic Plan and Plan of Action 2018-2030

SADC Gender Analysis and Stakeholder Consultation Report Deliverable 3

Submitted to: World Bank
Submitted by: Cowater International
October 11, 2019



An initiative of the African, Caribbean and Pacific Group of States funded by the European Union



GFDRR
Global Facility for Disaster Reduction and Recovery



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ACRONYMS

ACP	African, Caribbean and Pacific Group of States
AU	African Union
CCA	Climate Change Adaptation
DIMSUR	Disaster Mitigation and Sustainable Recovery Centre
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EU	European Union
FANR	Food, Agriculture and Natural Resources
FAO	Food and Agriculture Organization of the United Nations
GBV	Gender-Based Violence
GFDRR	Global Facility for Disaster Reduction and Recovery
GRDRR SAP	Gender-Responsive Disaster Risk Reduction Strategic Plan and Plan of Action
GSAP	Gender Strategy and Action Plan
IGAD	Intergovernmental Authority on Development
INGOs	International Non-Government Organizations
IPCC	Intergovernmental Panel on Climate Change
NAPA	National Adaptation Plan of Action
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PERIPERI-U	Partners Enhancing Resilience for People Exposed to Risks
R2	Result Area 2
REC	Regional Economic Community
RIACSO	Regional Inter Agency Coordination Support Office
RISDP	Regional Indicative Strategic Development Plan
RVAA	Regional Vulnerability Assessment and Analysis
SADC	Southern African Development Community
SAP	Strategy and Action Plan
SARCOF	Southern African Regional Climate Outlook Forum
SFDRR	Sendai Framework for Disaster Risk Reduction
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
WASH	Water, Sanitation and Hygiene

1. INTRODUCTION

The incidence of extreme weather events and disasters in Africa has increased significantly over the last four decades. Natural hazards, exacerbated by climate change, are a major threat to socio-economic development, limiting gains made through poverty reduction and development. 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, men, girls and boys, based on their levels of exposure, sensitivity, and ability to cope, adapt, and respond to impacts. Women and girls are among the most vulnerable to disasters, reflecting socially constructed gender roles and norms that lead to the gendered division of labour, lower levels of literacy and education, reduced mobility, and ultimately higher levels of poverty and vulnerability.

Within the Building Resilience to Natural Hazards in Sub-Saharan African Regions, Countries, and Communities Program, the World Bank and Global Facility for Disaster Reduction and Recovery (GFDRR) aims to accelerate the effective implementation of an African comprehensive disaster risk reduction (DRR) and disaster risk management (DRM) framework at the regional level. This is done through strengthening the capacity of the Regional Economic Communities (RECs) of the Southern African Development Community (SADC), the Economic Community of Central African States (ECCAS), the Economic Community of West African States (ECOWAS), and the Intergovernmental Authority on Development (IGAD).

Cowater International has been contracted to work with SADC, ECCAS, ECOWAS, and IGAD to develop Gender Strategies and Action Plans (GSAP) for disaster risk reduction in each of the four RECs as an essential aspect of building resilience to natural hazards that is inclusive to all segments of society, given the different vulnerabilities of women and men. To achieve this, Cowater is applying a collaborative approach that works in alignment with REC and African Union (AU) strategies, policies, protocols, and plans; supports REC leadership in gender mainstreaming; and enables inclusive consultation with a range of stakeholders from government, private sector, academic organizations and civil society, including proactive consultation with typically marginalised members of society at grassroots level.

This report for SADC summarizes the findings of the gender analysis of the SADC Secretariat and member states. It builds on the desk review "Gender Mainstreaming in Disaster Risk Management focusing on the African Union and Regional Economic Communities: ECCAS, ECOWAS, IGAD & SADC" by the World Bank Gender DRM team and uses evidence gleaned from desk-based research, face-to-face meetings and remote consultations with the SADC Secretariat, DRR and Gender Focal Points from member states, as well as other government, private sector, and non-governmental stakeholders (see Annex A, B, C, and D). It is also informed by informal discussions held at a number of events, including the meeting of SADC DRR Focal Points from 26-28th June 2019; an International Winter School on Gender and Resilience from 1-5th July 2019; and Post Disaster Needs Assessment training for SADC from 23-27th September and field visits in Mozambique and South Africa. The analysis included here will be used to distil the Gender Strategy and Action Plan to ensure actions that are realistically ambitious given the current context (Deliverable 4).

2. BACKGROUND

The Building Resilience to Natural Hazards in Sub-Saharan African Regions, Countries, and Communities Programme is an initiative of the African, Caribbean and Pacific Group of States (ACP) and funded by the European Union (EU), with the aim of building capacity across the complete disaster risk management cycle.

Result Area 2 (R2), managed by the World Bank and Global Facility for Disaster Reduction and Recovery (GFDRR), aims to accelerate the effective implementation of an African comprehensive disaster risk reduction (DRR) and disaster risk management (DRM) framework at the regional level. This is done through strengthening the capacity of the Regional Economic Communities (RECs) of SADC, ECCAS, ECOWAS, and IGAD.

Under R2, SADC, ECCAS, ECOWAS and have decided to prioritize gender mainstreaming in DRR and DRM as an essential aspect of building resilience to natural hazards that is inclusive to all segments of society, given the different vulnerabilities of women and men. Cowater International is working collaboratively with SADC, ECCAS, and ECOWAS to develop Gender Strategies and Action Plans (GSAP) for disaster risk reduction in each of the three RECs. To achieve this, Cowater is applying a collaborative approach that works in alignment with REC and African Union (AU) strategies, policies, protocols, and plans; supports REC leadership in gender mainstreaming; and enables inclusive consultation with a range of stakeholders from government, private sector, civil society and academic organizations.

The aim of the assignment is to produce a 'realistically ambitious' GSAP that is owned by each REC; tailored to their specific priorities and contexts; and fosters capacity for them to implement the plan across their respective regions. To achieve this, Cowater's team of gender, climate change, and disaster risk reduction specialists are carrying out a review of REC policies, strategies, plans and programmes to understand (i) how RECs can better mainstream gender in DRM work; (ii) conduct an analysis of REC capacity, governance structures and procedures; and (iii) analyze opportunities and challenges to mainstream gender in DRM. This exercise will constitute the gender analysis for each REC.

To complement the gender analysis, Cowater is undertaking consultations with regional and national stakeholders representative of government, non-government, private sector, civil society, academia/research institutions, and the community level. Consultations with stakeholders have been informed by a stakeholder mapping exercise carried out jointly with SADC in Gaborone, Botswana from 12 – 14 June 2019. The objective of the stakeholder consultations is to ensure that the development of the GSAP is inclusive of the diverse perspectives, needs, and priorities of various stakeholder groups in the Southern African region, informed by regional nuances related to gender and DRM issues, with particular attention to the needs and priorities of women and marginalized communities.

This report builds on the Progress Report submitted on July 3, 2019 in outlining the findings from the gender analysis conducted through a desktop review of relevant policies and strategies together with stakeholder consultations held to date with the SADC Secretariat, DRR and Gender Focal Points from member states, as well as government, private sector, and non-governmental stakeholders supporting DRM and gender activities in the southern African region.

3. METHODS

The aim of the assignment is to produce a 'realistically ambitious' GSAP that is owned by each REC; tailored to their specific priorities and contexts; and fosters capacity for them to implement the plan across their respective regions. To achieve this, Cowater has undertaken a desk review of REC policies, strategies, plans and programmes to understand (i) how RECs can better mainstream gender in DRM work; (ii) conduct an analysis of REC capacity, governance structures and procedures; and (iii) analyze opportunities and challenges to mainstream gender in DRM.

The desk review comprised of the review of international and other commitments to gender and DRR from RECs outside; good practice in policy, including the review of national DRR/climate change/gender/resilience policies/strategies/plans; as well as good practice examples and case studies based on a systematic review approach. The methods for the desk review included the review of literature on gender and DRM using google scholar; national country academic and research institutions; international academic and research institutions (e.g. for the UK and US, these institutions have URLs with the suffixes '.ac.uk' and '.edu' respectively), as well as other country academic / research institutions; Prevention Web; national and state level government agencies within the country; international development agencies, i.e. UNDP, UNEP, World Bank, WHO, FAO, WMO, other relevant UN agencies; international academic sources, e.g. the UNGEO series, Intergovernmental Panel on Climate Change (IPCC); national and international NGOs working on adaptation, DRR, vulnerability reduction, creating resilience; annual reports from companies working in the sectors of interest; Sendai Framework reports; Post-Disaster Needs Assessments; and National Adaptation Plan of Action (NAPAs), National Adaptation Plans (NAPs), Nationally Determined Contributions (NDCs), National Communications to the UNFCCC.

To complement the gender analysis, Cowater is undertaking consultations with regional and national stakeholders' representative of government, non-government/UN agencies, media, private sector, civil society, academia/research institutions, civil society and the community level. Consultations with stakeholders have been informed by a stakeholder mapping exercise carried out jointly with SADC in Gaborone, Botswana from 12 – 14 June 2019. The results of this exercise is documented in the "SADC Gender Strategy and Action Plan Progress Report". The objective of the stakeholder consultations is to ensure that the development of the GSAP is inclusive of the diverse perspectives, needs, and priorities of various stakeholder groups in the Southern African region, informed by regional nuances related to gender and DRM issues, with particular attention to the needs and priorities of women and marginalized communities.

Accordingly, Cowater was requested by SADC to consult with stakeholders from government, namely DRM and Gender Focal Points from SADC member states. For other stakeholders the team was invited to develop a list of stakeholders based on the stakeholder mapping exercise, including stakeholders from civil society, non-government, private and academic sectors. Recognising the limitations of budget, it was agreed that the Cowater team would draw upon their own networks to undertake consultations at community level in order to ensure representation of normally marginalised groups. These consultations took place in Mozambique and South Africa, and are informed by discussions with NGOs across other countries.

The team has adopted a sequential approach, first undertaking consultations with the SADC Secretariat, then extending consultations to DRR and Gender Focal Points, followed by wider consultations with stakeholders from non-government and donors/international organisations, academia, and the private sector. The team has also carried out consultations at the community level, including NGOs, and women/women's groups.

A summary of stakeholder consultation events and activities carried out by the team to date is provided:

- **Kick off Consultation:** Cowater attended the kick off consultation in Geneva, Switzerland (May 12) with DRM Units of ECOWAS, SADC, ECCAS, and IGAD. The overall methodology for the assignment and approach was presented.
- **SADC Gender and DRM Workshop** held in Gaborone, Botswana (June 12-14 2019), including undertaking initial consultations, and carrying out a gender assessment and stakeholder mapping exercise with the SADC Secretariat and World Bank. Attendees from SADC include representatives from the DRR Unit, the Social and Human Development Directorate, the Gender Unit, Finance, and the Climate Services Centre.
- Informal consultations with DRR focal points at the **SADC DRR Meeting** in Windhoek, Namibia (June 26-28), including informal consultations with SADC representatives (DRR Unit, RVAA

programme, FANR directorate), NGOs (Oxfam, JAM International), UN agencies (UNHCR-Geneva, IOM), AU (briefly) and invited presenters (Oxfam, Northwest University, IUCN).

- Informal consultations with NGOs, academia, and government representatives at the **International Winter School** in Cape Town, South Africa on “Gender equality and resilience to disasters and climate risk: Future research and action agenda(s)” (July 1-5 2019).
- **Mission to SADC Secretariat** in Gaborone, Botswana (16-18 September 2019) to provide update to SADC Gender and DRR Unit on preliminary findings from the gender analysis and stakeholder consultations and carry out additional consultations with additional representatives of the Secretariat and other organisations involved in the implementation of SADC DRR through consultancies (UN Habitat).
- Formal consultations with DRR and Ministry of Finance representatives from SADC member states at the **SADC Post Disaster Needs Assessment (PDNA) Training** held in Pretoria, South Africa (Sept 23-24 2019) organized by the SADC DRR Unit in coordination with the World Bank and UNDP.
- Consultations held in-person and remotely with government (DRR focal points, Gender focal points), NGOs (Oxfam, CARE in Malawi and Zimbabwe, Gender Links in South Africa and Mozambique), and academia (Universities of Namibia, Kwazulu Natal and Dar es Salaam).
- In-country consultations with NGOs and women/women’s groups at the community level (Mozambique, South Africa).

The structure of these consultations has included focus groups, workshops, and informal and formal interviews using semi-structured interview questions (Annex E).

To date, Cowater has carried out consultations with a wide range of stakeholders including DRM and Gender Focal Points, and representatives from NGOs, academia and community groups. On the DRM side, each member state has a named DRM representative. To date, consultations have been carried out with 12/15 DRR Focal Points, with the exception of Comoros, Seychelles and Mauritius. Please refer to Annex A for the complete list of DRR focal points for SADC member states. On the gender side, there are Gender Focal Points in each country – the Parliamentary Secretaries and Directors. Please refer to Annex B for the complete list of Gender Focal Points. Given that the list of Gender Focal Points for SADC member states was only received from SADC on September 12th, progress against consultations is ongoing, whereby 2/15 gender focal points have been consulted.

In addition to holding consultations with government, Cowater has consulted with a wide range of NGOs and donors active in supporting DRR and women’ empowerment activities in SADC member states, including UN Women in Angola, UNDP Malawi, Oxfam, CARE in Malawi and Zimbabwe, Gender Links in South Africa and Mozambique, Women for Climate Justice and Women Gender and Development in Mozambique. The findings of these consultations have offered many insights into the barriers and opportunities for mainstreaming gender into DRR. Stakeholders from research and academic institutions have also been consulted, including the Universities of Namibia, Kwazulu Natal and the Institute of Resource Assessment/ Centre for Climate Change Studies at the University of Dar es Salaam.

4. CONTEXT

The Southern African Development Community consists of 16 member states in southern Africa, including Angola, Botswana, Comoros, the Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe.

Reflecting a global trend, the incidence of extreme weather events and disasters in southern Africa has increased significantly since the mid-1990s.¹ 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 southern Africa are hydro-meteorological with droughts affecting the largest number of people and floods occurring most frequently along major river systems and in high density urban areas.

Cyclones mainly affect Madagascar, Mozambique, and some of the Small Island Developing States (SIDS) in the Indian Ocean, such as the Seychelles and Comoros. Sea level rise, coastal erosion, and storm surges are an increasing risk to low-lying coastal areas. As made clear by the 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.² Increased risk of extreme events is recognised globally, for example through the

Southern Africa's disaster profile is closely linked to the vulnerability of its population and economy. High levels of poverty and dependence on rain-fed subsistence agriculture coupled with generally low capacities to plan for, cope with and respond to disasters are underlying factors shaping vulnerability. Roughly 57 percent of Southern Africa's population relies on agriculture, which is predominantly rain-fed and highly sensitive to fluctuations in rainfall and temperature.³ Changes in seasonal rainfall and temperature as well as extreme weather events such as droughts and floods can result in widespread impacts on water availability, resulting in famine, and loss of livelihoods, with the most devastating impacts felt by the poorest and most vulnerable, particularly women.

Disasters can be a tremendous setback for economic growth, stability, and human development. In Malawi, for example, the national Vulnerability Assessment Committee recorded 2.8 million people affected by floods in 2015 and 6.5 million people affected by drought in 2016.⁴ According to the Post-Disaster Needs Assessment, the estimated costs of flood damage were US\$ 335 million whilst the recovery plan was estimated at US\$ 494 million, resulting in a reduction of 0.6% in annual GDP growth.⁵

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. Densely populated urban areas are particularly vulnerable to the economic impact of disasters, most of which are close to river deltas or coasts that are highly exposed to hazards and climatic disturbances such as flooding, storm surges, coastal erosion and sea-level rise. Examples include the Zambezi and Limpopo river basins. Moreover, a large proportion of urban residents live in informal settlements often located in areas exposed to hazards, such as floodplains or unstable ground, presenting numerous challenges for urban governments.

Urban in-migration compounds these disaster risks as cities struggle to provide basic water supply, sanitation, drainage, and wastewater facilities to existing and growing urban populations. Critical infrastructure such as roads, telecommunication lines, water supply, and dams are often outdated, lag 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.

¹ CRED, 2007

² IPCC, 2007

³ FAO, 2009

⁴ Malawi Government, 2015. *Malawi Vulnerability Assessment Report*. Malawi Vulnerability Assessment Committee

⁵ Malawi Government, 2015. *Malawi 2015 Floods Post Disaster Needs Assessment Report*, 111p. Available from: <http://reliefweb.int/sites/reliefweb.int/files/resources/Malawi-2015-Floods-Post-Disaster-Needs-Assessment-Report.pdf>

4.1 Gender and Disaster Risk

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 to disasters, reflecting socially constructed gender roles and norms that lead to the gendered division of labour, lower levels of literacy and education, reduced mobility, and ultimately higher levels of poverty and vulnerability.⁶

Moreover, women and girls often face the brunt of the impacts of climate change. Frequent and more intense climate-related extreme weather events, such as droughts and floods, and associated impacts related to economic losses, increased food and nutrition insecurity, and loss of livelihoods, have a disproportionate impact on women and girls. This is due to socially-constructed gender roles that dictate that girls and women are disproportionately dependent on small-scale natural resource-based livelihoods whose availability is contingent on climate conditions. These impacts can in turn exacerbate disparities between women and men in terms of poverty, labour, and access to resources, while reinforcing gender inequalities in terms of social capital, endowments, economic opportunities and governance.

The endowments, economic opportunities, voice and agency available to women and girls interact to shape the gendered distribution of disaster and climate risk.⁷ 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, elderly or sick, and the fact that they do not necessarily learn how to swim).⁸ 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 poverty and vulnerability.⁹ 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.¹⁰

Further, the ability 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. 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.

4.2 Regional Disaster Risk Profile

The majority of hazards in southern Africa are hydro-meteorological, with the most frequent hazards stemming from recurrent droughts and floods. Other major hydro-meteorological hazards identified in SADC include landslides; tropical cyclones; storms; wildfires; and epidemics such as malaria, cholera and other diarrhoeal diseases, in which outbreaks often correspond with flooding following periods of intense rainfall.¹¹ Climate events account for the largest percentage (67%) of natural disaster deaths.¹²

⁶ Gender Equality and UNDP. (April 2009). United Nations Development Programme.

⁷ WB Gender and DRRF

⁸ Women and children are 14 times more likely to die during a disaster (Peterson, 2007)

⁹ GIWPS. (2015). Women and Climate Change: Impact and Agency in Human Rights, Security, and Economic Development.

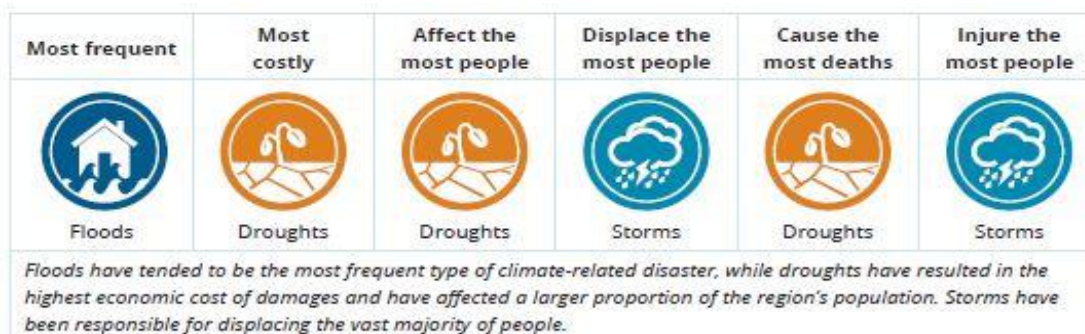
¹⁰ Neumayer, E., & Plumper, T. (2007). "The gendered nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981- 2002. *Annals of the Assoc. of American Geographers* / 8.

¹¹ SADC Disaster Preparedness and Response Strategy and Fund 2016- 2030

¹² Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

In the past four decades (1980-2015), SADC experienced 491 recorded climate-disasters¹³ (meteorological, hydrological, and climatological) that resulted in 110 978 deaths, left 2.47 million people homeless and affected an estimated 140 million people.¹⁴

Figure 1 Summary of impacts of climate-related events on southern African between 1980 and 2015 (Source: EM-DAT CRED, 2016)



According to the INFORM Global Risk Index, the SADC region is highly vulnerable to humanitarian crises and disasters. The INFORM index identifies countries at risk from humanitarian crises and disasters that could overwhelm national response capacity, comprising of three dimensions – hazards and exposure, vulnerability and lack of coping capacity. Accordingly, SADC member states are categorized across low, medium, high, and very high-risk categories, with the Democratic Republic of Congo (DRC), Mozambique, and Tanzania ranked as the most vulnerable to humanitarian crises and disasters (Table 1).¹⁵

Table 1 Risk Index of SADC Member Countries (Source: INFORM Global Risk Index)

Country	INFORM Global Risk Index (2019)	Risk Category	Country	INFORM Global Risk Index (2019)	Risk Category
Angola	4.9	Medium	Mozambique	6.0	Very High
Botswana	2.9	Low	Namibia	3.9	Medium
Comoros	3.7	Medium	Seychelles	2.1	Low
DRC	7.6	Very High	South Africa	4.7	Medium
Lesotho	4.6	Medium	Swaziland	3.3	Low
Madagascar	5.1	High	Tanzania	5.6	High
Malawi	4.6	Medium	Zambia	4.1	Medium
Mauritius	2.1	Low	Zimbabwe	5.2	High

¹³ Climatological refers to droughts and wildfires, hydrological to floods and landslides, and meteorological to extreme temperatures and storms.

¹⁴ (EM-DAT CRED, 2016).

¹⁵ INFORM Report (2019). Shared evidence for managing crises and disasters Global Risk Index.

Drought

Of the recorded disasters, drought is the hazard in the SADC region that affects the greatest number of people, and is prevalent to varying degrees throughout all member countries.¹⁶ Drought commonly appears as a slow-onset event emerging as a result of below-average rainfall or as a result of protracted dry spells. Although drought affects virtually all countries in the region, areas that are particularly susceptible are semi-arid areas that are highly vulnerable to climate variability and projected increases in temperature and extreme climatic events. As Figure 2 indicates, the western part of southern Africa, including South Africa, Namibia, Angola, and Botswana have historically been particularly exposed to droughts and extreme dry spells.

The impacts of drought have far reaching implications on food security, water availability, and people's livelihoods, particularly for those dependent on water, such as agriculture and livestock. Increasing temperatures and prolonged drought results in shortened growing seasons for crops and reduces the availability of pasture and crop residues that are important sources of animal feed during the dry season. As a result, droughts often result in decreased agricultural productivity owing to lower crop yields and loss of livestock and ultimately an increase in national and household food insecurity and rise in food prices.¹⁷ Droughts are often exacerbated by land degradation, poor water conservation practices as well as political instability and poor economic growth.

The dependence of most southern African economies on agriculture, accounting for upwards of 30% GDP and around 70% of employment in most member states, makes whole countries highly susceptible to agricultural droughts. In Malawi, for example, the agriculture sector accounts for one third of GDP, and provides employment for over 80% of the population living in rural areas.¹⁸ In Tanzania, the dependence on agriculture is even higher, whereby agriculture and livestock accounts for 56% of GDP, providing employment to over 80% of the population.¹⁹ The impacts of prolonged periods of drought are particularly felt by the rural poor who are dependent on small-scale rain-fed subsistence agriculture, lacking the resources and capacity to prepare for drought and cope with its impacts on food production.

Southern Africa is dominated by family farming, which relies mainly on family labour. According to the United Nations Food and Agricultural Organization (FAO) (2011), African small-scale farmers are predominantly women. The World Bank (2012) indicates that rural women in South Africa and in most other African countries, spend up to 60% of their time on agricultural work.²⁰ While the agricultural labour force is comprised mostly of women, rules governing property and the transfer of land are less favourable to women. Women own significantly less land than men, averaging 15% in sub-Saharan Africa, ranging from less than 8.8% in DRC, and just over 30% in Botswana and Malawi.²¹ As a result, when a man dies, women and family are often left without land, leaving them highly vulnerable to falling into poverty when disaster strikes.

As a study in Mozambique has demonstrated, women carry the additional burden of labour resulting from increased periods of drought. For example, in Chibuto and Chicualacuala Districts as a result of increased drought, women and men have needed to spend more time working their land to get the same or lower agriculture yields.²² Successive droughts has led to the increased migration of men to South Africa and other places in search for jobs. Consequently, women's role in productive work has increased considerably, in turn increasing the burden of labour on women for reproductive and productive work.

The increased incidence of drought and its implications for food production and livelihoods compounds existing issues of food insecurity in many SADC countries. For example, in Swaziland, food insecurity has remained one of the major concerns in the country over the past two decades, which has been compounded by longer dry spells associated with a strong El Niño. The occurrence of the El Niño

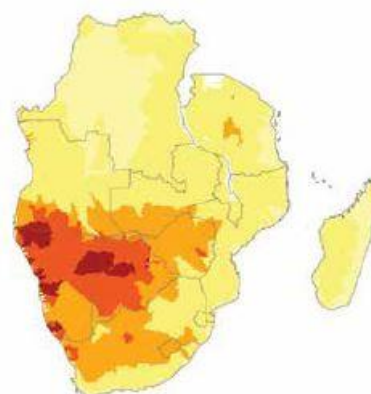
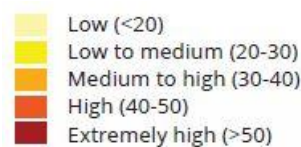


Figure 2 Drought Severity

Drought severity estimates the average of the length times the dryness of droughts from 1901 to 2008). Drought is defined as a continuous period where soil moisture remains below the 20th percentile, length is measured in months, and dryness is the number of percentage points below the 20th percentile.

Source: Sheffiels and Wood 2007

¹⁶ Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

¹⁷ Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

¹⁸ CIA (2019)

¹⁹ African Statistical Yearbook (2019).

²⁰ NEPAD (2013). Agriculture in Africa: Transformation and Outlook

²¹ FAO (2015). Gender and Land Statistics: Recent Developments in FAO's Gender and Land Rights Database.

²² Ribeiro, N. Chauque, A. (2010) Gender and Climate Change: Mozambique Case Study.

phenomenon and associated poor rainfall has negatively affected the successful planting of summer crops, upsetting the livelihoods of over 70% of the population who depend on agriculture for sustenance.²³

The impacts of drought on agriculture similarly heightens water stress and challenges on the use of water for irrigation in already water scarce environments. Socially, the impacts of climate change on water resources are felt by the whole of society regardless of gender. However, where water sources are depleted or quality compromised, women and children bear the brunt of impacts due to socially constructed gender roles, which place the burden of responsibility for the collection of water on women and girls. 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 reproductive time and labour.

Case Study: The Gendered Impacts of Drought for Migration in Mozambique

In the community of Damo, located in Moamba district, Maputo Province in southern Mozambique, the majority of the rural population is female, predominantly comprised of young girls and adolescents under the age of 18 years old. Most of the households in the community are headed by women. Most of the girls are already mothers of one to three kids. Child marriage is a normal practice in the community, particularly common in the hunger season, as parents sell their daughter, usually to an older man, in exchange for food or goods.

At the time of the field visit, the community and surrounding rural areas were suffering from a period of drought, exacerbating existing challenges of severe poverty faced by most households. The female headed households are suffering the most from the drought as most of the women do not perform alternative activities and therefore do not have adequate food provision. The livelihoods profile of the community comprises of domestic work and subsistence agriculture. Respondents indicated that they used to sell agriculture products in years that they were producing a lot, as a way of creating income generation. Due to drought, most households are struggling and as a result of diminishing income, are hardly producing enough food to eat themselves.

It was noted that many houses were locked and empty. In most cases, households have migrated to the city or nearest urban area. A follow up interview was scheduled with a woman who had recently moved from the community to a nearby urban area:

- The woman was previously living in the rural area where she was the head of her household of five children. Her husband left the family in search for a better income, promising to come back after sometime, but he never returned home. After six years, she decided to leave to the nearby city. Before leaving, she tried to sell firewood and produce charcoal to sell, but she was not able to make sufficient income as she did not have clients. She was living in an area with difficult access to roads and markets.
- The woman now lives in a slum area in the nearby city. The living conditions are poor as the area is humid and full of mosquitos, which has caused her children to frequently contract malaria. She is now selling goods informally in the market. Her children do not go to school. Her family now survives on one meal per day. Previously in the rural community, they used to have two meals per day and during fruit season she said the kids could get some fruits from the trees. She said that in the city, the family must have money to buy fruits. She stressed that urban life needs money to buy everything. The family lives in a poorer house, compared to the one they left in rural community. I asked why she is not returning to her home in the rural village, she said because of the drought: "It is not raining and I can't do agriculture".

Fires

Wildfire is a disaster type associated with dry spells and drought, and also closely related to environmental degradation such as deforestation, pollution and mining. Wildfires – caused by natural events or being human-made – have become a more frequent phenomenon with negative toll on life and livelihoods. The occurrence of fires is closely linked with high temperatures and dry spells, resulting in an increase in high fire danger days, for example during berg wind conditions.²⁴

Originally most fires were caused by lightning, but today more than 90% of fires are lit by people, either deliberately or accidentally.²⁵ The occurrence of fires is closely linked with climate and increases in temperature combined with an increase in dry spells may result in wildfires affecting larger areas, and

²³ National Emergency Response, Mitigation and Adaptation Plan (2016-2022). NDMA. Swaziland.

²⁴ Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

²⁵ Forsyth et al., 2010

fires of increased intensity and severity.²⁶ The frequency of high-fire danger days is projected to increase across southern Africa and is consistent with the increases in heat-wave days.²⁷

Flooding

The most frequently occurring disaster in southern Africa is flooding, defined as the temporary inundation of land that is not normally under water, to a large extent, owing to overflowing of large transboundary river basins like the Zambezi and Limpopo as well as heavy rains or tropical cyclones stemming from the Indian Ocean. Flooding has been historically concentrated along major transboundary river systems, including the Okavango River, Orange River, Zambezi River, and Limpopo River.²⁸

The Zambezi River is the longest east-flowing river in Africa, starting in Zambia and flowing into the Indian Ocean via Angola, Namibia, Botswana, Zambia, Zimbabwe and Mozambique. It is the cause of cyclical flooding as well as recurrent outbreaks of waterborne and vector-borne diseases. The Limpopo River is the second longest east-flowing river in Africa, originating along the border between South Africa and Botswana and ends in the Indian Ocean via Zimbabwe and Mozambique. The Okavango River is another major river system, running through Angola, Namibia and Botswana. These rivers are also the cause of recurrent flooding and pose threats to the at-risk populations in low-lying areas along river basins, and urban areas with poor drainage.

Floods in Southern Africa result from:

- Tropical cyclones stemming from the Indian Ocean that bring widespread flooding to Mozambique and north-eastern South Africa;
- Cut-off lows that cause flooding along the Cape south coast and Eastern Cape;
- Thunderstorms that result in flash-flooding across the Highveld of South Africa; and
- Heavy rains that cause flooding in Angola and Namibia.

Flood risk is further exacerbated by storms and tropical cyclones stemming from the Indian Ocean, often associated with heavy rainfall that affects coastal and neighbouring countries, such as Mozambique and Zimbabwe as well as Indian Ocean islands such as Madagascar, Mauritius, and Seychelles. Flash floods are not uncommon in the region, affecting many countries, such as South Africa, Mozambique, and Malawi, whereby heavy rains associated with severe weather events such as cyclones, result in rapid flooding of low-lying areas.

The impacts of flooding results in far reaching damage to infrastructure, housing, and agriculture, often having devastating impacts on livelihoods and food security. In most cases, periods of intense rainfall and flooding compounds issues of existing vulnerability such as acute malnutrition and food insecurity, as well as exposure to other hazards. For example, in Zambia, between 1991 and 2008, four periods of drought followed by two floods caused a drastic reduction in agricultural production, leaving hunger and poverty in their wake—with each affecting at least a million people.²⁹ The impacts are particularly pronounced for women, and especially for female headed households who comprise of the vast majority of subsistence farmers in rural Zambia.

Flooding also results in the disruption of critical infrastructure, such as access to water and sanitation, as well as health care services. As a result, it is common for flooding to be associated with outbreaks of epidemics and waterborne diseases, such as cholera, typhoid, and diarrhea. Women and children are often the most affected by these outbreaks, due to poor access to water and sanitation facilities, the burden of responsibility on women for sanitation and taking care of the elderly, as well as the needs of pregnant and lactating women.

²⁶ IPCC, 2012

²⁷ Engelbrecht et al., 2015

²⁸ IOM (2017). Spaces of vulnerability and areas prone to natural disaster and crisis in six SADC countries.

²⁹ IUCN (2017). Climate Change Gender Action Plan Zambia.

Gender Based Violence and Disasters

Available evidence suggests that the stress and disruption caused by limited resources as a result of natural disasters may lead to a rise in gender-based violence, particularly sexual violence. Levels of domestic violence as well as other forms of violence, such as acts of rape, and harassment against women and girls, have been well documented and analysed in war and human-induced disasters (e.g. The Economist 2011; Shanks and Schull 2000).

For example, following the 2010/2011 floods in Lesotho, it was reported in the Post Disaster Needs Assessment (PDNA) that there was an increase in Gender-Based Violence (GBV) issues related to sexual assault of young girls and elderly women while fetching uncontaminated water at odd places and times, or when using new routes to water sources. It was also reported that due to the floods, the delivery of justice was delayed, particularly in reporting of sexual offences, since social facilities were inaccessible, particularly in rural areas, and flood conditions which worsened the backlog of criminal cases. This necessitates the need for stronger preventative measures including ensuring that women and girls are adequately protected against abuse. Women and girls have adequate privacy in shelters and women that are traditionally stigmatized against on account of their ethnicity, religious preference or employment are not discriminated against. Sexual violence can result in sexual trauma, undesired pregnancy, HIV infections, mental health disorders, sexually transmitted infections including HIV transmission stigma and discrimination among other social consequences.

Storms and Cyclones

After drought and floods, storms and cyclones are the disasters that affect most people in the Southern African region. Storms, or tropical cyclones, originate from the south-west Indian Ocean and peak between the months of October and April. Cyclones often go hand in hand with heavy rainfall and subsequent flooding events. Storms can be brutal with strong winds of over 2,000 km/hour, causing death and damage to livelihoods, property, and critical infrastructure. In SADC, Madagascar is by far the most at-risk country and experiences the highest frequency of storm disaster events. Mozambique is also largely affected, which is the most significant and recurrent risk in the country, prone to cyclones in the rainy season from October to March.³⁰ Other countries at risk of cyclones include the Seychelles, Zimbabwe, and southeastern South Africa. Although not directly affected by cyclones, heavy rains emanating from cyclones are often felt in Malawi and Botswana as demonstrated by Cyclone Idai and Kenneth in March 2019, which resulted in severe flooding and widespread loss of life and damage to infrastructure.

The damage and destruction emanating from cyclones can have devastating impacts on critical infrastructure, loss of life and access to services. For example, Cyclone Idai resulted in over USD \$2.0 billion in recovery costs for the infrastructure and livelihood impacts, and affecting an estimated 3 million people across Mozambique, Zimbabwe and Malawi.³¹

DRR Hot Spots in Southern Africa

- Locations of national or transboundary hazards and hazard-prone areas, including but not limited to the Zambezi, Limpopo and Okavango river basins; the Indian Ocean coastline; the East African Rift Valley; and dry lands and areas experiencing particularly unpredictable weather patterns.
- Rural areas with limited access to services; urban areas – poorly planned informal settlements and high population densities
- According to the 2019, INFORM Global Risk Index, the top three SADC countries in terms of overall risk are the DRC, Mozambique and the United Republic of Tanzania.

³⁰ United Nations Economic Commission for Africa (UNECA), *Assessment Report on Mainstreaming and Implementing Disaster Risk Reduction in Southern Africa* (Addis Ababa, 2015).

³¹ UN Office for the Coordination of Humanitarian Affairs (2019). Southern Africa: Cyclone Idai Snapshot (as of 26 March 2019)

Case Study: Mozambique — The Gendered Impacts of Cyclone Idai and Kenneth

Tropical Cyclone Idai was one of the worst tropical cyclones on record to affect Africa and the Southern Hemisphere. The storm caused catastrophic damage in Mozambique, Zimbabwe, and Malawi, affecting more than 1.5 million people, leaving more than 1,300 people dead and 750,000 in need of urgent assistance (53% women; 47% men). The cyclone made landfall on March 4, 2019, reaching up to 220km winds per hour, making it the strongest cyclone ever to hit the African continent. The cyclone resulted in 200mm of rainfall in a 24 hour period, resulting in flooding above 10m and the inundation of over 715,378 hectares of land. The impacts were far reaching, affecting loss and damage to agriculture, livelihoods, access to water and sanitation, education, and health care facilities.

The impacts were particularly pronounced for women and girls due to differentiated impacts. According to the PDNA:

- In its aftermath, women and girls were at an elevated risk of experiencing gender-based violence due to the greater exposure of women and girls to distant and unsafe locations, such as water collection points, sanitation facilities and health centres.
- Malnutrition, both acute and chronic, was expected to increase in the most vulnerable population groups due to the lack of food and the deteriorating hygiene and sanitation conditions. This is especially true for children, pregnant and lactating women, elderly and the chronically ill. Initial estimates indicated that 130,000 pregnant and lactating women are at risk of moderate malnutrition.
- Limited water and sanitation services left women and girls exposed to a greater gender based violence risk, since they have to travel more often and/or cover longer distance for the water collection. Also, use of shared public toilets and latrines (many times without lighting) increases the risk for women and girls.
- As a result of the damage to infrastructure and the destruction of health facilities: women have limited access to safe deliveries, increasing their risk of unsafe pregnancies. Over 75,000 cyclone affected women are pregnant; 45,000 live births were expected in the next six months in Cyclone Idai's aftermath, exposing pregnant women to life threatening complications
- The recovery burden is difficult for Female Headed Households, including widows, who act as the sole income provider and main caregiver. Impacts were more pronounced on vulnerable groups, which include women and youth, who are highly represented in the informal sector and in subsistence agriculture. When these groups lose their income, their food security is greatly impacted as they also lose access to food and other essential goods because they depend on buying these from the market. The impact of the cyclone on the self-employed was further exacerbated by already precarious living situations.

Epidemics and health-related Crises

Closely related to hydro-meteorological hazards in the southern African region are epidemic outbreaks and health related crises that are associated with flooding as well as vector borne diseases that are affected by variations in rainfall and temperature associated with climate change. Common epidemics and health related crises that are associated with hydro-meteorological hazards in the region include cholera, diarrhea, typhoid, malaria, and dengue.

Cholera is the most prevalent epidemic in the region, which is considered as endemic in Angola, Malawi, Mozambique, Zambia and Zimbabwe. Outbreaks of cholera, diarrhea and typhoid often occur following periods of intense rainfall and ensuing flooding, in turn, compounding disasters and humanitarian crises, which leave large populations vulnerable to transmission due to disrupted access to critical infrastructure for water and sanitation as well as health facilities. Cholera outbreaks are common in high density urban and peri-urban areas that lack proper drainage infrastructure, and access to clean water and improved sanitation. In Zambia, for example, cholera outbreaks occur almost annually in Lusaka as on-site sanitation systems are compromised by ineffective faecal sludge management and lack of drainage networks which contribute to flooding and the contamination of water sources.

Other outbreaks common in the region include malaria and dengue fever, which in and of itself are not directly associated hydro-meteorological hazards, however they are vector borne and therefore highly sensitive to changes in temperature and rainfall associated with climate variability and change. According to the IPCC Fourth Assessment Report, climate change has already altered the distribution of some disease vectors. There is evidence that the geographic range of mosquitoes that carry disease has changed in response to climate change, and such changes are expected to continue with climate change.³²

³² IPCC (2014)

Epidemic outbreaks tend to spread with human mobility, and increased risks are found in border areas with high cross-border movement as well as in areas with high population density, poor public health facilities, and vulnerable population groups such as in urban/peri-urban areas and informal settlements. Refugee camps and other temporary shelters that may be established in times of crisis and following displacement are also at risk of epidemics for the same reasons. Increasingly, epidemic outbreaks are becoming a risk of cross border nature.³³

³³ IOM (2017). Spaces of vulnerability and areas prone to natural disaster and crisis in six SADC countries.

5. GENDER ANALYSIS

The following section outlines the findings of the gender analysis of SADC. The gender analysis aims to provide an assessment of SADC capacity, taking into account the regional Secretariat and the collective capacity of the member states. It is based on the review of policies, strategies, plans and programmes and institutional and governance structures for mainstreaming gender, and best practice examples for gender mainstreaming in disaster risk reduction policy and practice.

5.1 Gender Assessment

SADC has manifested strong commitments towards gender equality and empowerment through the development of protocols and institutional structures that promote gender mainstreaming in both policy and programming.

Figure 3 SADC Institutional Structure

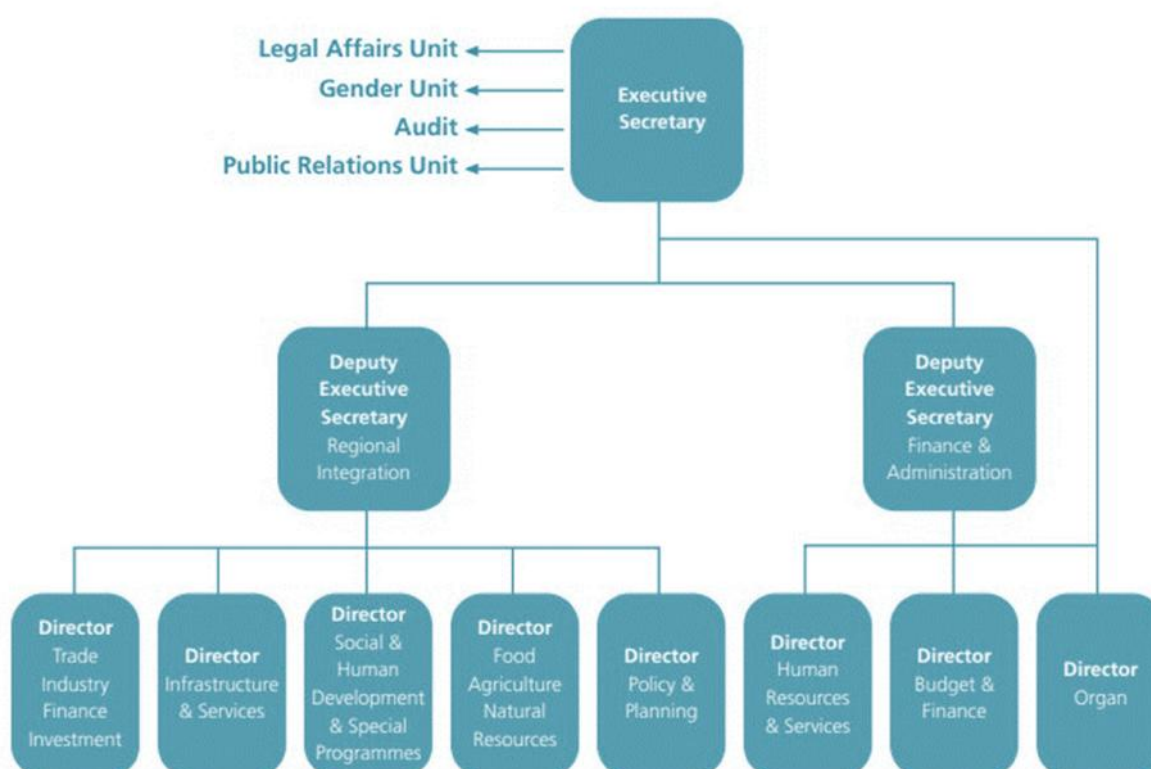
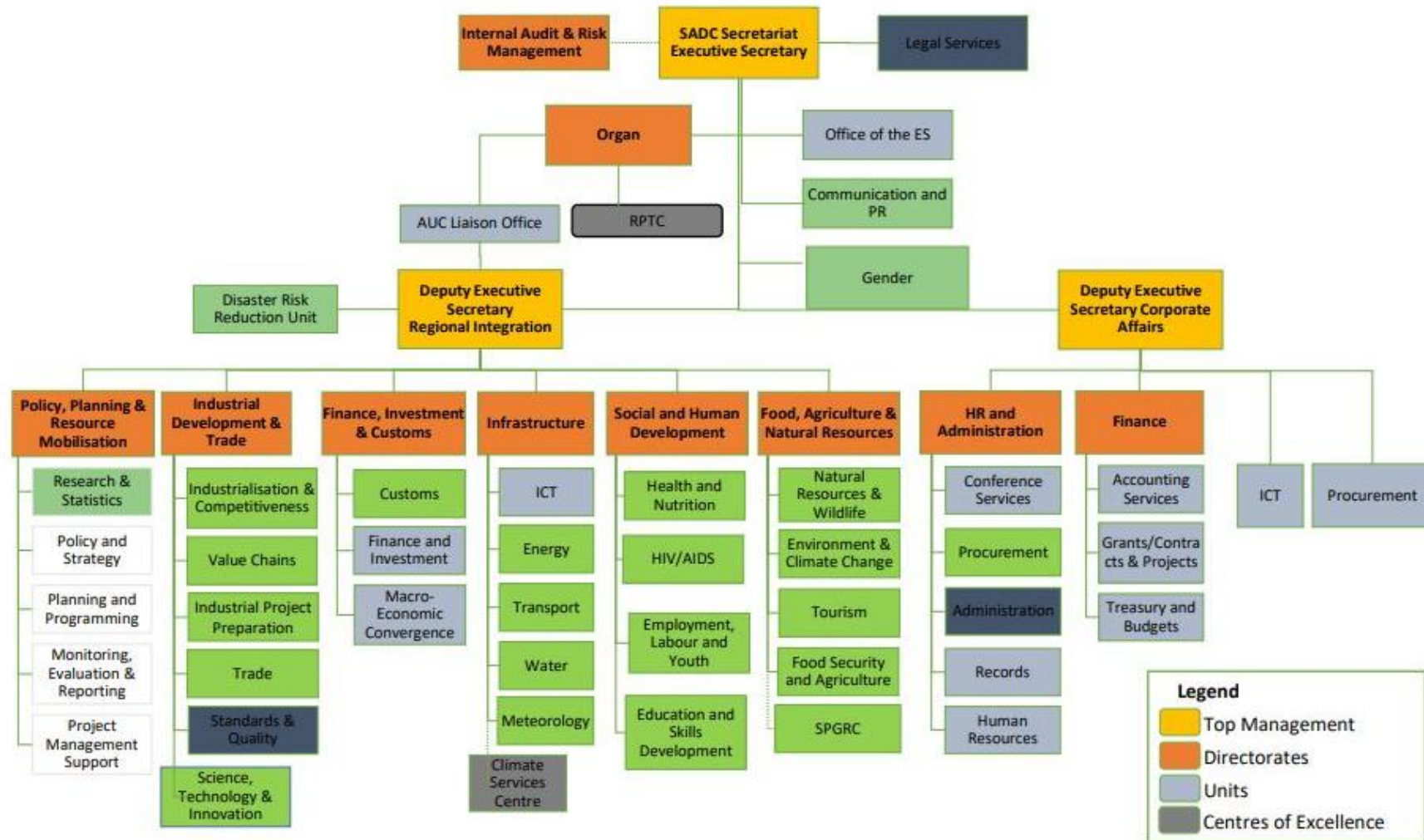


Figure 4 SADC Organigram



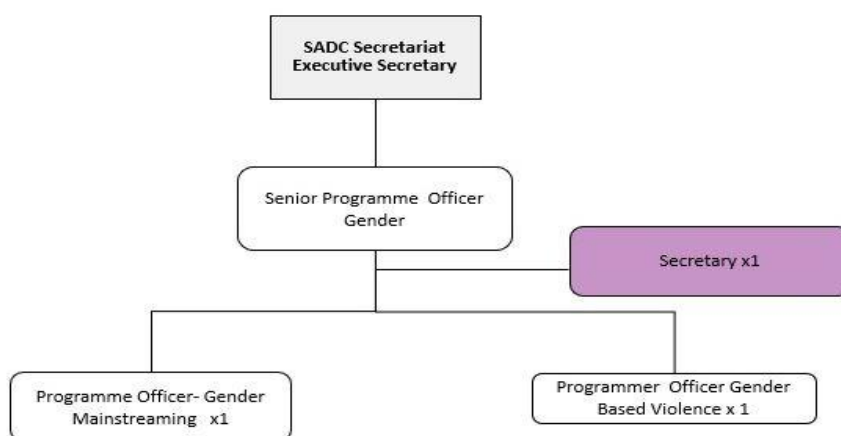
5.2 Gender Unit

The SADC Gender Unit was established in the late 1990s following the decision by SADC Heads of States to establish a coordinating mechanism for gender equality and women’s empowerment at the regional level. The Unit is responsible for coordinating initiatives to mainstream gender perspectives and concerns into various sectors and departments, and associated policies, plans and programmes. The Gender Unit is responsible for facilitating gender mainstreaming in all SADC institutions through the following activities:

- Working to support all the structures and institutions to mainstream gender in their policies, programmes and activities;
- Building capacity on gender analysis to facilitate planning for programmes and projects;
- Sensitize, enroll, engage and empower stakeholders to understand, appreciate and make the case for gender concerns, and priorities; and
- Developing and providing the technical guidance in accelerating and strengthening gender mainstreaming and women’s empowerment programmes.

The Gender Unit was previously under the Social and Human Development Directorate, but it is now an independent unit under, and reporting to the Executive Secretary (Figure 5). This provides it gravitas to influence other directorates. Operationally the Secretariat’s mandate is not only to support Member States to address gender equality issues and concerns in all their policies and programmes, but to also ensure that this also occurs within the Secretariat. This includes responsibilities for training, capacity building,

Figure 5 SADC Gender Unit Institutional Structure



research, monitoring and evaluation, and the integration of gender analysis and mainstreaming for all SADC structures and institutions and priorities such as trade, agriculture, health, education, among others.

The Secretariat has embarked on a process of embedding a culture and practice of addressing gender equality concerns in its organisational policies, systems, procedures and programmes. This means that gender becomes a part of the mainstream vision, thinking and practices within the Secretariat at all levels. However, the SADC Gender Unit is relatively small – comprising of the Senior Programme Officer and the Gender-Based Violence Officer, with a Mainstreaming Officer to be recruited as of June 2019.

The size of the Gender Unit relative to its mandate presents challenges for fully engaging in policy review processes and mainstreaming gender into departments and programmes. For example, there has been a recent review of several policies and they wanted gender inputs but – with limited staff – they were not able to engage as much as they would have liked.

The commitment exists for gender mainstreaming – at least on paper (through the Blueprint and the **SADC Regional Indicative Strategic Development Plan (RISDP) 2005-2020** – but the extent to which it happens varies. Focal persons in all the Directorates have been identified to support this process. However, overall, directorates are largely indifferent, but the Food, Agriculture and Natural Resources (FANR) directorate is relatively more advanced – particularly the Water sector, as is Security.

The Gender Unit has played a leading role in the Secretariat's efforts towards institutionalising gender equality issues and concerns at all levels. This has included significant work undertaken to strengthen the policy framework to guide member states in their work towards mainstreaming gender, including facilitating the development and subsequent adoption of the Protocol on Gender and Development, as well as internally through the development and adoption of a **Workplace Gender Policy (2009)**. In respect to the latter, SADC respects parity issues within staff representation etc. – and report on them in the annual Gender Monitor, which tracks progress on the implementation of the SADC Protocol on Gender and Development.

To support departments and staff in their gender mainstreaming efforts, the Gender Unit developed the **Gender Mainstreaming Resource Kit (2009)** with the aim of supporting directorates, as well as in their support of Member States' policy and programme work. The Resource Kit is complemented by ongoing training, information support, and technical backstopping, led by the Gender Unit and other experts. They are now looking to revise this and make it sector-specific, and possibly develop a standalone version for each sector.

While both the Gender and DRR Units have responsibility to mainstream their themes throughout activities, both units indicated that they do not engage each other as much as they should. However, structures are in place – e.g. the Gender Unit is represented on the Regional Emergency and Resilience Technical Working Group (recently resurrected after the cyclones to coordinate response and with a view to keeping it going). In addition, SADC has expressed a need for support for developing comprehensive and effective guidelines for mainstreaming gender considerations into disaster risk management policies, plans of actions and programs.

Currently the Executive Secretary's office, through the senior gender officer and the support of external expertise, is working to strengthen gender mainstreaming processes, through the finalization of a (consultant-led) report that takes stock of the extent of gender mainstreaming within member states and the Secretariat itself. In terms of gender mainstreaming, they have liaised with the policy programme that brings in projects and programmes to see if they can include a gender clause in a guideline they are developing that will be used as a checklist against which to screen potential projects. For donor-funded projects, the donor's gender requirements also apply.

There are several areas of organisational practice that still require strengthening if gender mainstreaming is to take root in the Secretariat. This includes setting targets and benchmarks for ensuring gender equality at key decision making levels, reviewing employee rights with a gender lens to align them with international best practices, targeted skills building on gender analysis, planning and programming, and addressing gender concerns in monitoring and evaluation mechanisms. Further, relatively weak institutional structures and mechanisms require strengthening in order to ensure that gender is fully mainstreamed across directorates and programmes.

Entry points for gender mainstreaming include:

- Disaster Risk Reduction, with particular focus on annual contingency and preparedness planning which takes place through regular platforms, the next of which will be held in Mozambique in November 2019
- Climate change, with particular focus on adaptation strategies, which corresponds with proactive disaster risk reduction, and are promoted through a sectoral approach according to the SADC Climate Change Strategy and Action Plan.³⁴ The Climate Change Strategy and Action Plan recognise the gendered nature of vulnerability and need to mainstream gender into response, but has few gendered actions.
- Regional Vulnerability Assessment and Analysis (RVAA) programme, which currently conducts annual assessments of livelihood vulnerability and identifies situations of potential food insecurity in the coming season. The RVAA programme currently has a technical working group on gender and nutrition and has developed technical guidance on integrating gender into national level assessments. Currently the extent to which data analysis is sex-disaggregated varies, and the 2019 Synthesis Report on the State of Food and Nutrition Security and Vulnerability in Southern Africa

³⁴ SADC Climate Change Strategy and Action Plan 2014.

refers to the gendered dimensions of the pillars of food security without sex-disaggregated quantitative analysis.³⁵

- Social protection issues and the promotion of safety nets.

5.3 Regional Policies, Strategies and Plans

Gender

The SADC commitment to mainstream gender equality and women's empowerment, is outlined in various regional policies and strategies, as well as a range of other regional and international commitments. All SADC governments have ratified the Convention on all Forms of Discrimination Against Women (CEDAW 1979), and an increasing number of SADC countries are ratifying the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Women's Rights Protocol 2003). In 1997 the SADC Declaration on Gender and Development was adopted, followed by the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children.

Notably, SADC adopted the **Regional Indicative Strategic Development Plan (RISDP) (2003-2015)** in 2003, asserting that gender equality and women's empowerment is a 'cross sectoral intervention area', and a lever for deepening regional integration, achieving poverty eradication and attaining sustainable development. The RISDP is informed and guided by the **Strategic Implementation Framework on Gender and Development (SIF) (2006-2010)** which identifies specific activities, benchmarks and targets to achieve gender equality in SADC.

The priorities of SADC Gender Programmes as stipulated by the RISDP are:

- Policy Development and Harmonisation
- Gender Mainstreaming
- Institutional Strengthening and Capacity Building
- Women's Empowerment Programmes including; Women's Human Rights; Women and Girl Child Education; Violence Against Women and Children; Sexual and Reproductive Health & Rights including HIV and AIDS; Women's Economic Empowerment; Media and Information; and Women in Politics and Decision Making
- Communication, Information Sharing and Networking
- Monitoring & Evaluation

In 2007, SADC adopted the **SADC Gender Policy (2007)**, recognizing that gender equality is a "fundamental human right".³⁶ This implies that the region is "committed to removing all forms of gender inequalities at the regional and national levels".³⁷ The frame of reference for addressing this challenge is found in legally binding international and regional human rights instruments that set universal standards affirming the dignity and rights of every individual irrespective of their circumstances.

SADC Heads of State and Government signed and adopted the **SADC Protocol on Gender and Development (2008)** in August 2008. Out of the 13 Member States that have signed, 11 have ratified the Protocol, with the exception of Botswana and Mauritius. The Protocol aims to bring together and enhance all existing commitments to gender equality and the empowerment of women, eliminate discrimination and to achieve gender equality and equity through the development and implementation of gender responsive legislation, policies, programmes and projects.

SADC adopted the **Workplace Gender Policy (2009)** to support equity and equality between women and men through removing all forms of discrimination, and integrating their experiences, ideas, rights, and issues in all spheres of organisational development and practice. This shall be done through the following objectives. The Policy sets out clear benchmarks and targets for achieving gender equality institutionally, including in planning, programming, the project cycle, institutional structures, and resource allocation.

The **Regional Strategy and Framework of Action for Addressing Gender-Based Violence (2018-2030)** was approved by the SADC Ministers of Gender and Women's Affairs in July 2018. The Strategy provides for an effective holistic and coordinated approach to addressing GBV in the Region, stimulating regional

³⁵ 2019 Synthesis Report on the state of food and nutrition security and vulnerability in the SADC region.

³⁶ SADC Gender Policy (2007:4)

³⁷ SADC Gender Policy (2007:4)

interventions for harmonization of GBV response efforts by all SADC Member States. The Strategy emphasizes the need for SADC and its Member States to strengthen effective GBV prevention and mitigation programme.

The **Sexual and Reproductive Health and Rights (SRHR) Strategy for the SADC Region (2019-2030)** and corresponding Score Card to measure progress, was approved by the Ministers of Health and Ministers responsible for HIV & AIDS from the 16 SADC Member States. The Strategy provides a framework for the Member States to fast-track a healthy sexual and reproductive life for the people in the region, and for all people to be able to exercise their rights.

Despite these progressive commitments on behalf of SADC for removing discrimination on the basis of gender and promoting equality, there are many gaps between what is committed on paper and the realities on the ground. For example, across all key poverty indicators, women's status relative to men remains low. In addition, the SADC region continues to be the epicentre of the HIV and AIDS pandemic, and women and girls face the greatest challenge as the infected and affected. Amongst others, limited sexual rights, limited access to female controlled methods of contraception, poverty, gender based violence (GBV), and largely unpaid care work, are increasing women's vulnerability and the negative impact of the pandemic. Compounding these challenges are patchy laws, services and resources across member states to address GBV and its relationship to HIV and AIDS.

After several decades, it is apparent that current efforts to significantly change pervasive gender inequality are not yielding the intended results to the extent that they are required. Therefore, there is a serious need to move beyond policy commitments and strategies, to develop specific targeted measures and actions that will yield concrete results to promote gender equality and women's empowerment across all areas of development.

Disaster Risk Reduction

SADC is mandated with the convening power to lead the general political dialogue on disaster risk reduction (DRR) and humanitarian affairs across Southern Africa. SADC has an established Disaster Risk Reduction Unit responsible for coordinating regional preparedness and response programmes for trans-boundary hazards and disasters, which sits within the Deputy Executive Secretary for Regional Integration.

At the national level, all SADC Member States have disaster management structures that undertake national activities, sometimes with assistance from international organisations and cooperating partners. When unexpectedly heavy floods displaced more than a million people in Southern Africa in 2007, SADC began to meet annually to prepare for future occurrences. The **SADC Regional Platform for Disaster Risk Reduction** was inaugurated in 2011, which convenes yearly to strengthen mechanisms and operational frameworks to prevent risk across the DRM cycle, including preparedness, mitigation, response, rehabilitation and recovery.

SADC has prepared a number of strategies in the aim of guiding member states as to their DRR activities. The **SADC Disaster Preparedness and Response Strategy** was adopted in 2017 (mainly relates to the RVAA programme and annual preparedness) to enhance coordinated interventions to disasters in the region. The goals of the Strategy are consistent with the Sendai Framework for Disaster Risk Reduction (DRR), which emphasizes strong institutional arrangements to support DRR, preparedness and response. The Strategy is also in line with international humanitarian principles, resilience principles, and minimum standards for Preparedness Actions, with respect to disaster assessments, response planning and coordination, information management, resource mobilization and capacity development.

The **SADC Disaster Risk Reduction Strategy** (under which the Disaster Preparedness and Response Strategy sits – and where our GSAP will sit) has been drafted and undergone a country consultation process. The DRR Strategy is now back with the DRR Unit prior to presentation to the technical committee. The SADC DRR Unit agreed that integrating gender into this strategy is preferable to developing a separate GSAP that would sit under it. Our consultations will thus complement and build on those already conducted with Member States to develop the Strategic Plan and Plan of Action.

SADC is in the process of developing a **Resilience Framework** led by Regional Inter Agency Coordination Support Office (RIACSO) and funded by FAO, which will better integrate DRR, climate change adaptation (CCA) and VAA. The Resilience Framework recognises the importance of gender in the conceptual framework that underpins the framework. It is included as a cross-cutting issue in areas of capacity and

resilience integration, and inclusive ability is one of the secondary abilities specified as a characteristic of a resilient system. Similarly one of the priorities (resilience priority D) highlights the need for human development and special programmes, including health, gender and labour. Gender is either hinted at (for example through reference to equity) or explicitly mentioned to varying degrees in most of the seven priority areas. The team provided particular comments on the Resilience Framework to strengthen inclusion of gender (Annex F).

There is also a **SADC Climate Change Strategy and Action Plan** which is overseen by the Climate Change Unit. The adaptation component, which is divided into sectoral approaches, has close relationships with the proactive components of risk reduction.

Despite commitments for DRR, there are several disaster risk management challenges facing the SADC region, which include:

- Institutional frameworks for Disaster Risk Reduction at the regional, national and, in some cases, local/community level, are often under-funded and not coordinated;
- Lack of comprehensive and periodically updated risk assessments and analysis;
- Weak information and knowledge management systems, specifically in high risk areas; and
- Planning in a number of cases is not informed by a comprehensive risk analysis and thus it may not address the priority needs for effective Disaster Risk Reduction.
- Lack of sex-disaggregated data to inform risk planning as well as post-disaster needs assessments.
- Weak link between SADC DRR Unit and member states – currently only interact once a year for the SADC Regional Platform for Disaster Risk Reduction.

5.4 National Policies, Strategies and Plans

There is a wide array of institutional arrangements with regards to DRR structures within SADC member states. These are either situated under the authority of the Presidency (as is the case in Seychelles), the Prime Minister's Office (or Deputy Prime Minister's)(as in Tanzania, Namibia), various other line ministries (for example in Malawi), or as part of their own structure (as in South Africa, Swaziland, Lesotho and Mozambique) . All the countries have National Focal Points for DRR; either from the civil protection, national Disaster Management Agencies or other structures.

Most member states have elaborated DRR acts, laws and regulations: examples include the Lesotho Disaster Management Act (1997), South Africa's Disaster Management Act (2002), and Tanzania's Disaster Management Act (2015). In most cases, the existing laws, acts and regulations on DRR are outdated; and/or often not fully implemented due to limited human and institutional capacity, financial resources, equipment and a weak enforcement regime especially for planning regulations, guidelines, and building codes and regulations. In addition, to the large extent, existing laws, acts, and regulations are gender blind or do not adequately represent gender women's issues, or actors representative of gender considerations, indicating very little progress in mainstreaming gender in DRR and DRM activities at the national level.

DRR policies, strategies and frameworks exist in all SADC member states. Depending on their age/time of development, these variously tend to reflect the Hyogo Framework for Action or Sendai Framework for Disaster Risk Reduction. They are thus of varying ages, for example South Africa (2005); Namibia (2009); Botswana (2009); Madagascar (2012); Malawi (2015); Zambia (2015); while others were developed much earlier such as Mozambique (1999), and Angola (2003). The age of policies and legislation is often a reason for poor integration of gender. Many countries have commenced a review of policies and/or legislation to ensure consistency with the Sendai Framework for Disaster Risk Reduction – for example Lesotho's Disaster Management Act is 22 years old and due to be reviewed by 2020.

Overall, the extent to which the consideration of gender is considered in national DRR policies, strategies, and plans ranges across member states. Most national policies and strategies for DRR are largely gender blind, such as is the case for South Africa (2005) and Malawi (2015) while others consider gender nominally via the recognition of the differential impacts of disasters on women e.g. Botswana (2009); Zambia (2015). While there is some acknowledgement of gender issues at the strategy or framework level, the application of gender in DRM practices is rarely fully implemented across policy and practice.

There are however, some good practice examples of gender mainstreaming in DRR policies and plans. For example, Namibia's National Disaster Risk Management Policy (2009) considers gender as a priority cross-cutting issue, including measures for women's involvement in disaster risk management and coordination;

training and awareness of personnel related to GBV; as well as social protection. In addition, Mozambique’s Gender Strategic Plan of the National Institute for Disaster Management (INGC) (2016-2020) exclusively considers the vulnerability of women in relation to disasters. The plan sets out six strategic objectives, including targets and indicators for the disaggregation of data by sex and age, the reduction of gender based violence during emergencies, and the elimination of discrimination in access to aid in emergency settings. The plan also provides for the establishment of a gender unit to ensure the implementation and monitoring of the actions undertaken by the INGC.

The consideration of gender has more recently been adopted by member states in the development of national policies on climate change. In addition to mainstreaming gender as a cross-cutting issues in policies such as in Zambia (2017) and Zimbabwe (2016), many countries have developed separate strategies that exclusively consider the gendered nature of disasters and climate change for gender responsive DRM and adaptation planning (e.g. Mozambique (2010); Tanzania (2013)). Good practice examples include:

Mozambique: Climate Change and Gender Action Plan for the Republic of Mozambique (2010)

The strategy aims to promote gender equality and equity and to improve participation of women and the poorest communities in the preservation of natural resources, environmental management and climate change mitigation and adaptation action. Actions are focused on women’s empowerment through promotion of training in natural resource management, the roll out of awareness raising campaigns to promote gender equality, and climate change response.

Zambia: National Policy on Climate Change (2017)

Zambia’s National Policy on Climate Change includes gender as a cross-cutting issue, recognizing the gendered impacts of climate change on women and girls, and outlining gender specific measures across the key priorities such as women’s participation in programmes, gender equality in climate finance, and technology transfer for mitigation and adaptation.

Zimbabwe: National Climate Change Policy (2016)

1. Zimbabwe’s National Climate Change Policy recognizes the differential vulnerability of women to climate change in addition to intersectional groups, including children, elderly, and the sick. The policy mainstreams gender across priority areas, including the need for research on health impacts on intersectional groups, as well as mitigation adaptation strategies that respond directly to the needs of children, youth, women, and disabled. Other areas include promoting sex disaggregated data for gender responsive programming and policies and strategies; awareness raising and communities for the dissemination of meteorological and agrometeorological data for farmers, women and people with disabilities; and social protection for female small holder farmers.

Tanzania: National Policy on Gender and Climate Change (2013)

Gender is integrated as a crosscutting issue in Tanzania’s National Climate Change Strategy, which is further supplemented by National Strategy for Mainstreaming Gender in Climate Change as a tool for mainstreaming gender issues in national policy and implementation frameworks. The National Policy on Gender and Climate Change was developed as part of the National Climate Change Strategy in response to the exclusion of gender in the NAPA. The strategy recognizes the role of men and women as agents of change if they proportionately participate in climate change adaptation and mitigation measures. The strategy emphasizes equal access to knowledge, awareness, capacity building, resources and technology, as well as women’s active participation in decision making and policy development at all levels.

Table 2 DRR and Gender Related Policies by Country

Country	DRR and Gender Related Policies
Angola	<ul style="list-style-type: none"> ▪ National Policy for Gender Equality and Equity (2013) ▪ DRR Policy (2003) ▪ National Civil Protection Act (2003) ▪ The National Strategic Plan for Disaster Risk Management (2018)
Botswana	<ul style="list-style-type: none"> ▪ National Policy on Women in Development (1996) ▪ National Policy on Gender and Development (2015)

	<ul style="list-style-type: none"> ▪ National Policy on Disaster Management (1996) ▪ National Disaster Risk Management Plan (2009) ▪ Climate Change Response Strategy, (2017) [Draft]
Lesotho	<ul style="list-style-type: none"> ▪ Lesotho Disaster Management Act (1997) ▪ National Strategic Resilience Framework (2019)
Madagascar	<ul style="list-style-type: none"> ▪ National Policy of Women Promotion (2000) ▪ National Climate Change Policy (2010) ▪ National Disaster Risk Management Strategy (2016-2030)
Malawi	<ul style="list-style-type: none"> ▪ National Gender Policy (2015) ▪ National Disaster Risk Management Policy (2015) ▪ National Disaster Recovery Framework (NDRF) (2017) ▪ National Climate Change Management Policy (2016) ▪ National Resilience Framework [under development]
Mauritius	<ul style="list-style-type: none"> ▪ National Climate Change Adaptation Policy Framework (2012) ▪ National Disaster Risk Reduction Strategic Framework and Action Plan (2016)
Mozambique	<ul style="list-style-type: none"> ▪ Gender Policy and related Implementation Strategy (GPIS) (2006) ▪ Gender Policy and Implementation Strategy (2018) [Second Edition] ▪ National Plan for the Advancement of Women (NPAW) (2008-2011) ▪ National Policy on Disaster Management (1999) ▪ Master Plan for Disaster Risk Reduction (2017-2030) ▪ Gender Strategic Plan (INGC) (2016-2020) ▪ National Climate Change Adaptation and Mitigation Strategy (ENAMMC) (2012) ▪ National Adaptation Plan (NAPA) (2007) ▪ Climate Change and Gender Action Plan for the Republic of Mozambique (ccGAP:MZ) (2010)
Namibia	<ul style="list-style-type: none"> ▪ National Gender Policy (1997) ▪ National Disaster Risk Policy (2009) ▪ National Disaster Risk Management Plan (2011)
Seychelles	<ul style="list-style-type: none"> ▪ National Gender Policy (2016) ▪ Disaster Risk Management Act (2014) ▪ National Climate Change Strategy (2009)
South Africa	<ul style="list-style-type: none"> ▪ South Africa's National Policy Framework for Women's Empowerment and Gender Equality ▪ National Disaster Risk Reduction Framework (2005) ▪ Disaster Management Act (2002) ▪ Disaster Management Amendment Bill (2015) ▪ National Climate Change Adaptation Strategy (2018)
Swaziland	<ul style="list-style-type: none"> ▪ National Emergency Response, Mitigation and Adaptation Plan (2016-2022)
Tanzania	<ul style="list-style-type: none"> ▪ Women and Gender Policy (2000) ▪ National Climate Change Strategy (2012) ▪ National Policy on Gender and Climate Change (2013) ▪ Agriculture Climate Resilience Plan (2014-2019)
Zambia	<ul style="list-style-type: none"> ▪ National Gender Policy (2014) ▪ National Disaster Management Policy (2015) ▪ Disaster Management Operations Manual (2015) ▪ National Policy on Climate Change (2017) ▪ Climate Change Gender Action Plan (2017) ▪ National Climate Change Response Strategy (2010)
Zimbabwe	<ul style="list-style-type: none"> ▪ National Gender Policy (2013-2017) ▪ National Climate Change Response Strategy (2014) ▪ National Climate Change Policy (2016)

5.5 Stakeholder Consultation Findings

Current Situation of Gender and DRR

Overall, respondents indicated that the general approach to DRR in SADC remains masculine and lacks women's voices, resulting in DRR strategies and responses to be **technocratic and gender blind**. As a result, solutions often reinforce and perpetuate inequalities between women and men. As a result, there is a need to proactively address the **lack of women's voices in disaster governance** at all levels. The **lack of women's voices** in DRR was framed in both disaster risk planning and response. For example, it was noted that even the way women and men view hazards and their potential effects is different – yet this is seldomly taken into account. 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 GBV – which otherwise could have been avoided if women's needs were accounted for in planning.

Findings indicate that there are still many obstacles that women face in meaningfully participating in disaster risk reduction, particularly at the district and community level related to socio-culturally prescribed gender norms that limits women's involvement in decision making. 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 disaster risk reduction activities. 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.

The integration of gender in national governmental plans, policies and institutional structures for DRR or CCA is often rudimentary – even where policies exist. Despite the concept of gender being mentioned on paper in many policies and strategies (including in climate change), implementation remains a challenge. A part of this is the lack of coordination between ministries and focal points responsible for gender mainstreaming. As a result, gender is often pigeonholed, and is not fully mainstreamed within institutions and programming for DRR and other sectors.

It was noted that the **abstract nature of the concept of gender** is often a barrier. 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 so that all parties have a common understanding of how to implement gender-sensitive programming. It was noted that gender is not about women but considers the needs of diverse groups. A common definition of gender and guidance on gender sensitive planning in DRR is an entry point for SADC to support member states.

Further, **gender is often marginalized within institutions** as well as part of donor funded programmes as gender considerations are often overlooked. Integration is limited in functional structures, such as national disaster management technical committees, which often lack adequate representation of gender ministries or women's organizations. In addition, there is much work that needs to be for mainstreaming gender in planning throughout the entire DRR cycle, from preparedness through to response and recovery.

Within institutions, gender resources are often standalone departments, usually with one gender expert responsible for gender mainstreaming within the entire institution. For example, it is common for organizations to have one "gender person" who ends up ticking the gender boxes in all projects, playing more of an M&E function, resulting in tokenism. Further, donors are not always supportive of gender mainstreaming (and would deem a gender analysis to be outside of the scope of a DRR project, for example).

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. Coordination and information sharing was also noted as a key constraint to gender responsive DRR 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.

It was also noted that despite strong coordination efforts on the part of DRR, often procedures do not include considerations for gender. It was recommended to include gender guidelines in protocols for contingency planning (for drought, flood and fire), emergency response, and the formation of DRR committees at village, constituency, region and national levels. If tools for DRR planning include clear guidelines for gender mainstreaming, (e.g. how many men, how many women) then there is greater opportunity for activities to actually be gender mainstreamed.

It was also noted that the basic understanding of the **gendered nature of risk** is an important prerequisite for gender sensitive DRM. If that is known, then it will flow through to other elements of the DRM cycle. Addressing information gaps related to the risks posed to women by emergencies is particularly important in the early stages of the DRM cycle: into prevention and preparedness through better integration into preparedness and contingency plans. 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. 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”.

In addition, **sex- and age- disaggregated data is still not the norm**. Although respondents indicated that 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. 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 following Cyclone Idai, it was impossible to obtain the numbers of female and male-headed households who were affected. 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.

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. In addition, the **lack of accountability** was also cited as a key constraint – even when action plans are in place, there needs to be greater accountability on the part of responsible ministries and allocated resources for reporting. In the consideration of planning, even when a gender analysis is carried out, someone has to be accountable for the recommendations to be taken into account.

Other barriers that women face include **control over resources and legislation** that restricts women's access to property and finance. For example, in post disaster settings, even when there is legislation in place, land allocation to women is a challenge. The same issue applies to control and access to finance, which is especially challenging in the case of migration where husbands leave rural areas, and women are in left to deal with disaster response, yet do not have access to capital or credit to effectively cope it its aftermath.

It was recommended that minimum standards are established (e.g. a rapid gender analysis) as well as inclusion. Although it's not just about numbers, which are a good starting point, women's quotas need to be accompanied by genuine capacity building. There is a need for women to become a critical mass rather than just a lone voice.

On the Role of SADC in DRR

1. **Regional approach:** Establish a regional strategic framework for DRR (and gender) in alignment with the global DRR framework established by the Sendai Framework with the support of UNDRR, providing common results and deliverables for all member states to achieve for a given time frame.
2. **Support national level efforts:** There is a gap between Sendai at the national level and the African Union Strategy. SADC could set standards that ensure strategies are harmonized across member states. Ideally, member states should develop their strategies from the SADC strategy, which would build up to Sendai. The need for guidance on gender sensitive planning for DRR was recognized as an area of priority for SADC support to member states.

3. Coordination and knowledge sharing: Knowledge sharing (integration into information sharing events and contingency planning) including sharing good practice examples for gender responsive DRR and supporting practices, mechanisms, and structures for implementation.
4. Capacity building and awareness raising: support Member States by building their capacity in the collection and use of disability, age and sex-disaggregated data in planning DRR interventions and investments. Further support is recommended for strengthening the capacity of DRR staff and policy makers in member states in gender responsive planning through training and regional platforms. Training topics could include: Responses to Climate Change (risk management) and Climate Change and Gender (Gender theories, gendered environment and climate change; Gendered vulnerability to climate change; and Gendered climate change adaptation and mitigation).
5. Create impetus for certain practices: As a coordinating body, SADC should be able to assess standards – so member states would have an agreed standard for how to respond to disasters etc. (and how to do so in a gender-responsive way). Over time, standards could continually be improved e.g. gender analysis, resilience building, mandate the collection of sex-disaggregated data in assessments; develop checklists/standards for contingency planning, emergency response, and relief and rehabilitation.
6. Unique role in transboundary DRR (coordination structures): establishing coordination structures and mechanisms for responding to cross-border and transboundary disasters, working collaboratively to reduce cross-border risks. This would operate at a different level from member states, concentrating more on disasters at the regional level – establishing mechanisms to coordinate regional response and preparedness.
7. Knowledge management and research: Sharing good practice. NEPAD do a good job of this with agriculture – SADC could perform a similar role with gender-responsive DRR.
8. Providing technical assistance: An opportunity exists for organizations to be able to approach the DRR Unit with challenges, at the stage of project design etc to obtain technical advice and inputs, sharing of good practice etc –as a resource for countries to tap into.
9. Build technical know-how: SADC should play a key role in supporting member states in mainstreaming gender in their respective policies, plans and programmes through the provision of technical assistance and training. For example, through the establishment of a Gender and Disaster Program for building the capacity of focal points for Gender and Disaster and building on best practices from member states. There is potential to develop innovative partnerships with universities and research institutions in the region to provide training on gender and climate change, especially with institutions that have developed curricula on important topics such as gender and climate change, mitigation, and risk management.
10. Strengthen coordination mechanisms: To establish a Regional Platform for Gender in disaster related issues at least twice a year. This will help to share more information and recommend the crucial action to be taken by the Disaster Secretariat.
11. Review and harmonize policies: Gender needs to be clearly integrated into the DRR strategies and action plans of member states, aligned with gender mainstreaming and the Sendai Framework. The development of a Regional Strategy and Action Plan for Gender Mainstreaming in DRR and Climate Change Adaptation represents an important opportunity to set guidelines for member states to customize and adapt according to country needs, providing common results and deliverables for all member states to achieve within a given time frame.
12. Disseminating good practices for gender responsive DRR: taking account of the needs of local communities and trends in gender and disaster risk. For example, highlighting good practice examples for rain water harvesting, conservation agriculture, and drought resistant agricultural crops.

Good Practice Examples

1. Mozambique: The Government has created a technical unit comprised of different Ministries, including Gender Ministry staff, meeting on a regular basis to ensure that gender is mainstreamed into DRM activities. The Local Committees for Disaster Risk Reduction (Comités Locais de Gestão do Risco de Calamidades) are gender balanced entities at the local level. In terms of policy, Mozambique adopted

the Gender Strategic Plan (2016-2020) for Disaster Risk Reduction as well as the Climate Change and Gender Action Plan for the Republic of Mozambique (ccGAP:MZ) 2010.

2.

2. Malawi: Malawi developed a gender responsive National DRM Policy. The NDRMP is a major step towards achieving sustainable development planning by all stakeholders in the country. The policy facilitates the effective community risk analysis to be carried out with the active participation of both women and men, reflecting their different roles and priorities in ensuring household resilience. It further advocates for the collection of sex-disaggregated data to identify the needs of different groups including female-headed households.
3. Eswatini: During the drought response, the National Disaster Management Authority (NDMA) worked with UNFPA to carry out a gender sensitive assessment of the needs of affected communities, with attention to the needs of women and girls. As a result, they were able to provide dignity kits to women and young girls that directly responded to their needs for menstrual products. This was considered good practice and appreciated by communities.
4. Lesotho: In Lesotho, the Disaster Management Authority is responsible for overall disaster risk management in the country, comprising of 11 offices - one at the national level, and 10 at the district level. All offices are headed by a District Disaster Manager, with 80% of positions filled by women, and 20% by men.
5. Internal policies: Good practice includes setting internal protocols for carrying out gender responsive planning and programming. This includes setting requirements for undertaking a gender analysis prior to undertaking any interventions. This is particularly useful for NGOs implementing interventions in the same locations.
6. Toolkits and guidelines: for undertaking gender assessments in disaster situations. An example includes CARE's Social Analysis and Action Toolkit (with daily clocks, seasonal calendars etc.) to understand the causes of differential vulnerability. Another example is CARE's Accountability Community Scorecard which provides accountability for the likes of district Civil Protection Committees, providing a benchmark against which districts can aim to improve. These are informed by feedback from community members regarding the extent to which they perform their mandated tasks.
7. Common standards: Establishing internal "gender markers" against which all projects across the world report on an annual basis (in addition to donor requirements). M&E also regularly looks for changes in leadership, access to/control over resources and decision-making – all of which is sex-disaggregated.
8. Moving beyond gender sensitive: (e.g. not just conflating gender with quotas for participation) – so for example if a residential training is offered for committee members, they bear in mind the practical gender needs of women to be able to participate in such training. This includes having reflexive and robust M&E systems, such as conducting analysis (evaluations) post-disaster and post-emergency that look at how relief assistance variously benefits men, women, girls and boys.
9. Complement mainstreaming gender in projects, with standalone programming: on gender that aims to be more transformative, through understanding and challenging societal norms and community expectations. This includes not only including gender mainstreaming in projects but developing targeted interviews that specifically address the needs and priorities of women and girls for improved resilience.
10. ASSAR project: The Adaptation at Scale in Semi-Arid Regions Project included training for staff from the ministry of gender in Namibia on how to conduct Vulnerability Risk Assessments (VRAs). This activity was well received as it enabled gender experts to gain technical capacity in climate change and undertaking risk assessments. Providing opportunities for staff from different disciplines to gain knowledge and skills in cross-disciplinary technical areas, such as in gender, disaster risk management, climate change etc., is required in order to ensure planning and response capacities are able to speak to cross-cutting themes of gender and DRM.
11. EIF Namibia: The Environmental Investment Fund of Namibia (EIF), created by government, has been accredited by the Green Climate Fund to act as an Accredited Entity for receipt of monies to implement

climate change-related projects. Green Climate Fund monies are governed by the Fund's Gender Policy, which requires that each proposal is accompanied by a Gender Action Plan. EIF has adopted this practice of gender analysis for project development across its portfolio, thus becoming a "new normal".

Key Priorities for Gender-Responsive DRR

1. Capacity Building: For resilience building there is a real need for capacity building and training. This should include promoting trainings on gender and DRR for all DRR and Gender Focal Points. Capacity building should build on and integrate with capacity building activities of other programmes and initiatives (e.g. Climate change strategy, RVAA-link with data collection).
2. Clear framework matrix: 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 workplans and activities of all public and private sectors.
3. Minimum Standards: Minimum standards are important, not just in the form of routine gender assessments, and gender checklists (e.g. a rapid gender analysis), but also quotas for gender inclusion. Although numbers are a good starting point, women's quotas need to be accompanied by genuine capacity building.
4. Improve understanding of gendered disaster risk: It was noted that the basic understanding of the gendered nature of disaster risk is an important prerequisite for gender sensitive DRM. This includes mandating the collection and use of sex-disaggregated data to inform planning in all stages of the DRM cycle. This could involve the periodic assessment of the social and gender dimensions of the risks addressed in DRM Plans in order to have a full understanding of how women and men's livelihoods are affected by specific hazards; and how could gender-based differences in decision-making and ownership of/access to assets affect people's vulnerability as well as how it leads to different abilities to respond to hazards.
5. Research on the gendered nature of vulnerability: In order to develop gender responsive programming for DRM that addresses women's needs, there is a need to understand the gendered dimensions of vulnerability to disasters and climate change. This includes fully understanding how vulnerability and disaster risk differs between women, men, and children in light of different social, economic, and cultural conditions. Conducting gender-based analysis to fully understand women's needs and priorities is a first step to inform the development of policy, plans and programmes.
6. Common approach to gender: Each donor etc. has different requirements/policies with regards to how gender needs to be taken into account which leads to rubber-stamping and being seen as a burdensome add on. SADC could play the role of establishing a regional strategic framework for DRR (and gender) in alignment with the global DRR framework established by the Sendai Framework with the support of UNDRR, providing common results and deliverables for all member states to achieve for a given time frame. It was recommended that a building blocks approach or guideline based on four to five key elements should be used.
7. Design of evidence-based and targeted interventions: that address the specific needs and priorities of women across the DRM cycle. For example, in prevention, by incorporating income generation activities to promote women economic empowerment in disaster areas. In preparedness, through early warning systems that account for the barriers faced by women in accessing information, such as language, social networks, and technology. In response and recovery, through the design of emergency, transitional shelters, support services, and dignity kits (toilets, water supply, lighting) that cater to and are responsive to women's socio-cultural and economic needs and preferences.
8. Involvement of women in decision-making/governance: involving women in decision-making and planning in leadership positions such as chairpersons as well as gender balanced needs assessment and response teams. A starting point could include setting targets for women's participation. This could involve innovative partnerships with women's groups in DRR to showcase their abilities and ensure women's perspectives are meaningfully included in decision-making.

9. 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.
10. Gender-responsive budgeting: There has been a lot of focus on how to do this at national levels, supported by UN Women, but there is no monitoring of the extent to which it is done. There are expenditure audits for climate etc., but there hasn't been a gender audit. Gender budgeting and auditing is an entry point to ensure greater accountability in the use of funds for disaster risk reduction and relief.
11. Early warning systems: Promote awareness and improve the availability of timely and people-centered information to communities to minimize loss of life and to reduce economic and social impact on vulnerable populations. 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.
12. Risk mapping in different risk hotspots: 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.
13. Improve social services: The gendered effects of disaster risk require immediate response in order to improve rescues. We need to focus on women and the effects to destruction of infrastructure hindering access to services sometimes induce involuntary migration. Streamlining early warning systems and making services more accessible during times of disaster would improve interventions for rehabilitation and recovery.
14. Improving livelihoods for women and female headed households: A key part of resilience building and risk reduction is to support income generating activities for women in vulnerable communities. This includes supporting alternative livelihoods or promoting practices such as rainwater harvesting, conservation agriculture, and the planting of drought resistant agricultural crops.

6. NEXT STEPS

- Follow up with outstanding DRR Focal Points and Gender Focal Points from SADC member states.
- Consolidate Gender Analysis to distil the Gender Strategy and Action Plan to ensure actions that are realistically ambitious given the current context (deliverable 4).
- Prepare First Draft SADC Gender-responsive Disaster Risk Reduction Strategic Plan and Plan of Action 2018-2030 for late-November 2019 and share with SADC for comment and feedback.
- Provide support to the technical content for the organization of the validate workshop for the SADC Gender-responsive Disaster Risk Reduction Strategic Plan and Plan of Action 2018-2030.

ANNEX A – SADC DISASTER RISK REDUCTION FOCAL POINTS OR NOMINATED REPRESENTATIVES

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✓	Eswatini	Mr. Rusell Dlamini	National Disaster Management Authority	russell@ndma.co.sz; sihle@ndma.co.sz cc: sihlepmzileni@gmail.com	26 876 061 801
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✓	Zimbabwe	Olivia Chibwe	Technical Officer, CPC	chibweolivia@gmail.com	2 634 791 287

✓ indicates consultation completed.

ANNEX B – LIST OF GENDER FOCAL POINTS OR NOMINATED REPRESENTATIVES

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✓ indicates consultation completed

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✓	Madagascar	Doma Joelina Kiadimandrianima	Ministry of Finance	
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✓	Mozambique	Neide dos 'santos	MGCAS	
✓	Mozambique	Saquina Mucavele	MUGEDE	
✓	Mozambique	Eng. Higinio Rodrigues	INGC	
✓	Mozambique	Higinio Dumangane	INGC	
✓	Mozambique	Prof. Luis Artur	UEM - Eduardo Mondlane University	

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✓	Mozambique	Zelia Menete	FDC (Foundation for Community Development)	
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✓ indicates consultation completed

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✓ indicates consultation completed

ANNEX E – INTERVIEW PROTOCOL

Name:
Role:
Country:
Date:
Interviewer name:

Introduction

We are working with [REC] to ensure that their DRM has mainstreamed gender.

ECOWAS

To do this we aim to develop a Gender Strategy and Action Plan that will sit under the main DRM Strategy

ECCAS

To do this we aim to develop a Gender Strategy and Action Plan that will be linked to the main DRM Strategy

SADC

To do this, we will modify the existing DRR Strategic Plan and Plan of Action 2018-30 to ensure that it is gender-responsive.

Our aim is to develop a strategy and action plan that is realistically ambitious – i.e. not a long laundry list of actions items that are unlikely to be achieved during the lifespan, but rather a short and focused list of tangible actions that can practically be implemented (and are clear and focused enough to be implemented by people who are not experts in DRM and/or gender).

In order to ensure that the Gender Strategy and Action Plan accurately captures the needs and priorities of Member States, we would like to get your inputs and also for you to point us in the direction of other people in your country that we should consult, including for good practice examples of gender-responsive DRM.

The information you provide will only be used by our team, and will be kept anonymous (i.e. nothing you say will be attributable to you).

Questions

(note these are indicative, and feel free to probe any emerging insights that arise during the discussion. In particular ask for written documentation that backs up any of the claims they make)

1. To what extent does DRM in your country integrate gender?
(bearing in mind the 4 pillars of the Sendai Framework:
 - in understanding disaster risk?
 - in disaster risk governance?
 - in resilience building?
 - in disaster preparedness and response (recovery, rehabilitation and reconstruction)?
2. What can (relevant REC) do to support (your country's-for focal points) attempts at gender-responsive DRR?
3. What needs to be done to better mainstream gender into DRR?
(bearing in mind the full cycle of disaster risk reduction and disaster risk management:
 - Preparedness
 - Mitigation

- Response: Emergency
- Rehabilitation and Recovery)

4. Who else should we consult (in your country-for focal points; or more broadly-for others) around gender-responsive DRR (bearing in mind close relationships with resilience, climate change adaptation etc), e.g. academia, NGOs, private sector?
5. What good practice examples are there of gender-responsive DRR (in your country-for focal points; or more broadly-for others)? (could be policy, government programme, or a project by an NGO or CSO)

Additionally for Gender Focal Points and NGOs

6. What good practice examples are there of effective gender-mainstreaming in your country (even if in different sectors)? Why have they been effective? Please provide full details

ANNEX F – COMMENTS ON THE SADC REGIONAL RESILIENCE FRAMEWORK

Compiled by the World Bank and Cowater Sogema team tasked with mainstreaming gender into DRR in SADC (14th July 2019)

Overall

We are very happy to see the creation of a resilience framework for the SADC region. This seems to reflect a shift in focus in the region from disaster risk management (cf the SADC Disaster Risk Management Strategy 2001) to disaster risk reduction (cf the SADC Disaster Risk Reduction Strategic Plan and Plan of Action 2018-30-draft) and now more proactive resilience building. Reflecting our current role as the team tasked with mainstreaming gender into SADC's approach to disaster risk reduction, our comments here focus particularly on suggesting ways to strengthen reference to gender and inclusion. Addressing gender inequality and its structural causes will be essential to create resilience in southern Africa.

We commend the team for recognising the importance of gender in the conceptual framework that underpins the framework, and for referring to gender in a number of the six identified priority areas. In the conceptual framework gender is recognised as a cross-cutting issue in areas of capacity and resilience integration, and inclusive ability is one of the secondary abilities specified as a characteristic of a resilient system. Similarly, resilience priority D highlights the need for human development and special programmes, including health, gender and labour.

Strengthening reference to gender and inclusion reflects international and continental practice, whereby gender is integrated into the Sendai Framework for Disaster Risk Reduction, gender equality is embodied within one of the Sustainable Development Goals, there is a Gender Action Plan to the United Nations Framework Convention on Climate Change, and achieving gender equality and women's empowerment is recognised as a critical success factor for realising Agenda 2063 of the African Union and gender is also cross-cutting in the Regional Indicative Strategic Development Plan.

Gender is a cross-cutting issue and, in an ideal world, would automatically be reflected across all priorities without having to be explicitly referenced. As we are currently living in a situation of gender inequality resulting from patriarchal systems, there is often a need to redress past gender imbalances which typically means a focus on women. This is despite the fact that gender itself is broader, and is defined in the SADC draft Protocol on Gender and Development, means the roles, duties and responsibilities which are culturally or socially ascribed to women, men, girls and boys). In addition to making explicit reference to include women (to be gender-sensitive), there is also a need to challenge the dominant ideologies and practices which give rise to the situations of gender inequality in the first place (to be gender-responsive). In practice this means applying a gender lens to the problem analysis to ensure that the strategies and actions reflect the needs of men and women, thereby addressing strategic needs and contributing to a system of equality, as opposed to just explicitly adding explicit recognition to women's inclusion in priorities that may have been designed with a patriarchal lens. Since the application of a gender lens is still relatively nascent, there is also need to be more explicit about the ways in which priorities and strategies are gender-responsive and contribute to overturning the systems that create inequality, as well as to be more explicit about where women's inclusion is required to redress past imbalances.

Deepening the social differences that need to be addressed to attain resilience

In-keeping with the literature, the framework defines resilience as a property of "a system", recognising "the capacity of *the system* to experience a disturbance or change and still retain its basic function, structure and identity; the ability to self-organise; and the ability to increase its capacity to learn and adapt" (emphasis added). The risk with this is that looking at "the system" as a whole can overlook the social differences within a system, and the ways in which changes tends to create winners and losers which – if not explicitly addressed – is likely to reinforce existing power imbalances and therefore be manifest in reinforcement of gender inequality.

The author team recognises, for example, that "For the SADC region to fully understand the many facets and intricate details which constitute resilience we need to understand where people find themselves (willingly or unwillingly) and how they relate across time, space, social and geographical scales (p7)" and "We need to find new and innovative ways to ensure resilient individuals, communities, cities, and regions which will ultimately

lead to resilient Member States.” (p13). Both these are examples of places where, given patriarchal systems and existing gender inequality – there could be stronger reference to differences between people in terms of gender (as well as other social identifiers). Section 3 on collective responsibility for resilience highlights that “most discussion on resilience aims to answer the questions: Resilience to what? and, resilience of what? (Carpenter et al 2001)” – but another key question is resilience of whom – bearing in mind that, without explicit consideration to this question, this will reinforce existing power relations.

In the same vein, section 4 (resilience context of SADC-p19) recognises some of the key characteristics of the SADC region in terms of a growing, urbanising and youthful population. Here is another opportunity where it is important to highlight that, unless it is equitable, economic growth provides opportunities but is also typically unevenly spread. On p20 there is the statement “Population, urban and economic growth provides opportunities but can also have negative feedbacks/consequences which can reduce the resilience built over the years” and the same section also states that “With more development comes more vulnerabilities, especially if this development is haphazard (i.e. not aligned with SADC and national development planning) and not sustainable” (p20). Explicitly highlighting the gender differences and inequality here is important. The AU’s gender scorecards already highlight gender inequality across SADC Member States and the imperative for equitable sustainable development is essential since inequality is also a root cause of the vulnerability that the resilience framework is trying to address.

Priority areas and strategies

Within the seven priority areas, gender is either hinted at (for example through reference to equity) or explicitly mentioned to varying degrees in most of these, as outlined below. However, even if there is mention in the priority areas and strategies to achieve each priority, it is barely mentioned in the action plan. Given the existing inequality which needs to be addressed, explicit reference within actions, and ideally the use of sex-disaggregated indicators (as mandated in the Sendai Framework for Disaster Risk Reduction) is a useful measure to ensure that a gender lens is applied and the evidence is available to monitor progress towards gender equality.

1. Integrated and informed decision-making

This priority area does mention equity as being important, “The structures and processes by which societies share power, shapes individual and collective actions (governance), are of importance for resilience” (p25).

Within the plan there is mention for the need for community participation – this is one area where a gender lens should be applied to ensure equitable and inclusive community participation that does not merely reflect existing power imbalances.

2. Social and human protection and mobility

This priority area highlights the need for inclusive social safety nets and to empower women and youth. As in priority area one, the action plan highlights the need to “place communities at the centre of planning and programming” and, as in priority one, this should explicitly recognise the need to ensure inclusive participation so as not to reinforce existing power imbalances.

In addition, social and human protection and mobility is one priority area where addressing women’s practical needs is important (i.e. those that reflect the behaviours and norms that they have been socially prescribed) but there is also scope to be gender-responsive and address their strategic needs that challenges the root causes of inequality – i.e. challenging the social prescriptions that women should have responsibility for reproductive home-based tasks and have limited mobility.

3. Food and nutrition security

This priority area highlights the need to “Enhance social justice by tackling its underlying social and political causes – such as exclusion and marginalisation based on gender, economic status and age” and recognises need for specific focus on women. It therefore has significant potential to be gender-responsive. However, the actions are currently lacking detail on how to achieve this. To give an example, there is one that highlights the importance of “multi-hazard early warning systems”. Recognising how socially prescribed gender norms affect vulnerability to hazard exposure, and also

determine access to information and opportunities for response, could be explicitly recognised in such an action area in order to contribute to be gender sensitive.

4. Robust and connection infrastructure

There is currently no mention of gender within this priority, although there is mention of the need to be inclusive within the strategies. However, access to infrastructure is currently highly gendered and lack of access to infrastructure is a major impediment to achieving gender equality. The action plan highlights, for example, the need to “develop quality, reliable, sustainable and climate- and disaster-resilient infrastructure”. The mention of “inclusion” here could be made more explicit to recognise the gender dimensions of how this should currently be designed to reflect men’s and women’s different needs.

5. Sustainable urban centres

There is currently no mention of gender within this priority, but there is the potential to include reference to gender-sensitive urban design, in the immediate term respecting the practical needs of women.

6. Natural resources management and the protection of biodiversity and conservation.

There is currently no mention of gender within this priority. However, there is a strategy that highlights the need to “strengthen the capacity of communities, civil society and government in sustainably managing natural resources”. As outlined above, when mentioning communities a gender lens should be applied to ensure equitable and inclusive community participation that does not merely reflect existing power imbalances.

7. Understanding risks including climate change

There is currently no mention of gender within this priority but this is an oversight given how integral gender and inequality are to the manifestation of vulnerability and risk, the reduction of which is central to the framework. Among the actions where this gender lens could be explicit are “ensure the implementation of Priority 2 of the SADC Strategic DRR Plan (2018-2030) (Priority 2: Improve understanding, identification and assessment of disaster risks through multi-hazard risk analysis and strengthening of early warning systems at regional and national levels.); critically reflect on the systematic current and future nature of risk in SADC, moving away from a hazard-by-hazard perspective; and develop a Regional and National Risk Assessment Frameworks in line with the Global Risk Assessment Framework”.

For consideration

As outlined above, gender is a cross-cutting issue and, in an ideal world, would automatically be reflected across all priorities without having to be explicitly referenced. However, until analysis with a gender lens becomes the norm, or a situation of gender equality is achieved, there is also need to be more explicit about the ways in which priorities and strategies are gender-responsive and contribute to overturning the systems that create inequality, as well as to be more explicit about where women’s inclusion is required to redress past imbalances. Practically speaking, in addition to modifying wording to priorities and strategies and actions, including a box (or equivalent) to draw attention to this reality is one option. Such a box could reinforce how gender has been integrated but also highlight why there is a need to be explicit, and how particular mention has been made to targeting women to address past inequalities.

ANNEX G – MEETING MINUTES

G.1 SADC Gender and DRM Workshop, 12th June, 2019

Overview of Workshop

Overall aim:

To undertake consultations within SADC in order to devise a workplan for supporting the development of a Gender Strategy and Action Plan (GSAP) for DRM (thereafter decided to be a GRDRR SAP – but referred to here as ‘GSAP’ as in the meeting documentation).

Objectives:

1. Building relationships with SADC focal points

- Meeting relevant DRM and Gender focal points, and any other staff relevant to resilience and climate change adaptation.

2. Obtaining relevant materials

- Gathering additional relevant policies, strategies and plans relating to DRM and Gender (in particular to get updates on any that are in development but otherwise not yet publicly available – in order to ensure consistency with, and build on them, in the GSAP).
- Gathering any relevant background reports (e.g. on gender analysis, DRM approaches) that may have been undertaken at the regional or country level.

3. Investigating approaches to gender mainstreaming

- Determining SADC’s approaches to gender in terms of definition, how SADC operationalises AU strategies and plans, and how the institution addresses gender mainstreaming within its own operations and external activities.

4. Obtaining comments on the draft Gender Strategy and Action Plan structure

- Discussing the draft structure and potential complementarities with other relevant policies, strategies and plans.

5. Developing a stakeholder engagement plan

- Determining relevant stakeholders for wider consultation in the process of developing the draft Gender Strategies and Action Plans (e.g. national focal points for DRM and Gender, relevant regional, national and sub-national bodies in the government and non-government sectors; discuss ideas for community level consultation).
- Determining where there are any institutions or coordinating groups with whom we can work, and identifying how we should work with them (e.g. Emergency and Resilience Technical Working Group and UN OCHA-coordinated regional clusters).
- Determining a plan for engaging with stakeholders (e.g. SADC have a liaison officer through whom contacts with governments should be made).

6. Timing of activities (consultations and outputs)

- Identifying any forthcoming events that may present good opportunities for efficient consultation, e.g. where a number of relevant stakeholders from across the region may be present in the same place at the same time, (e.g. Southern African Regional Climate Outlook Forum (SARCOF), Regional Disaster Preparedness Planning Workshop, Regional Vulnerability Assessment Committee workshop).
- Determining dates for the submission of the first draft of the Gender Strategy and Action Plan, and the final validation workshop

Attendees:

World Bank/CowaterSogema team

- Prashant Singh (prashant@worldbank.org)
- Emily Brearley (ebrearley@worldbank.org)
- Carl Dingel (cdingel@worldbank.org)
- Katharine Vincent (katharine@kulima.com)

SADC

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- Kealaboga Kelly Damuza – Gender Unit (Gender-Based Violence (GBV) Officer) (kdamuza@sadc.int)
- Nina Naggea-Hussain – Finance (hnaggea-dussain@sadc.int)

Climate Services Centre (separate meeting)

- Mduduzi Sunshine Gamedzi – CSC (sgamedze@sadc.int)
- Prithviraj (Raj) Booneeady – CSC Director (pbooneeady@sadc.int)

Gender Assessment

- Gender was previously under the Social and Human Development Directorate, but is now an independent unit under, and reporting to the Executive Secretary. This provides it gravitas to influence other directorates.
- Gender Unit is small – there is a Senior Programme Officer and the Gender-Based Violence Officer, with a Mainstreaming Officer to be recruited.
- There is a **Gender Mainstreaming Toolkit** that was developed by the Gender Unit with the aim of supporting directorates. They are now looking to revise this and make it sector-specific, and possibly develop a standalone version for each sector.
- The commitment exists for gender mainstreaming – at least on paper (through the Blueprint and the **SADC Regional Indicative Strategic Development Plan (RISDP) 2005-2020**) – but the extent to which it happens varies. Overall, directorates are largely indifferent, but the Food, Agriculture and Natural Resources (FANR) directorate is relatively more advanced – particularly the Water sector, as is Security.
- Both the Gender and DRR Units have responsibility to mainstream their themes throughout activities, although both said they do not engage each other as much as they should. However, structures are in place – e.g. the Gender Unit is represented on the Regional Emergency and Resilience Technical Working Group (recently resurrected after the cyclones to coordinate response and with a view to keeping it going).
- There has been a recent review of several policies and they wanted gender inputs but – with limited staff – they were not able to engage as much as they would have liked.
- They are finalising a (consultant-led) report that takes stock of the extent of gender mainstreaming within member states and the Secretariat itself.
- They respect parity issues within staff representation etc. – and report on them in the annual Gender Monitor.
- In terms of gender mainstreaming, they have liaised with the policy programme that brings in projects and programmes to see if they can include a gender clause in a guideline they are developing that will be used as a checklist against which to screen potential projects. For donor-funded projects, the donor's gender requirements also apply.
- Entry points for gender include:
 - DRR
 - Regional Vulnerability Assessment and Analysis (RVAA) programme (see below)
 - Social protection issues and the promotion of safety nets.

Policies, Strategies and Plans

- **SADC Disaster Preparedness and Response Strategy** adopted in 2017 (mainly relates to the RVAA programme and annual preparedness).
- **SADC DRR Strategy** (under which the Disaster Preparedness and Response Strategy sits – and where our GSAP will sit) has been drafted (by consultant Dewald van Niekerk) and undergone a country consultation process. The DRR Strategy is now back with the DRR Unit prior to presentation to the technical committee. The SADC DRR Unit agreed that integrating gender into this strategy is preferable to developing

a separate GSAP that would sit under it. Our consultations will thus complement and build on those already conducted with Member States to develop the Strategic Plan and Plan of Action.

- They are developing a **Resilience Framework** which will better integrate DRR, CCA, RVAA etc. – the draft is currently being revised by consultants and is due to be returned next week – this is being led by Regional Inter Agency Coordination Support Office (RIACSO) and funded by FAO.
- **SADC Gender and Development Protocol**
- **Sexual and Reproductive Health and Rights Strategy**, 2018
- **Gender-Based Violence Strategy**
- **Workplace Gender Policy**

Other Relevant Programmes

Regional Vulnerability Assessment and Analysis (RVAA) programme

RVAA has donor funding committed by DFID and Swiss until 2021. The programme is currently working on two components:

- Capacity development on the integration of HIV and Gender through guidelines;
- Institutionalisation to ensure post-donor sustainability (there are different levels of progress with this: Botswana is fully institutionalised; Zimbabwe is in the sense that it seeks its own donor funds and has capacity to carry out its own assessments). The idea will be that each country can then take turns to lead technical papers that inform the frameworks.

Some RVAA countries collect gender data but not all know how to use it – so the GSAP could include a component on how to do this.

There are RVAA workshops planned in Namibia; one is scheduled July 1-5 and another one on communications and advocacy will be held later in the month of July.

Climate Services Centre (CSC)

Currently CSC offers seasonal forecasts and regional warnings (e.g. for drought). CSC is laying the groundwork to get into impact-based forecasting and looking to extend their activities to weather and water. A separate meeting on Friday 14th June, 2019 highlighted that national DRR focal points in member states are included (alongside national meteorological agencies) as the direct recipients of information from CSC.

Stakeholders

The CowaterSogema/World Bank team were advised by the SADC DRR Unit and other participating representatives to consult with the following stakeholders, as divided into government, non-government/UN agencies, academia, media, private sector and community level. For government gender and DRR focal points the Gender Unit and DRR Unit respectively will provide an official introduction for which the team will draft them a potential email to send. For other stakeholders the team were invited to add to the list through our own contacts and then share that final list, together with a draft of the email to be used to approach them, and then keep the DRR Unit in copy in communications. Recognising the limitations of budget, it was agreed that the CowaterSogema/World Bank team will draw upon their own networks to undertake consultations at community level in order to ensure representation of normally marginalised groups.

The consultant responsible for drafting the DRR Strategic Plan and Plan of Action 2018-30 has shared with the CowaterSogema/World Bank team the list of individuals consulted for the development of that strategy.

Government

- On the DRM side, each Member State has a named DRR representative (all of whom were already consulted for the DRR Strategy). In addition, each country has clusters – usually coordinated by OCHA but chaired by a government representative – with different themes that bring together relevant stakeholders. The social protection cluster includes gender (others include food security, WASH etc.).
- On the gender side, there are gender focal points in each country – the Parliamentary Secretaries and Directors. Directors can be used as an entry point.

Non-government and donors/international organisations

- Gender Alliance – GenderLinks is the lead organisation
- Red Cross
- RIACSO: is a good entry point at the regional level (looking at the membership of UN agencies, INGOs etc.) who can, in turn, provide country contacts
- GIZ
- UNDP
- UNFPA

Academia

- Use existing networks through World Bank (e.g. DIMSUR, PERIPERI-U; Northwest University, Stellenbosch University, University of Botswana) as SADC is amenable to our suggestions.

Media

- eNCA South African news channel

Private sector

- Confirm entity that distributed ‘dignity kits’ during recent disaster response and provide some relevant manufacturers, which includes sanitary products
- Insurance companies
- Cooperatives

Community level

- SADC is amenable for CowaterSogema to use our own contacts and work through national NGOs to gain access and sample from across the region.

Consultation Timeline

- Presentation and consultation at DRR focal point workshop, 26-28th June, Windhoek
- RVAA meetings in Namibia 1st-5th July and later in July
- July – lessons learned with member states on disaster response in each of the three affected countries (Malawi, Mozambique, Zimbabwe) – could include an element on gender analysis of data
- Validation can take place on the cusp of the Annual Regional Disaster Preparedness Workshop, which is likely to be in Tanzania (since they are taking over the presidency of SADC at next rotation).

Key Takeaways

- The development of the SADC GSAP will follow SADC leadership. As such, our team will work with SADC to mainstream gender into the draft DRR Strategy to design a gender-responsive DRR strategy; includes a focus on realistically ambitious action items.
- Use consultation period to get inputs on tangible actions and seek examples of good practice in gender-responsive DRM.
- Focus on a short, but realistic, list of tangible actions that are illustrated with “how to” examples from across the region

G.2. Summary of SADC DRR Meeting 26-28 June, Windhoek

The SADC DRR Unit invited our team to participate in their SADC DRR Focal Points workshop held between 26th-28th June held in Windhoek, Namibia and present plans to integrate gender into the Disaster Risk Reduction Strategic Plan and Plan of Action 2018-30. The DRR focal points appreciated the importance of designing a concise and well-illustrated plan of tangible actions, and highlighted the importance of defining what is meant by gender. Consultations also provided insights into the role of a SADC strategy, highlighting the need for a guiding document that provides guidance to translate between international and national levels, coordination, and support for cross-border issues.

Attendees

DRR focal points from SADC member states, SADC representatives (DRR Unit, RVAA programme, FANR directorate), NGOs (Oxfam, JAM International), UN agencies (UNHCR-Geneva, IOM), AU (briefly) and invited presenters (Oxfam, Northwest University, CowaterSogema, IUCN)

Notes on Proceedings

Presentation of the consultancy to mainstream gender into DRR through creating the gender-responsive DRR Strategic Plan and Plan of Action 2018-30

Questions/comments from participations:

- How are we defining gender? Clarified that, as a SADC strategy, we must use the SADC definition, but that we will address this issue and be explicit in the strategy by clarifying what is meant by gender
- Also questions about whether we actually mean women and, if we do, the implicit assumption being that we shouldn't (with mention of the vulnerability of boys and men in Lesotho).
- On designing the consultation – traditional leaders play a key role in shaping norms and behaviours at the local level. At a minimum, tradition leaders need to be onside as to the importance of gender-responsive approaches. Likewise, the point of establishing buy-in from men in decision-making roles was raised so they do not resist gender mainstreaming.
- Bear in mind the importance of allowing local women to define the gender lens (later elaborated in discussion with PhD student Sizwile Khoza who formerly worked on gender in NGOs, and said that through her research she realised that many international gender frameworks are ignorant of local realities).
- Vulnerability is socially constructed so we must be aware that we can create vulnerability through the way we construct gender roles.
- It is not enough to be cognisant of practical gender needs – but there is also a need to look at the structural causes of gender inequality.
- Consider the role of the SADC gender barometer – provides standard indicators and a source of “friendly competition” between countries.
- Consider the likes of the RVAA programme, where the VACs collect sex-disaggregated data and are also mandated to include climate change.
- Feedback from my presentation – 95% think gender mainstreaming is important, only about 5 hands went up when I asked if they knew how to do it. One representative stated that she knows what to do for DRR, but not for gender-if she did she could plan it, budget for it, and do it. Problem is that no one can say what this is –even ministries of gender. She asked me to send her some checklists. She stated that the team should be aiming to develop or a minimum standard scorecard type tool.
- Limited availability of data -one representative from Oxfam Southern Africa stated that they can only obtain data from projects, but there is no baseline from which to plan and work – and this realisation happens time and time again.

Good practice examples:

- Zambia's Climate Change and Gender Action Plan
- Mozambique's Gender and DRR Action Plan and Gender and Climate Change Action Plan (they even have a gender unit in their education unit of MITADER)
- Seychelles-improved DRR significantly since the 2004 tsunami
- Comores-gave some examples of women's proactive role in disaster resilience
- Someone queried how we could have good practice examples without being clear on the definition of gender (importance of defining gender in the document and potentially explaining the ways in which gender is (implicitly) defined in gender mainstreaming examples)

Validation of the RIASCO-coordinated SADC Regional Resilience Framework

The validation of this regional framework centred on a presentation followed by small groups looking at each of the 7 priorities to propose changes to the wording of strategies and action. There was broad consensus that the conceptual framework is fine and appropriate for national and sub-national application – with the recognition of the need to contextualise and improve the communication to make it less technical. There was some discussion on what a framework should be – with consensus that it is a template/basic guiding document that

you then use as suggested to develop your own. The CowaterSogema/World Bank team was invited by the consultant to provide specific comments on how to better integrate gender into the framework.

Key themes arising from the meeting that are relevant to development of a GRDRR Strategic Plan and Plan of Action 2018-30

- There are significant barriers to disaster risk reduction
 - Illustrated by the focus on annual contingency planning and preparedness and the reluctance to obtain funding for longer term disaster risk reduction.
 - Role of competing mandates – unless there is a hazard, national disaster management agencies are often incapacitated. In many cases, vulnerability reduction is the responsibility of sectors – disaster management only kicks in ex-post.
- There is no one example of a comprehensive and effective early warning system
 - Often an early warning SERVICE is mistaken as an early warning SYSTEM. Many countries have not yet assessed or evaluated the effectiveness and efficiency of their warning systems and the clarity of the messages conveyed (the Zimbabwe experience with the 2019 tropical cyclones showed that the messages were there – but knowing what to do with the messages was missing).
- Response plans have often not been tested for effectiveness, and some need to be updated.
 - Based on the World Bank-funded research project, the better systems are in Botswana, eSwatini, Lesotho, Mauritius, Seychelles (Mauritius and Seychelles have hazards, protocols and colour codes but adoption is not great in Seychelles)
 - Competing mandates are a problem-many national disaster management institutions adopt government operational protocols and in the process are unable to act decisively in times of emergencies due to political influence; and the relative roles of met agencies and national disaster management agencies-and who gets to put out warnings-can create delays and confusion
 - There is a need to incorporate scientific and indigenous knowledge – because the latter has more legitimacy at the local level
 - Funding and implementation – even with all the funding the capacity to implement is not necessarily there
 - There are risk assessments available for Angola, Botswana, eSwatini, Lesotho, Mauritius, Tanzania and Zambia – but they do not necessarily go to the local level.

General reflections as relevant to the GSAP

The role of a SADC strategy

In introducing the meeting, Sibongile Mavimbela (Environment and Climate Change Programme Officer at SADC) stated that the aim of the Climate Change Strategy and Action Plan is “to provide a broad outline for harmonised and coordinated regional actions and response” – good insight into the purpose of regional strategies.

The representative from eSwatini stated that a good regional framework supports the national process – and that global, continental and regional strategies are meant to “orient thinking and provide latitude so that member states can up with their aim”

The role that member states see that SADC should play

- Coordination
- Supporting capacity building
- Knowledge exchange and capturing lessons learned
- Addressing cross-border issues that cannot be addressed by member states individually

- NOT implementation, which can only be done by member states (unless its implementing a cross-border initiative)
- Providing the link between the international and the national (including using member state good practice to inform regional approaches)
- Provide guidance and add gravitas – rep from Zambia said that messages carry more weight when they comes from SADC-so it backs up national initiatives and advocacy within government
- Note SADC DRR Unit said they want leadership from member states on what they want – as nothing is done without their say so.

What our strategy and action plan should look like

- Should only have timeframes within strategy lifespan
- Short and concise is critical (hence the importance of a one pager)
- More information needed on the “how” – in particular, mechanisms to cascade regional to national level; setting targets to monitor progress; what gender-mainstreamed DRR would look like at different levels
- Scope for goals, and then a strategy to meet goals (many “strategies” are so lofty that they are actually goals)
- Implementation structure is important – particularly to ensure accessibility to sub-national level (including how it would be funded, and by whom, and embedded in what structures?)
- Linking across related SADC programmes/initiatives (the environment/climate change focal points were meeting at the same time; the RVAA programme was apparently a joint convenor of the workshops)

G.3 Summary of PDNA Training, Pretoria, 23-27th September 2019

Katharine Vincent (attended 1.5 days out of 5)

Background to the event

With several countries in southern Africa having conducted Post Disaster Needs Assessments in recent years, the SADC DRR Unit arranged for training for DRR and Ministry of Finance representatives from member states to take place in Pretoria from 23-27th September. The training workshop was led by Nadia Islam (Resilient Recovery team and team lead for the PDNA DRF roll out program), Asha Kambon (University of the West Indies/World Bank) and Samuel Akera (UNDP Regional Centre, Nairobi).

In her introduction, Sithembiso Gina noted that at the last SADC Summit there were 9 disaster-related sessions (compared to 2 or 3 in previous years) – emphasising recognition of disaster occurrence and the negative role they play in the region’s development. In the 2018-19 season 10 cyclones occurred in the Indian Ocean and only 4 made landfall on continental Africa – the implications are significant if this number were to increase. The aim of the training was to develop a cadre of people in the region able to undertake PDNA.

Cross-cutting in plenary – Nadia said they introduce it like that before going into working groups so that it should be at the forefront of everyone’s mind.

Background to Post Disaster Needs Assessment

PDNA is a product of the UN, WB and EU tripartite alliance that has been operational since 2008 – although previous incarnations date back even further.

To date over 70 PDNAs have been conducted around the world, when requested by governments. The aim is to assess the effects of a disaster and develop a recovery strategy to build back better; then learn how an organised effect ex ante allows more effective response (Disaster Recovery Framework).

PDNA analyses the gap between the pre- and post-disaster scenarios – and assesses impacts at macro (GDP, employment, balance of trade), micro (micro activities), human (access to health, education and other services) and household levels. It is conducted at the request of a government and takes place overlapping with the humanitarian response (which takes place in the 3-6 weeks following a disaster).

The PDNA process involves 5 steps:

- Baseline context
- Disaster effect (results of the event, which are estimated then enumerated)
 - There are 4 dimensions:
 - infrastructure and assets (relevant to every sector)
 - production of goods and services
 - governance processes
 - increased risks (e.g. temporary infrastructure measures – need to know the costs of those to include them)
- Disaster impact (consequences of the event)
- Recovery needs (like an action plan)
- Recovery strategy, which is then implemented through the Disaster Recovery Framework (DRF).

The outputs of the process are 4 items:

- assessment report
- recovery strategy
- basis for resource mobilisation
- outline for implementation of DRF

Since it is essentially a gap analysis, a lot of the PDNA is contingent upon having a baseline context and data to describe that context. That is used to determine damage (e.g. tangible effects on physical infrastructure, whether partial or total) and loss (in terms of financial flows of disruption to goods and services and increased risks and vulnerabilities).

The realities of data (un)availability in Africa mean that many proxies have to be used – and it has to be government approved data, so is not politically neutral. Everything is quantified, so although there is more of a social dimension than in previous incarnations, it is still highly quantitative. Where quantitative baseline data does not exist – as is often the case for environment (e.g. how many nesting birds in this area have been displaced) – then effects have to be mentioned in qualitative terms.

All post-disaster data has to be verified (based on consultation findings, this is rarely sex-disaggregated even when countries have policies in place that directs that it should be). Since the costs of building back better may be more, replacement costs are used for damages and then the build back better costs are added into the recovery section.

The aim is on the public sector and community level as the private sector are assumed to be insured. However, government may take action to subsidise, e.g. reduce tariffs on imports to rebuild, or fill the gap (e.g. in the Caribbean governments often provide incentives to get hotels back in operation to avoid the employment losses that may otherwise be incurred whilst companies await insurance pay-outs etc.).

Recognising gender differences in the baseline are essential otherwise the gender differences in effects are masked in the assessment and the resulting DRF. If there are comprehensive risk assessments this would act as a good baseline – but they regularly do not exist.

PDNAs focus on 3 sectors:

- productive (agriculture, commerce, industry, tourism)
- social (housing, education, health, culture)
- infrastructure (water and sanitation etc.)

There are then a number of cross-cutting issues, of which gender is one. UN agencies each take a different role (gender is UN women).

During the training, the cross-cutting issues were highlighted prior to splitting the group into three, each one tackling one sector (agriculture for production; housing for social; WASH for infrastructure).

There is also guidance available online for each of the cross-cutting issues, including gender (https://www.undp.org/content/dam/undp/library/Climate%20and%20Disaster%20Resilience/PDNA/Volume%20B/English/PDNA_Gender_FINAL.pdf)

Ideally, every team should have technical capacity and should conduct inclusive consultation. The results of cross-cutting issues are intended to be mainstreamed into the PDNA and the DRF, and there is also supposed to be a separate section for each cross-cutting issue in the report. All the processes are there on paper but the reality of data availability, the rapidity of the situation etc. means that, in reality, it is highly possible that these are overlooked and only addressed in a cursory manor (e.g. there has to be a separate section for each cross-

cutting issue in the report, but the quality of it may be variable; and the extent of mainstreaming would be contingent upon data availability).

PDNA on Line links to UNDP and partners' Websites

UNDP's TDC:

You can access the PDNA on line course in English, Spanish and French via the [UNDP Talent Development Centre](https://unatlas.learn.taleo.net/learncenter.asp?page=1&id=178410&sessionId=3-3969A6CA-8854-4A72-959E-3CB51C9A2814) <https://unatlas.learn.taleo.net/learncenter.asp?page=1&id=178410&sessionId=3-3969A6CA-8854-4A72-959E-3CB51C9A2814>

- **English** <https://unatlas.learn.taleo.net/learncenter.asp?id=%31%37%38%34%31%30&sessionId=3-22BB9DCD-7AAB-4889-9810-716373EC1CD7&page=125>
- **Spanish** <https://unatlas.learn.taleo.net/learncenter.asp?id=%31%37%38%34%31%30&sessionId=3-8ACB5598-4C0B-453A-8028-8CE7968BA872&page=126>
- **French** <https://unatlas.learn.taleo.net/learncenter.asp?id=%31%37%38%34%31%30&sessionId=3-8ACB5598-4C0B-453A-8028-8CE7968BA872&page=127>

WB's OLC links:

You can access the OLC through <https://olc.worldbank.org/>

- **English** <https://olc.worldbank.org/content/post-disaster-needs-assessment-pdna-online-training>
- **Spanish** <https://olc.worldbank.org/content/introducci%C3%B3n-al-pdna>
- **French** <https://olc.worldbank.org/content/introduction-%C3%A0-l%E2%80%99%C3%A9valuation-des-besoins-post-catastrophe-pdna>

UNICEF's AGORA links:

You can access the Global Learning Hub, AGORA via <https://agora.unicef.org/>

- **English** <https://agora.unicef.org/course/info.php?id=21745>
- **Spanish** <https://agora.unicef.org/course/info.php?id=22933>
- **French** <https://agora.unicef.org/course/info.php?id=22932>