



## **Southern African Development Community**

### **Gender-Responsive Disaster Risk Reduction Strategic Plan & Action Plan 2020-2030**

**“Prevent risk creation and reduce existing risks for  
women, men, girls and boys”**

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## Foreword

The SADC Gender Responsive Disaster Risk Reduction Strategy and Plan of Action: “*Prevent Risk Creation and Reduce Existing Risks for Women, Men, Girls and Boys*” 2020-2030 (GRDP) is designed to enhance regional capacities for gender-responsive disaster risk prevention, management and coordination in support of humanitarian assistance. It has been developed in coherence with the global sustainable development agenda, continental and regional initiatives. Of especial importance is the extensive stakeholder consultation work that has been conducted over the course of 2019, to ensure that key voices were heard within SADC Secretariat and Members States, as well as from the private sector, academia, civil society and multi-national organizations. Their insights have contributed greatly to this useful working document, as we formed ‘realistically ambitious’ goals for our region.

On a yearly basis, the SADC region experiences disasters emanating from natural hazards and climate extremes which cause significant loss of life and property, setting back economic and social development. It is my aspiration that the DRRSP will embed a comprehensive approach to the systematic implementation of risks measures into disaster preparedness, response and recovery actions; and, establish effective partnerships for DRR investments that reduce risks for women, men, girls and boys.

I take this opportunity to convey my sincere gratitude to the Member States for their input in the development of the strategy. I also take this opportunity to thank all the development partners, World Bank, RIASCO (UNDP, WFP, UNFPA, UNICEF and FAO UNOCHA), research institutions and academicians for the contributions in making the strategy a reality.

Dr Stergomena L. Tax

SADC Executive Secretary

## Abbreviations

AUC	African Union Commission
ARSDRR	African Regional Strategy for Disaster Risk Reduction and its Extended Plan of Action
BPfA	Beijing Platform for Action
CCA	Climate Change Adaptation
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CSC	Climate Service Centre
DES-RI	Deputy Executive Secretary: Regional Integration
DRR	Disaster Risk Management
DRR	Disaster Risk Reduction
DRRU	SADC Disaster Risk Reduction Unit
GBV	Gender-Based Violence
GCF	Green Climate Fund
GEF	Global Environment Facility
GEWE	(AU Strategy on) Gender Equality and Women's Empowerment
GNDR	Global Network of Civil Society Organisations for Disaster Reduction
GRDP	SADC Gender-Responsive Disaster Risk Reduction Strategic Plan 2018-2030
EWS	Early Warning System
HFA	Hyogo Framework for Action
ICPs	International Cooperating Partners
ICSU	International Council for Science
ISDR	International Strategy for Disaster Reduction
LDC	Least Developed Countries
MCO	Ministerial Committee of the Organ
NAPA	National Adaptation Plan of Action
NDMO	National Disaster Management Organisations
PoA	Plan of Action (of the SADC Gender-Responsive Disaster Risk Reduction Strategic Plan 2018-2030) (Annexure A to this Plan)
PRM	Peer Review Mechanism
RECs	Regional Economic Communities
RIDSP	Regional Indicative Development Strategic Programme (2015-2020)
SADC	South Africa Development Community
SARCOF	Southern African Regional Climate Outlook Forum
SDG	Sustainable Development Goals
SFDRR	Sendai Framework for Disaster Risk Reduction 2015-2030
SIPO	Strategic Indicative Plan for the Organ on Defence, Politics and Security
SRHR	Sexual and Reproductive Health and Rights
UNFCCC	United Nations Framework Convention on Climate Change

## Glossary of gender-related terms

Term	Definition
<b>Affirmative action</b>	A policy, programme or measure that seeks to redress past discrimination through active measures to ensure equal opportunity and positive outcomes in all spheres of life
<b>Discrimination</b>	Any distinction, exclusion or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise, by any person of human rights, and fundamental freedoms in the political, economic, social, cultural, civil or any other field
<b>Gender</b>	The roles, duties or responsibilities which are culturally or socially ascribed to women, men, girls and boys
<b>Equality</b>	State of being equal in terms of enjoyment of rights, treatment, quantity or value, access to opportunities and outcomes, including resources
<b>Gender equality</b>	Equal enjoyment of rights and the access to opportunities and outcomes, including resources, by women, men, girls and boys
<b>Gender equity</b>	The just and fair distribution of benefits, rewards and opportunities between women, men, girls and boys
<b>Gender mainstreaming</b>	The process of identifying gender gaps and making women's, men's, girls' and boys' concerns and experiences integral to the design, implementation and monitoring and evaluation of policies and programmes in all spheres so that they benefit equally
<b>Gender sensitive</b>	Acknowledging and taking into account the specific gender needs of both men and women at all levels of planning, implementation, monitoring and evaluation
<b>Sex</b>	The biological differences between females and males

Source: SADC Protocol on Gender and Development 2008

## Executive Summary

**On a yearly basis, the southern African region experiences disasters emanating from natural hazards and climate extremes.** This causes significant loss of life and property—the effects of which are socially differentiated reflecting gender norms—setting back economic and social development in the region. Disasters, many of which are increasing in frequency and intensity exacerbated by climate change, do not necessarily respect territorial boundaries, or may overwhelm the capacity of any one nation.

**The severity of the impacts of extreme and non-extreme weather and climate events depends strongly on the exposure to these events and the levels of vulnerability, which are socially differentiated.** Equitably reducing the risks and impacts of disasters, and promoting sustainable development for women, men, girls and boys; requires sustained, concerted and coordinated effort of a broad range of actors. In this regard, regional efforts to improve capacity for gender-responsive risk reduction are of critical importance. Regional institutions contribute towards the reduction of disaster risk through defining and shaping common regional level risk management, and advocacy of regional initiatives, development of national capacities and addressing transboundary risks in areas where multiple countries are frequently affected by the same type of hazard.

**It is in this context that the SADC Secretariat through the Disaster Risk Reduction Unit (DRRU) undertook to develop a Regional Gender-Responsive Disaster Risk Reduction Strategic Plan and Plan of Action 2020-2030 - “Prevent risk creation and reduce existing risk for women, men, girls and boys” (hereafter referred to as the GRDP)** to provide coordinated and harmonised actions to equitably reduce the risk and impacts of disasters in the region. The development of the GRDP, builds and draws on lessons from the implementation or lack thereof of the Strategic Plan for 2010 – 2015, and is undertaken towards the achievement of the objective “Enhanced Regional Capacity in Respect of Disaster Risk Reduction, Disaster Management and the Coordination and Support of Humanitarian Assistance”.

**The GRDP, takes into account international objectives** as set out in the Sendai Framework for Disaster Risk Reduction 2015 – 2030, the 2030 Agenda for Sustainable Development, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action (BPfA); as well as continental initiatives, such as Africa 2063, Community of Parties on Climate Change Agreements, and the African Union Commissions (AUC) Programme of Action (PoA) for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR) in Africa and the AU Gender Strategy. At the sub-regional level, the GRDP incorporates SADC’s Regional Indicative Strategic Development Plan (RISDP) 2015-2020 which recognizes the role of disaster risk reduction and the importance of gender equality in achieving sustainable human development.

**It is envisaged that the implementation of the GRDP will contribute to the substantial and equitable reduction of disaster risk and loss of life and livelihoods for women, men, girls and boys;** including through socio-economic, infrastructure and environmental as well as cultural and personal assets including businesses in southern Africa. An achievement of the equitable reduction in the risk and impacts of disasters in the region will require collective efforts by the SADC Secretariat and Members States, with support from the private sector, academia, civil society and donor organizations.

Figure 1: Summary of the Gender Responsive Disaster Risk Reduction Strategy Plan (GRDP)



**The GRDP is a ten-year road map designed to guide the SADC Secretariat and Member States on regional cooperation and integration to achieve gender-responsive disaster risk management.** It combines a number of critical elements: previous SADC iterations of disaster risk management reports; institutional arrangements; extensive stakeholder consultations; and, best practice strategies on gender mainstreaming. The GRDP is composed of two key components: i) a Strategy for DRR through 2030— inclusive of priority areas; financial resource mobilization strategies; and, monitoring and evaluation mechanisms; and ii) an Action Plan for the implementation of this strategy.

**Gender is expressly integrated into the region’s commitment to disaster risk reduction.** This is in-keeping with international, continental and regional commitments to gender equality. It is also in recognition of the evidence that disaster impacts show gender differences, reflecting the roles, duties or responsibilities which are culturally or socially ascribed to women, men, girls and boys. The GRDP enables equal opportunities for participation of women and men in decision-making processes, and mandates sex-disaggregated data to monitor the effects of initiatives on women, men, girls and boys in order to equitably reduce disaster risk.

**In the GRDP, SADC aims to go one step further, taking a gender-responsive approach that not only recognizes and works with gender differences but, in so doing, actively tries to address the root causes of inequality.** This often requires an equitable approach that is different for women, men, girls and boys, and positive discrimination and women’s empowerment to redress existing inequality. When gender-responsive attempts at DRR have been successful in reducing inequality and the inequity of benefits of risk reduction activities, future iterations of the GRDP will be able to take a more nuanced and intersectional approach to disaster risk reduction.

## 1. Regional Risk Profile

Reflecting a global trend, the incidence of extreme weather events and disasters in southern Africa has increased significantly since the mid-1990s.<sup>1</sup> 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°C*, the magnitude and frequency of extreme weather events will increase, in turn compounding existing levels of disaster risks.<sup>2</sup> 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.<sup>3</sup> 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.<sup>4</sup> According to the Post-Disaster Needs Assessment, the estimated costs of flood damage were 335 million USD whilst the recovery plan was estimated at 494 million USD, resulting in a reduction of 0.6% in annual GDP growth.<sup>5</sup>

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.

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.<sup>6</sup> Climate

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<sup>1</sup> CRED, 2007

<sup>2</sup> IPCC, 2007

<sup>3</sup> FAO, 2009

<sup>4</sup> Malawi Government, 2015. *Malawi Vulnerability Assessment Report*. Malawi Vulnerability Assessment Committee

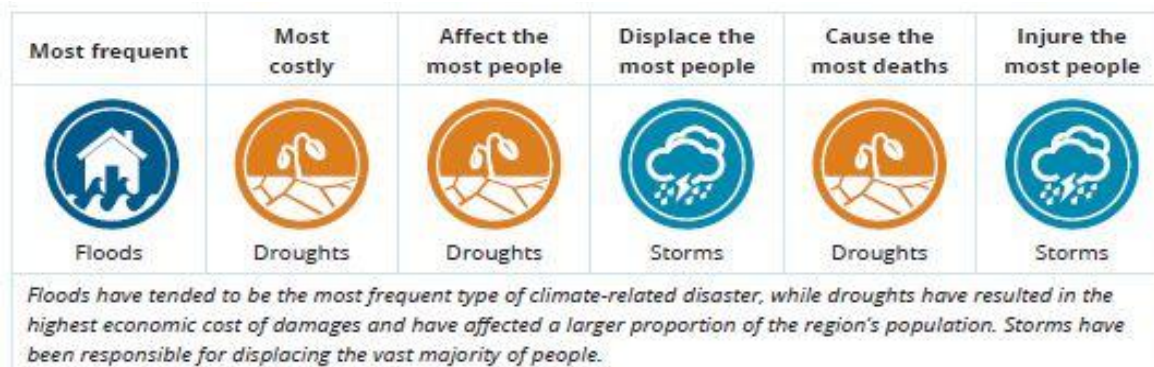
<sup>5</sup> Malawi Government, 2015. *Malawi 2015 Floods Post Disaster Needs Assessment Report*, 111p. Available from: <http://reliefweb.int/sites/reliefweb.int/files/resources/Malawi-2015-Floods-Post-Disaster-Needs-Assessment-Report.pdf>

<sup>6</sup> SADC Disaster Preparedness and Response Strategy and Fund 2016- 2030



events account for the largest percentage (67%) of natural disaster deaths.<sup>7</sup> In the past four decades (1980-2015), SADC experienced 491 recorded climate-disasters<sup>8</sup> (meteorological, hydrological, and climatological) that resulted in 110 978 deaths, left 2.47 million people homeless and affected an estimated 140 million people.<sup>9</sup>

Figure 2 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).<sup>10</sup>

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

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

### 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

<sup>7</sup> Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

<sup>8</sup> Climatological refers to droughts and wildfires, hydrological to floods and landslides, and meteorological to extreme temperatures and storms.

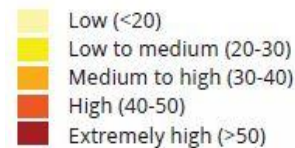
<sup>9</sup> (EM-DAT CRED, 2016).

<sup>10</sup> INFORM Report (2019). Shared evidence for managing crises and disasters Global Risk Index.

all member countries.<sup>11</sup> 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.<sup>12</sup> 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.<sup>13</sup> 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.<sup>14</sup> 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.

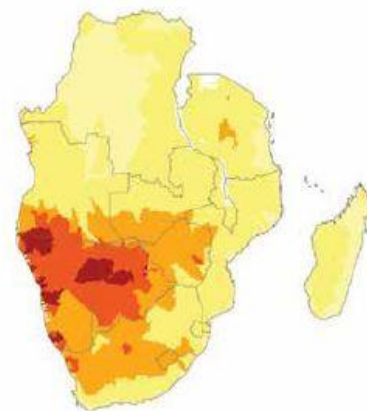


Figure 3 Drought Severity

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.<sup>15</sup> 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.<sup>16</sup> 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.

*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: Sheffields and Wood 2007*

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.<sup>17</sup> 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

<sup>11</sup> Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

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

<sup>13</sup> CIA (2019)

<sup>14</sup> African Statistical Yearbook (2019).

<sup>15</sup> NEPAD (2013). Agriculture in Africa: Transformation and Outlook

<sup>16</sup> FAO (2015). Gender and Land Statistics: Recent Developments in FAO's Gender and Land Rights Database.

<sup>17</sup> Ribeiro, N. Chauque, A. (2010) Gender and Climate Change: Mozambique Case Study.

dry spells associated with a strong El Niño. The occurrence of the El Niño 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.<sup>18</sup>

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.<sup>19</sup>

Originally most fires were caused by lightning, but today more than 90% of fires are lit by people, either deliberately or accidentally.<sup>20</sup> The occurrence of fires is closely linked with climate and increases in

<sup>18</sup> National Emergency Response, Mitigation and Adaptation Plan (2016-2022). NDMA. Swaziland.

<sup>19</sup> Climate Risk and Vulnerability: A Handbook for Southern Africa. Second Edition. (2017)

<sup>20</sup> Forsyth et al. 2010

temperature combined with an increase in dry spells may result in wildfires affecting larger areas, and fires of increased intensity and severity.<sup>21</sup> The frequency of high-fire danger days is projected to increase across southern Africa and is consistent with the increases in heat-wave days.<sup>22</sup>

## 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.<sup>23</sup>

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.<sup>24</sup> 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 diarrhoea. 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.

## Storms and Cyclones

### 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

<sup>21</sup> IPCC, 2012

<sup>22</sup> Engelbrecht et al. 2015

<sup>23</sup> IOM (2017). Spaces of vulnerability and areas prone to natural disaster and crisis in six SADC countries.

<sup>24</sup> IUCN (2017). Climate Change Gender Action Plan Zambia.



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.

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.<sup>25</sup> 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.<sup>26</sup>

#### 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.

#### 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, diarrhoea, 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, diarrhoea 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

<sup>25</sup> United Nations Economic Commission for Africa (UNECA), *Assessment Report on Mainstreaming and Implementing Disaster Risk Reduction in Southern Africa* (Addis Ababa, 2015).

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

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.<sup>27</sup>

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.<sup>28</sup>

## 1.2 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.<sup>29</sup>

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.<sup>30</sup> 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).<sup>31</sup> 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.<sup>32</sup> 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.<sup>33</sup>

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 DRR. 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

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<sup>27</sup> IPCC (2014)

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

<sup>29</sup> Gender Equality and UNDP. (April 2009). United Nations Development Programme.

<sup>30</sup> WB Gender and DRRF

<sup>31</sup> Women and children are 14 times more likely to die during a disaster (Peterson, 2007)

<sup>32</sup> GiWPS. (2015). Women and Climate Change: Impact and Agency in Human Rights, Security, and Economic Development.

<sup>33</sup> 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.

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.

## 2. International and Continental DRR Policy Initiatives to Date

The international community has increasingly paid attention and made commitments to enable disaster risk reduction, actions to address climate change, and the achievement of gender equality through the empowerment of all women and girls. Key global commitments include the Sendai framework for Disaster Risk Reduction; and, the Beijing Platform for Action (on Gender). These have been embraced by, and translated into the local context at the African Union: continent-specific policies such as the Africa Regional Strategy for Disaster Risk Reduction (ARSDRR), and the AU Strategy for Gender Equality and Women's Empowerment, enable RECs and Member States to transform commitments into concrete activities and programmes on the ground.

### 2.1 Global Research on Gender Responsive DRR

***“Countries that do not actively promote the full participation of women in education, politics, and the workforce will struggle more than most when it comes to reducing risk and adapting to climate change.”***

Margareta Wahlström, UN Secretary-General (SRSG) for Disaster Risk Reduction

***“Women are largely marginalized in the development of Disaster Risk Management policy and decision-making processes, and their voices go unheard.”<sup>34</sup>***

**Natural disasters affect women, men, girls, and boys differently due to gender inequalities caused by socioeconomic conditions, cultural beliefs, and traditional practices which have repeatedly put females at a disadvantage.**<sup>35</sup> Similarly, coping strategies also differ between men and women, and their participation in prevention, relief, recovery and reconstruction processes.<sup>36</sup> Women are typically more vulnerable than men to the effects of natural disasters and climate change. Research shows that in most crisis situations, women and children account for the majority of those affected (e.g., more than 75 percent of those displaced by natural disasters, and typically 70-80 percent of those needing assistance in emergency situations).<sup>37</sup> As a result, mortality rates in disasters are higher for women than for men, especially in those countries where women's economic and social rights are constrained. Some studies looking at both women and children have found that they are 14 times more likely than men to die in natural disasters.<sup>38</sup>

**Women have critical contributions to make towards disaster and climate risk management.** Although women may not hold positions of visible political leadership in significant numbers, they are nevertheless key to a society's social fabric and hence, its capacity for resilience. They shape behaviour and transmit culture and knowledge through kin and social networks, which are critical to risk prevention and response efforts.<sup>39</sup> Furthermore, women's leadership in civil society organizations can ensure their participation in more formal processes of DRR, response and recovery efforts.<sup>40</sup> Women's work matters across the economic spectrum, and must be counted in DRR efforts. Women often serve as teachers, nurses and social workers and as such are well-placed to assess community needs and implement disaster relief and recovery programs.<sup>41</sup> In rural

<sup>34</sup> UNISDR, UNDP and IUCN, Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines, 2009, p. 24.

<sup>35</sup> Eric Neumayer and Thomas Plümper, “The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981–2002,” *Annals of the Association of American Geographers*, vol. 97, issue. 3, 2007, pp. 551–566. Neumayer and Plümper analyzed disasters in 141 countries and found that in countries where women and men enjoyed equal rights, mortality rates for both sexes were equal.

<sup>36</sup> See for example: Elaine Enarsson, “Promoting Social Justice in Disaster Reconstruction: Guidelines for Gender-Sensitive and Community-Based Planning,” in K.R. Gupta, ed., *Urban Development Debates in the New Millennium* (New Delhi, India: Atlantic Publishers and Distributors, 2005), pp. 25-33, and World Bank, *Gender and Climate Change: Three Things You Should Know*, 2011, p. 7.

<sup>37</sup> These figures reflect the typical demographic percentage of populations in developing countries. Chew and Badras, “Caught in the Storm: The Impact of Natural Disasters on Women, Global Fund for Women,” 2005, p. 4, [www.globalfundforwomen.org/storage/images/stories/downloads/disaster-report.pdf](http://www.globalfundforwomen.org/storage/images/stories/downloads/disaster-report.pdf). Lorena Aguilar, *Climate Change and Disaster Mitigation*, International Union for Conservation of Nature, 2004.

<sup>38</sup> Ariana Araujo and Andrea Quesada-Aguilar, *Gender Equality and Adaptation*, International Union for Conservation of Nature, 2007, [www.gdnonline.org/resources/IUCN\\_FactsheetAdaptation.pdf](http://www.gdnonline.org/resources/IUCN_FactsheetAdaptation.pdf); UNDP, *Gender and Disasters*, October 2010. See also: Neumayer and Plümper, op. cit.; Oxfam, *The Tsunami's Impact on Women*, Briefing Note, 2005, <http://www.oxfam.org/en/policy/bn050326-tsunami-women>. However, men may be more likely to engage in risky behavior, owing to prevailing social norms, which may lead to higher male mortality rates, as in was observed in reactions to Hurricane Mitch. See for example: World Bank, “Hurricane Mitch: The gender effects of coping and crises,” *Poverty Reduction and Economic Management Notes*, August 2007, No. 57.

<sup>39</sup> Brookings 2012. *Brookings Institution: The Year of Recurring Disasters: A Review of Natural Disasters in 2012*: Ferris, Petz, Stark: Chapter 4: *DRR A Gender Sensitive Approach*.

<sup>40</sup> For example, research has found that women's groups played important roles in at least some peace processes even though women were not officially at the ‘negotiating table.’ See: Brookings-Bern Project on Internal Displacement, *Addressing Internal Displacement in Peace Processes, Peace Agreements and Peace-Building*, September 2007.

<sup>41</sup> Brookings 2012. *Brookings Institution: The Year of Recurring Disasters: A Review of Natural Disasters in 2012*: Ferris, Petz, Stark: Chapter 4: *DRR A Gender Sensitive Approach*.



areas women play a critical role in agricultural and pastoral livelihoods, often bearing significant responsibility for managing productive resources such as land, water, livestock, biodiversity, fodder, fuel, and food. They also contribute work and energy towards income generation and carry out a disproportional amount of daily labour in household and community spheres.<sup>42</sup>

**Significant evidence demonstrates that women are powerful agents of change during and after disasters. However, the challenge lies in translating policy into effective practice.** “A lot of actual work is being done by women, but not integrated into policies and the decision-making process. It’s a challenge for women to be visible.” (Former Governor of Chiba Prefecture in Japan, Akiko Domoto).<sup>43</sup> This gap is evident around the world. According to a 2009 Huairou Commission survey, women’s civil society organizations active in DRR in Latin America, the Caribbean, Asia, Africa, and the Middle East and North Africa region felt excluded from national emergency preparedness and other disaster risk reduction programs.<sup>44</sup> Similarly, in terms of climate change negotiations, processes and institutions, the trend is a lack of women’s formal participation, despite significant local-level engagement.<sup>45</sup>

## 2.2 Global Approaches to Mainstreaming Gender in DRR

*The strength of post-disaster recovery lies with how well it responds to the needs of both women and men. Recovery has the potential to transform unequal power relations that contribute to gender-differentiated vulnerabilities as it provides a “window of opportunity” to promote gender equality. However, it is important to be aware that attempts at promoting women’s empowerment may face a backlash as resistance to change norms can entrench those norms even further.*

### WB GFDRR Gender Strategy

There is broad recognition that gains in disaster and climate risk management are predicated on effectively addressing underlying gender inequities, and that disasters can open up opportunities to improve pre-disaster gender and other inequities.<sup>46</sup> Much progress has since been made to mainstream gender in disaster risk reduction/management (DRR/DRR) policies and programs, particularly since 2001, due to the engagement of UNDP, UNISDR and other UN agencies, international financial organizations and regional and civil society organizations.<sup>47</sup> Gender is a cross-cutting principle of the Hyogo Framework for Action 2000-2015: on Building Resilience of Nations and Communities to Disaster, which states that: “A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management and education and training.” In addition, the Beijing Agenda for Global Action on Gender-Sensitive Disaster Risk Reduction (2009), adopted following the 23rd special session of the General Assembly, entitled “*Women 2000: Gender equality, development and peace for the twenty-first century*,” calls for gender-sensitive approaches to disaster prevention, mitigation and recovery strategies and natural disaster assistance.<sup>48</sup>

Gender mainstreaming in DRR requires the integration of gender-specific approaches into DRR frameworks and policies. This process can benefit from the wealth of research that has been conducted to better understand the gender-disaggregated impacts of slow and sudden-onset disasters. The impacts of climate change, and global economic forces are somewhat easier to map: for example, it has been shown that when rural men migrate to cities because their livelihoods are threatened by the effects of climate change, rural women left behind often face increased risks.<sup>49</sup> Climate change impacts can also result in water scarcity, which increases the burdens put on women and children who are mainly responsible for collecting water in many

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<sup>42</sup> Christian Nellemann et al., (eds.), *Women at the Frontline of Climate Change: Gender Risks and Hopes. A Rapid Response Assessment*, United Nations Environment Programme, GRID-Arendal, 2011, p. 29, [www.unep.org](http://www.unep.org)

<sup>43</sup> UN International Strategy for Disaster Reduction, “Japanese experts call for gender equality,” 2012.

<sup>44</sup> Huairou Commission (HC), “Women’s Views from the Frontline,” 2009.

<sup>45</sup> Christine Haigh and Bernadette Vallely, *Gender and the Climate Change Agenda: The impacts of climate change on women and public policy*, Women’s Environmental Network, 2010; Christian Nellemann et al., (eds), *Women at the Frontline of Climate Change: Gender Risks and Hopes. A Rapid Response Assessment*, 2011, pp. 31-33; *Streamlining Climate Change and Gender: Gender Equality*, Climate Caucus, accessed 7 March 2013.

<sup>46</sup> UNISDR, *The Disaster Risk Reduction Process: A Gender Perspective. A Contribution to the 2009 ISDR Global Assessment Report on Disaster Risk Reduction—Inputs from the Gender and Disasters Network*, Facilitated by UNISDR, Geneva, February 2009; United Nations Economic Commission for Latin America and the Caribbean (UNECLAC), *Handbook for Estimating the Socio Economic and Environmental Effects of Disasters*, 2003, Vol. IV, p. 45.

<sup>47</sup> For further examples and analysis, see: UNISDR, UNDP and IUCN, *Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines*, 2009, [www.unisdr.org/we/inform/publications/9922](http://www.unisdr.org/we/inform/publications/9922)

<sup>48</sup> See the documents available at UN Women: “Beijing and its Follow up,” [www.un.org/womenwatch/daw/beijing/index.html](http://www.un.org/womenwatch/daw/beijing/index.html)

<sup>49</sup> See for example: Dorte Verner, ed., *Adaptation to a Changing Climate in the Arab Countries: A Case for Adaptation Governance in Building Climate Resilience*, World Bank, Report No. 64635; Maximillian Ashwill et al., *Gender Dynamics and Climate Change in Rural Bolivia*, World Bank, November 2011.

parts of the world.<sup>50</sup> As a result of the increased workload that women bear, girls may drop out of school to help their mothers.<sup>51</sup> Other ricochet effects of climate change include food insecurity and other health concerns.

**Women and girls face a number of challenges during recovery and reconstruction...**

- GBV
- Livelihoods
- Land tenure/ownership
- Loss of education
- Forced and early marriages
- Reproductive health
- Mental health
- Shelter/housing
- Medical needs
- Insurance

(GFDRR Gender Strategy)

**Research shows that gender inequities become particularly evident during the onset and recovery from sudden-onset disasters.**

This can be due to a number of factors including differences in how men and women are informed of early warning systems; the extent to which information is gender nuanced; and, the intra-household decision-making power on when and how to evacuate.<sup>52</sup> Some women may have physiological limitations that can hamper their chances of survival.<sup>53</sup> In addition, compared to men and boys, women may face more difficulties in fleeing with their children or elderly relatives due to their assigned care responsibilities, or when pregnant.<sup>54</sup> During the recovery and reconstruction phase, pre-

existing vulnerabilities and patterns of discrimination are usually exacerbated, as women and girls may face specific risks including unequal access to assistance, discrimination in aid provision, loss of customary use of land, and inequitable access to property restitution.<sup>55</sup> Breakdown of social structures that are often prevalent during crisis also results in protection risks for women, consequently women may face heightened risk of domestic violence, and other forms of sexual and gender-based violence and exploitation, including trafficking.<sup>56</sup>

**Effective mainstreaming requires that existing research be combined with focused consultations,** that take place with the affected populations through participatory approaches. To identify and meet the different needs of women and men, governments should make a special point to consult with all affected communities. Potential partners may include Civil Society Organizations (CSO) and NGO networks—organizations with an established history in the district or community advocating for, or providing services to numerous populations. The World Bank's GFDRR suggests the following steps to achieve an effective technical evaluation:

**1. Collect and Analyse Gender-Differentiated Data**

- Consider intra-household dynamics;
- Include gender analysis in the damage and loss assessment, and pay particular attention to the informal sector;
- Propose criteria and means to disaggregate data, e.g., through the use of samples or surveys;
- Sex-, age- and disability disaggregated data (SADDD) is particularly effective.

**2. Communicate, Consult, and Engage with Affected Women and Men, Boys and Girls, with Inclusive and Participatory Techniques:**

- Seek out ways to access the knowledge of local women about hazards, disasters, and disaster recovery;

<sup>50</sup> On water insecurity, see: IPCC, Fourth Assessment Report, 2007. On the labor burden on women, see: Robin Mearns and Andrew Norton, eds., *The Social Dimensions of Climate Change: Equity and Vulnerability in a Warming World*, World Bank, 2010.

<sup>51</sup> See for example: UNICEF, *Climate Change and Children: A human security challenge*, Policy Review Paper, UNICEF Innocenti Research Centre in cooperation with UNICEF Programme Division, 2008, [www.unicef-irc.org/publications](http://www.unicef-irc.org/publications). See also: Baten and Khan (2010), Bartlett (2008), Campbell (2009), and Brody et al. (2008), cited in Christian Nellemann et al., op. cit., pp. 38, 46, 51.

<sup>52</sup> This was the case, for example, in Bangladesh's Cyclone Gorky in 1991 in which women accounted for 90 percent of the 140,000 fatalities. Female mortality rates compared to male mortality rates were most significant within the 20-49 age group where they were 4-5 times higher. Keiko Ikeda, "Gender differences in human loss and vulnerability in natural disasters: A case study from Bangladesh," *Indian Journal of Gender Studies*, September 1995, vol. 2 no. 2, pp. 171-193. In contrast, the World Bank notes that the lack of deaths in one community affected by Hurricane Mitch in Nicaragua, was a result of women's involvement in preparedness education and other activities, including their monitoring of the early warning system. World Bank, *Gender and Climate Change: Three Things You Should Know*, 2011, p. 5

<sup>53</sup> Oxfam, *The Tsunami's Impact on Women*, Briefing Note, 2005.

<sup>54</sup> UNISDR, UNDP and IUCN, *Making Disaster Risk Reduction Gender-Sensitive: Policy and Practical Guidelines*, 2009, p. 38.

<sup>55</sup> See: Inter-Agency Standing Committee (IASC) *Operational Guidelines on the Protection of Persons in Situations of Natural Disasters*, Brookings-Bern Project on Internal Displacement, January 2011, (adopted by the IASC in 2010).

<sup>56</sup> Inter-Agency Standing Committee guidelines on gender-based violence (2005) recommend that humanitarian actors assume that sexual violence is present in all displacement and emergency situations. See also: David R. Hodge and Cynthia A. Lietz, "The international sexual trafficking of women and children: A review of the literature," Vol. 22, No. 2, 2007, pp. 163-174; Elaine Enarson, "Battered Women in Disasters: A Case Study of Gender Vulnerability," Paper presented for ASA, 1998 ; Victoria Constance, "Disaster and Domestic Violence: Evaluating an Innovative Policy Response," in *Women in Disasters: Conference Proceedings and Recommendations*, May 5-6, 1998, Vancouver, British Columbia.

- Facilitate gender-specific communication forums;
- Consider how women and men use communication media;
- Make use of other community and stakeholder techniques.

### **3. Provide Recommendations for the Prioritization of Gender-Specific Recovery Needs**

- Consider both short, and long-term priorities: in the immediate aftermath of a disaster populations must be protected from physical and psychosocial harm. In the long run, the principle should be to “build back better” in a way that is inclusive;
- Try to limit the recommendations to a few strategic and realistic actions based on available resources, partner government capacity to implement, and the socio-cultural context in the country;
- Priorities should then be included in all plans and frameworks.

**A strategic recovery framework that includes the diverse needs and capacities of women, men, boys, and girls, contributes to a faster, more-inclusive, and more-effective recovery process.** A framework can help prioritize actions, and fine-tune planning, as well as provide guidance on financing, implementing, and monitoring the recovery. A recovery framework includes five key areas for policy makers to consider in the recovery process, each of which can be gender mainstreamed.

## **2.3 Global Policies for Gender Responsive DRR**

### **The Sendai Framework for Disaster Risk Reduction (SFDRR)**

The Sendai Framework for Disaster Risk Reduction 2015-2030 (which updated the Hyogo Framework for Action HFA 2005-2015) was adopted by 187-member states at the 3rd UN World Conference for Disaster Risk Reduction (WCDRR) in March 2015 in Sendai, Japan. The adoption of Sendai galvanized AU Heads of State and Governments to express their strong commitment to disaster risk reduction. The Framework includes women’s leadership goals, gender-sensitive policies and a reference to sexual and reproductive health care services. However, women are often included together with girls and marginalized groups, furthering the ‘victim’ paradigm; the term ‘gender equality’ does not appear in the text, nor is there a reference to women’s human rights.

The four priorities of the SFDRR are:

1. Understanding disaster risk.
2. Strengthening disaster risk governance to manage disaster risk.
3. Investing in disaster risk reduction for resilience.
4. Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

### **United Nations Framework Convention on Climate Change and its Gender Action Plan**

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

### **Beijing Platform for Action**

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

## **2.4 The African Framework for Gender Responsive DRR**

### **African Union Agenda 2063**

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

### **Africa Regional Strategy for Disaster Risk Reduction (ARSDRR)**

Disaster risk reduction in Africa is guided by the ARSDRR, which was adopted by AU Heads of State and Governments in 2004. The implementation of the Strategy has been through the (extended) Programme of Action (POA), which strengthens efforts to increase resilience which will drive poverty reduction and sustainable development in line with Sustainable Development Goals (SDGs), Agenda 2063 and other development frameworks and processes. The POA covers the risk of small and large-scale, frequent and infrequent and quick or slow-onset disasters caused by natural, including environmental, hazards and technological hazards and risks. The PoA sets out strategic areas of intervention and offers policy guidance at the regional level; it also defines expected results and measurable indicators for DRR activities, as well as offering mechanisms for coordination and support.

The POA applies to the AUC, RECs, Regional Implementation Centres (RICs) and national ministries, agencies and departments responsible for DRR, as well as their sub-national structures. It provides elements of and guidance for national DRR programmes of countries which are aligned with and complement the POA. Non-government organizations, partners and stakeholders, including the private sector, are encouraged to align their DRR strategies and programmes to the POA for coherence of DRR in Africa. To assess progress of the implementation of the SFDRR and POA, a biennial national report is expected to be submitted by each national Government, using standard formats and tools developed by UNISDR, including the on-line monitor system.

#### **The priorities of the POA are in line with the four priorities of the SFDRR**

Outcome: The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.

Goal: Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

#### Objectives

- a) strengthen links between disaster risk reduction, climate change adaptation and other development imperatives, as an integral part of sustainable development, and related frameworks, programmes and processes;
- b) strengthen long term capacities, including coordination mechanisms, at continental and regional levels to support the implementation of the Africa Strategy and the SFDRR and to systematically contribute to building resilience to natural hazards;
- c) strengthen mechanisms, frameworks and capacities at national and local levels for mainstreaming, implementing and coordinating disaster risk reduction strategies and programmes;
- d) embed a holistic approach to systematically incorporate risk reduction measures into design and implementation of disaster preparedness, response and recovery programmes;
- e) develop and mobilize resources.

### **African Strategy on Climate Change**

The African Strategy on Climate Change (2014) refers to a comprehensive directive that aims to strengthen the adaptive capacities and resilience of Member States and RECs to reduce their vulnerability, pursue low-carbon development driven by the principles of the Green Economy, sustainable development and poverty reduction; and guide governance, knowledge systems, planning and regional/national or international structures to address climate change as a development imperative. This strategy recognizes that Africa can adapt to the impacts of climate change, while contributing to mitigation through the development of green economies. In addition to the four pillars, several specific sectors and cross-cutting issues of the strategy are addressed and include measures focusing on gender, youth and vulnerable groups, peace and security, and Small Island Developing States (SIDS).

### **Maputo Protocol**

The 2003 Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (Maputo Protocol) remains one of the most progressive legal instruments providing a comprehensive set of human rights for African women. Unlike any other women's human rights instrument, it details wide-ranging and substantive human rights for women covering the entire spectrum of civil and political, economic, social and cultural as well as environmental rights. The Maputo Protocol challenges old stereotypes about the role of women in society—and places women as full, effective and equal partners with men in the development of

their communities. It places a moral obligation on African Union Member States to promote equal opportunities for men and women to play meaningful roles in society. Article 18 of the Protocol focuses on women’s rights to a healthy and sustainable environment, to ensure greater participation of women in the planning, management and preservation of the environment, and the sustainable use of natural resources at all levels.

### AU Strategy for Gender Equality and Women’s Empowerment

The 2018-2027 AU Strategy for Gender Equality and Women’s Empowerment (GEWE) lays out the implementation plan of Aspiration 6 of Agenda 2063; and the principles enshrined in Article 4 (I) of the AU’s Constitutive Act: “promotion of gender equality” as well key continental and global commitments. The strategy was adopted by the Executive Council in July 2018. This strategy is the organization’s roadmap to meeting its commitments to gender equality and women’s empowerment. According to the Strategy, pockets of good practice show that rapid change is possible in the area of gender. For example, thirteen Africa countries are now among the world’s leading countries on women’s representation in national parliaments. This underscores the importance of temporary special measures in advancing gender parity in decision-making.

The Strategy is organized under 4 main pillars, which are each then “unpacked” into four different tiers which include in descending order: Outcomes, Outputs, Interventions and Activities. The table below lists the top level “Pillar” with the desired “Outcome”.

<b>AU Gender Strategy: Pillars for Gender Equality</b>			
<b>1. Maximising outcomes, opportunities &amp; tech</b>	<b>2. Dignity, Security and Resilience</b>	<b>3. Effective Law, Policies and Institutions</b>	<b>4. Leadership, Voice and Visibility</b>
<b>1.1 Education and Work: Compulsory and free education for girls and women from age 3 to 18; market- oriented vocational training and literacy programmes for youth and women</b>	<b>2.1 Health, SRH and RR*, Harmful Traditional Practices:</b> Women and girls achieve higher chances of survival, improved nutrition and wellness and their bodily integrity is protected	<b>3.1 The Maputo Protocol:</b> National laws & judicial systems protect and fulfil women’s ownership and inheritance rights, education, wage equality, civil liberties and physical integrity as provided for by the African Charter on Human and People’s Rights on the Rights of Women	<b>4.1 Leadership:</b> Equal participation and demonstrated influence of women and girls in all leadership and decision-making positions.
<b>1.2 Economic Empowerment: Income autonomy and social protection for women and girls</b>	<b>2.2 Ending Violence Against Women (VAW):</b> All forms of violence against women and girls is reduced, criminalised and condemned by society; women participate equally in peace processes	<b>3.2 Norm Setting:</b> National laws and policies protect and enable women’s full access and enjoyment of the opportunities and benefits of Agenda 2063 and other continental projects	<b>4.2 Voice:</b> Women and girls have equal voice and exercise agency in the home, community and public spaces
<b>1.3. Digital Inclusion: Women and girls become more active users and influencers of the technological space and gender enabling ETech solutions are funded</b>	<b>2.3 Human Security:</b> Commitments to gender equality and women’s empowerment in humanitarian action, migration and COP Plan of Action for women achieve higher levels of implementation	<b>3.3 Institutional Gender Governance Systems:</b> Institutions and organs of the AU, Member States, RECs and civil society have the capacity to implement existing commitments; pro-actively forecast and address new challenges and demonstrate accountability	<b>4.3 Visibility:</b> Women and girls are more visible and portrayed as equal contributors to society in the media, literature and cultural resources.
<b>Cross cutting strategies:</b> Identify scalable high impact programmes synergized and owned at regional and national levels; Accelerate financing and institutional capacity building, including CSOs**; Identify strategic partnerships and synergies; Undertake innovative campaigns and continuous dialogues to transform social norms; Remove contradiction between statutory provisions and practices; Enforce existing commitments; Mobilization; Enhance political and social accountability; Adopt and advocate for temporary special measures to level the playing field; Evidence-based decision making; Document and share what works; Find new and innovative ways of measuring success and affirming good practice.			

Extensive research in the region has been undertaken by a number of academic institutions, NGOs and UN agencies, and highlights success and challenges in the regional undertaking. Some of these include:

Table 2 Overview of DRR Success and Challenges:

Key Area	Challenges	Successful Outcomes
<b>Gender Mainstreaming</b>	<ul style="list-style-type: none"> <li>-Weak gender integration into DRR and CCA policies and programmes;</li> <li>-No sex-disaggregated regional monitoring and evaluation mechanism;</li> <li>-No indicative sex-disaggregated targets to measure gender progress in DRR</li> <li>-Inadequate public-private partnerships</li> </ul>	Wide Recognition that to equitably reduce disaster risk for women, men, girls and boys requires explicit gender-responsive attempts at risk mitigation, preparedness, response and recovery
<b>DRR Political Response</b>	<ul style="list-style-type: none"> <li>-Lack of sustained Member States' contribution to DRR in the region</li> <li>-No uniform national risk assessments which consider the social differentiation of risk with sufficient detail for regional upscaling and planning of interventions</li> </ul>	Heightened interest in DRR through political will and commitment by the AU, RECs, and Member States
<b>DRR: Institutional Response</b>	<ul style="list-style-type: none"> <li>-Lack of uniform and cohesive consensus on the role of regional bodies in disaster response due to the variety of opinions in different Member States about how regional coordination office can assist</li> <li>-High staff turn-over in Member States working in DRR makes long-term planning and capacity building problematic</li> <li>-Underfunding of DRR and over-reliance on external funding for sustainability</li> </ul>	<ul style="list-style-type: none"> <li>- Establishment of national coordination mechanisms such as DRR platforms, national DRR agencies and multi-sectoral involvement</li> <li>- Devolution of DRR responsibility to local level, with subsequent development of vulnerability and hazard profiles in some countries;</li> <li>- Establishment of a number of national vulnerability assessment committees (NVACs)</li> <li>- Intra-regional coordination structures adopting a DRR and resilience perspective</li> <li>- Horizontal and vertical stakeholder involvement</li> </ul>
<b>DRR Actions</b>	<ul style="list-style-type: none"> <li>- Continued human, livelihood, economic and infrastructure losses due to disasters that show gender differences</li> <li>-Need for people centred multi-hazard early warning systems</li> <li>-Limited DRR and CCA integration</li> </ul>	<ul style="list-style-type: none"> <li>- Various capacity building initiatives and formal courses especially driven from the higher education sector</li> <li>- Initiatives to improve transboundary communication of disaster risk</li> <li>- Established and functioning network of partners</li> </ul>
<b>Areas for Further Research</b>	<ul style="list-style-type: none"> <li>- Unknowns linked to urban disaster risks due to rapid urban growth, poor urban planning and land-use, and lack of resilient infrastructure development for DRR</li> <li>- Integration of DRR and CCA in school curriculum</li> </ul>	

Sources: GNDR, 2011; GNDR, 2013; IFRC, 2011; Kellett and Sparks, 2012; Pelling and Wisner, 2012; Schacter, 2000; UN, 2011; UNISDR, 2012; Van Niekerk, 2015; Botha and Van Niekerk, 2013.



### 3. SADC DRR Initiatives

SADC was one of the first Regional Economic Communities (RECs) in Africa to develop a DRR strategy in 2001. Although it was still focused on disaster preparedness and prevention, the first strategy gave direction to Member States and also provided impetus to the HFA in 2005. The main purpose of this strategy was to enhance DRR coordination at the regional level (Manyena, 2013). Building from this strategy, SADC took concrete steps to mainstream DRR and CCA into national policies by establishing a Disaster Risk Reduction Unit (DRRU) in 2008 within the SADC Organ on Politics Defence and Security. In 2011, a Ministerial Decision was taken to relocate the SADC DRRU to the Office of the Executive Secretary, currently functioning under the Deputy Executive Secretary: Regional Integration (DES-RI). Ultimately, the DRRU was relocated to the Office of the Executive Secretary currently functioning under the Deputy Executive Secretary: Regional Integration (DES-RI) in 2017.

It was also in 2011 that the SADC Regional Platform for Disaster Risk Reduction was inaugurated, with the acknowledgement of challenges in implementing disaster risk management which included:

- ⇒ “Institutional frameworks for Disaster Risk Reduction at the regional, national and, in some cases, local/community level, which are often under-funded and not coordinated;
- ⇒ Lack of comprehensive and constantly updated risk assessments and analysis;  
Weak information and knowledge management systems, specifically in high risk areas; and,
- ⇒ The need to reduce underlying risk factors.”

Since 2015, the SADC Secretariat through the DRRU is implementing a number of programmes and projects aimed at early detection, early warning and mitigation of disasters. As such, the current SADC DRR programme has three pillars, namely, (a) strengthening DRR coordination capacity, (b) strengthening DRR information management systems and (c) building response capacity (Akol et al., 2014). Due to overwhelming evidence that the region is increasingly exposed to risks, the Secretariat developed and adopted the SADC Disaster Preparedness and Response Strategy and Fund 2016-2030.

The adaptation to the impacts of climate change, and programmes and activities on risk reduction and management within SADC, are ensuring a shift in approach from reactive disaster management to preventative and multi-sectoral DRR initiatives (Chishakwe, 2010), which also include CCA. Commitments to adaptation in the SADC Climate Change Strategy and Action Plan are very closely aligned with risk mitigation and disaster risk reduction. This has led to the creation of a number of institutions and initiatives to implement DRR and CCA. These include: the Climate Services Centre (formerly Drought Monitoring Centre established in 1990); which is responsible to provide operational, regional services for monitoring and predicting extremes in climate condition for the purpose of improving disaster risk management in the region. This will also assist in the preparedness of SADC member states for hydrometeorological hazards, conservation and protection of natural resources (SADC, 2016); the Southern African Climate Outlook Forum (SARCOF), which brings together national DRR officers, national meteorological departments and other stakeholders to seasonal climate forecasts and prediction; the Regional Remote Sensing Unit; and the Regional Vulnerability Analysis and Assessment (RVAA) Programme Management Unit.

Unfortunately, it is also some of the Member States that are most at-risk of hazards and disaster that do not yet have comprehensive and binding legal instruments or well defined, developed and functioning institutional structures for DRR. Capacities and skills are lacking in many countries, particularly for the design, implementation and monitoring and evaluation of gender-responsive DRR, and there is an over-reliance on the international assistance and funding system. Furthermore, it is also common knowledge that the SADC DRRU has been underfunded, under-staffed and under-supported for a number of years. However, this less favourable situation has gradually changed. This is evident in the 2011 SADC Disaster Risk Reduction Strategy and Plan of Action 2011-2015 which sets as its objectives as:

- “Increase political commitment to DRR at regional and national levels and promote the mainstreaming of DRR in development frameworks and programmes of SADC sectors and member state governments.
- Facilitate the incorporation of climate change and CCA into DRR programmes and measures.
- Facilitate the implementation and monitoring of global and regional DRR strategies.
- Improve multi-hazard risk analysis and strengthen early warning systems at regional and national levels.
- Develop and strengthen regional coordination mechanisms and partnerships as well national mechanisms, policy and legislative frameworks for implementing DRR strategies and programmes.

- Develop and enhance institutional capacities of regional mechanism and among SADC Member States to contribute to the reduction of vulnerabilities and building resilience communities to natural hazards.
- Promote a holistic and systematic incorporation of risk reduction measures into design and implementation of disaster preparedness, response and recovery programmes of national governments and partner organisations.
- Develop and maintain sustainable resources mobilisation strategies to contribute to the implementation of DRR programmes at regional and national levels.
- Promote the practical application disaster risk measure through campaigns such as “Safe Cities” Safe Hospitals and Safe Schools” (SADC, 2011).

Furthermore, the Regional Indicative Strategic Development Plan (RISDP), which also asserts that gender equality and women’s empowerment is a “cross-sectoral intervention area”, emphasises that co-operation in food security policies has led to improved disaster preparedness and management mechanisms, by implementing programmes and projects aimed at early detection, early warning and mitigation of disasters. These programmes include:

- Climate Services;
- Water Programmes;
- Natural Resources Management Programme;
- Agricultural Information Management System;
- Regional Remote Sensing Unit; and
- Regional Vulnerability Analysis and Assessment Programmes.

A report by the ISDR (2008) shows that the sub-Saharan region has also made significant progress in DRR whereby a number of policies, institutions and organisations have been set up to maintain DRR efforts. In particular, National Disaster Management Organisations/Centres (NDMO/Cs) have been established, legislation has been put in place in many countries, a number of policy statements have been issued in disaster and non-disaster periods and political commitment to DRR has been gradually increased. For the SADC’s perspective, communications across the region are problematic to the extent that when a disaster occurs, the breakdown of communications systems (or lack thereof) severely limits the possibility of providing effective disaster response support.

A new strategic DRR direction for the SADC region must therefore be holistic and inclusive in nature, and also consider the main tenants of multi-sector and multi-disciplinary DRR (which includes aspects relating to gender, protection of biodiversity, resilience building, integrating CCA, food security including climate smart agriculture, and water resources management). To this end this Strategic Plan assumes inclusivity of cross cutting issues including: understanding risk based on the body of knowledge from various scientific disciplines; strengthening DRR to manage not only risk but also avoid disaster risk creation; building resilience in the most at-risk communities; enhance disaster response and disaster preparedness; gender-responsive resilience building and DRR; incorporation of climate change and CCA.

### **3.1 Mainstreaming Gender into SADC DRR**

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, reliance on natural resource-based livelihoods, lower levels of literacy and education, restricted access to early warning information and reduced mobility (Bradshaw and Fordham, 2013).

As well as having elevated levels of risk, the gendered nature of governance means that women are often excluded from decision-making structures concerned with preparedness, and in response and relief. As a result, preparedness, relief and response is often gender-blind, and ignores gendered needs. During disaster response women are highly susceptible to experience sexual and gender based violence as well as other forms of harassment and abuse (Enarson, 2006), as was evident in 2019 after Cyclones Kenneth and Idai (see box 1). Barriers that women face in recovery include control over resources and legislation that restricts their access to property and finance, thereby prolonging negative impacts relative to men.



Being gender-sensitive acknowledges and takes into account the specific gender needs of both men and women at all levels of planning, implementation, monitoring and evaluation. When empowered, women play a key role in building broader community resilience (Hemachandra et al, 2018). However, they tend to be excluded from decision-making processes in preparation, response, relief and recovery (Huairou Commission, 2010). The GRSP enables equal opportunities for participation of women and men in decision-making processes, and mandates sex-disaggregated data to monitor the effects of initiatives on women, men, girls and boys in order to equitably reduce disaster risk. SADC also aims to go one step further, taking a gender-responsive approach that not only recognizes and works with gender differences but, in so doing, actively tries to address the root causes of inequality. This often requires an equitable approach that is different for women, men, girls and boys, and positive discrimination and women's empowerment to redress existing inequality. When gender-responsive attempts at DRR have been successful in reducing inequality and the inequity of benefits of risk reduction activities, future iterations of the GRSP will be able to take a more nuanced and intersectional approach to disaster risk reduction.

Gender is expressly integrated into the region's commitment to disaster risk reduction. This is in-keeping with international, continental and regional commitments to gender equality. It is also in recognition of the evidence that disaster impacts show gender differences, reflecting the roles, duties or responsibilities which are culturally or socially ascribed to women, men, girls and boys. Typical gender-blind approaches to DRR are not only ineffective and inequitable, but they also run the risk of reinforcing existing gender inequality across the region.

Within SADC, several Member States are leading the way in mainstreaming gender into their disaster risk reduction (and/or climate change adaptation), either as a cross-cutting issues (e.g. in Zambia's National Climate Change Policy 2017 and Zimbabwe's National Climate Change Policy, 2016), or through a separate strategy that exclusively considers the gendered nature of disasters and climate change for gender responsive DRR and adaptation planning (e.g. Mozambique's Gender and DRR Strategy 2010 and Tanzania's National Policy on Gender and Climate Change 2013).

### **3.2 Situational analysis of gender and DRR in the region**

To *update* and *enhance* its DRR approach with a gender lens SADC DRR and Gender staff, with oversight by the World Bank, managed an international consultant team based across the region, to conduct stakeholder consultations. As part of this analysis, member state focal points for DRR and Gender gave critical feedback and in puts in person and via survey. In addition, the team also consulted with relevant government agencies, NGOs and donors active in supporting disaster risk reduction and women's empowerment efforts in SADC member states. The findings of these consultations offered many insights into the barriers and opportunities for gender-responsive disaster risk reduction.

Stakeholder interviews revealed that many approaches within the region remain gender-blind, reflecting policy, institutional, and technical challenges

#### **1. Inadequate policy frameworks**

Despite the existence of international, continental and regional frameworks for the integration of gender – 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, implementation remains a challenge.

#### **2. Inadequate institutional capacity and coordination**

A part of this is the lack of coordination between ministries and focal points responsible for gender mainstreaming from inadequate technical capacity in understanding gender issues, lack of coordination, weak accountability mechanisms, and inadequate resources to fully mainstream gender within institutions and programming for DRR, CCA and other sectors. As a result, gender is often pigeonholed, and is not fully mainstreamed within institutions and programming for DRR and other sectors.

#### **3. Inadequate technical capacity**

Most DRR Focal Points are more focused on DRR issues rather than gender integration, suggesting a need for greater awareness of the important linkages between gender as a cross-cutting consideration in DRR. Although many countries have gender focal points, in line with gender policies, these positions are often assigned from among current ministry staff who are not provided with any additional technical capacity support in order to effectively fulfil their role.

#### **4. Absence of women's voices in decision-making**

Overall, the general approach to DRR in the region remains masculine and lacks women's voices, resulting in gender-blind DRR strategies that reinforce and perpetuate inequalities between women and men. Where women's voices are represented, it is typically in selected domains, such as protection and sexual exploitation and abuse clusters. As a result, there is a need to proactively address the lack of women's voices in disaster governance at all levels by encouraging targets for participation.

#### **5. Lack of data**

Gender inequalities are often invisible due to the lack of sex-disaggregated data that would highlight them. This both reflects and reinforces a related problem- the abstract nature of the concept of gender. Even where sex-disaggregated data is available, it is not necessarily shared appropriately to ensure uptake and use in informing policy and programming. 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).

**Box 1: Case Study: Mozambique — The Gendered Impacts of Cyclone Idai and Kenneth**

Tropical Cyclone Idai in March 2019 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.

### 3.3 Goals

To address these areas, and add a gender lens to SADC's DRR Strategy and Action Plan, the goals of the Plan of Action (GRDP) are to:

- (a) provide strategic medium-term direction to the SADC DRRU and all SADC Member States in achieving the targets espoused in the Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction 2015-2030 (SFDRR), the African Regional Strategy for Disaster Risk Reduction and its extended Plan of Action (ARSDRR); the Convention on Biological Diversity, and the United Nations Framework Convention on Climate Change;
- (b) adapt and address lessons learned from the implementation of the SADC Disaster Risk Reduction Strategy and Plan of Action 2011-2015;
- (c) align the GRSP with the various other regional multi-sectoral policies, strategies and plans aimed at building resilience, reducing vulnerability, enhance appropriate preparedness and response mechanisms, and ensuring societal safety;
- (d) encourage multi-sectoral, multi-scale and transboundary cooperation in DRR in the region;
- (e) prevent disaster risk creation and reduce existing disaster risks through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures;
- (f) strengthen societal resilience to reduce vulnerability to hazards and their exposure;
- (g) increase response and recovery capacity and cooperation in and among Member States;
- (h) address the economic and human resources capacity and viability of the SADC DRRU in achieving its mandate; and
- (i) provide for a realistic and implementable Plan of Action for the period 2018-2030.

These goals also contribute towards achieving SADC's vision which is:

*"The SADC vision is one of a common future, a future in a regional community that will ensure economic wellbeing, improvement of the standards of living and quality of life, freedom and social justice and peace and security for the peoples of Southern Africa. This shared vision is anchored on the common values and principles and the historical and cultural affinities that exist between the peoples of Southern Africa."*

And SADC's mission, which is:

*"To promote sustainable and equitable economic growth and socio-economic development through efficient productive systems, deeper co-operation and integration, good governance, and durable peace and security, so that the region emerges as a competitive and effective player in international relations and the world economy."*

The GRDP should further be implemented in line with the broad strategies of SADC as espoused in the Regional Indicative Strategic Development Programme which are to:

- Harmonise political and socio-economic policies and plans of Member States.
- Encourage the peoples of the Region and their institutions to take initiatives to develop economic, social and cultural ties across the region, and to participate fully in the implementation of the programmes and projects of SADC.
- Create appropriate institutions and mechanisms for the mobilisation of requisite resources for the implementation of programmes and operations of SADC and its institutions.
- Develop policies aimed at the progressive elimination of obstacles to the free movement of capital and labour, goods and services, and of the peoples of the region generally, among Member States.
- Promote the development of human resources.
- Promote the development, transfer and mastery of technology.
- Improve economic management and performance through regional cooperation.
- Promote the coordination and harmonisation of the international relations of Member States.
- Secure international understanding, cooperation, and support, and mobilise the inflow of public and private resources into the region.

*The GRDP is...*

- *Mindful* of the fact that disaster losses, hazard exposure and vulnerabilities are on the increase in the SADC region;

- *Determined* to increase the resilience of those most at-risk, address marginalisation, and create safer communities;
- *Supporting* the integration of DRR including CCA within sustainable development policies, strategies and plans;
- *Synergising* and enhancing people centred multi-hazard early warning systems including the use of traditional knowledge;
- *Building* human and organisational capacities in the SADC DRRU and Member states;
- *Enhancing* the sharing of DRR and CCA related knowledge and information;
- *Incorporating* the principles and ensuring linkages between the ideals of disaster risk reduction, sustainable development, protection of biodiversity and environment conservation, and the strategic industrialisation and development goals of SADC;
- *Anticipating* possible future disasters and their impacts.

### 3.5 Guiding Principles

The GRDP draws its relevance from the SADC Regional Indicative Strategic Development Plan 2015-2020 (RISDP); Sendai Framework for Disaster Risk Reduction (SFDRR), ARSDRR and a number of Member States; CEDAW, the Beijing Platform for Action, the SADC Protocol on Gender and Development; as well as other SADC strategic documents, notably the:

- Strategic Indicative Plan for the Organ (SIPO);
- 2030 Agenda for Sustainable Development;
- SADC Disaster Preparedness and Response Strategy and Fund 2016 – 2030;
- Regional Food and Nutrition Security Strategy;
- Dar Es Salaam Declaration on Agriculture and Food Security in the SADC Region;
- SADC Disaster Risk Reduction Strategy and Plan of Action (Final Draft) 2011 – 2015;
- SADC Climate Change Strategy and Action Plan;
- Regional Infrastructure Development Master Plan;
- Regional Water Policy and Strategy;
- SADC Strategic Plan on Science, Technology and Innovation; and
- Regional Strategic Action Plan (IV) on Integrated Water Resources Management (2016-2020)
- SADC Gender Policy (2007)
- Workplace Gender Policy (2009)
- Regional Strategy and Framework of Action for Addressing Gender-Based Violence (2018-2030)
- Sexual and Reproductive Health and Rights (SRHR) Strategy for the SADC Region (2019-2030)

This Strategic Plan is guided by the unique circumstances in each Member State, with the following universal underlying principles:

- The DRRSP is based on the SADC founding principles of sovereign equality of all Member States; solidarity, peace and security; human rights, democracy and the rule of law; equity, balance and mutual benefit; and peaceful settlement of disputes.
- The safety, development, and best interests of all SADC citizens are paramount.
- Gender-responsive poverty eradication and resilience building will greatly contribute to the reduction of disaster risks for women, men, girls and boys in the region and ensure that no one is left behind.
- Member States have a legal and moral obligation to address issues of DRR including CCA, for women, men, girls and boys, to safeguard hard earned development gains.
- It is in the Region's interest to facilitate effective and efficient bi- and multi-lateral transboundary cooperation and coordination for the reduction of the disaster risk profile of the Region, as well as undertake gender-responsive disaster preparedness, response, recovery and rehabilitation where needed.
- Disaster risk reduction, including CCA, is a multi-sectoral, multi-scale, socially differentiated transboundary and transdisciplinary concern.
- Disaster risk reduction including CCA requires partnership and inclusive engagement between various groups and stakeholders, including the private sector and expressly considering marginalised groups such as women, taking into account the unique needs of those most at risk.

- Adequate expertise exists within the public and private sector sphere in the SADC region to adequately and equitably address most of the pressing DRR and CCA issues.
- Understanding and addressing the root causes of vulnerability and disaster risk creation, and how they differ between women, men, girls and boys, is needed for society-wide resilience building.
- The shared disaster risk profile in the Region requires a measurable accountability mechanism between Member States and regional institutions including the private sector.
- To make DRR and CCA a local reality through the devolution of responsibilities and accountability to sub-national level, including sex-disaggregated monitoring and evaluation is essential.
- Various inclusive, regional cross-sectoral coordination mechanisms are needed to fully address the region's disaster risk profile across public and private sectors.
- Disaster risk reduction requires proactive inclusion, accessibility and participation – going beyond not discriminating against any gender, ethnic group, economic class or disability but actively empowering marginalised groups to enable their participation.
- Accountability at all levels is paramount to ensure effective implementation of the GRSP.

### 3.6 Priorities for Action

Building on the gains and lessons learned from the development and implementation of the previous SADC Disaster Risk Reduction Strategy, the Strategic Indicative Plan for the Organ on Defence, Politics and Security (SIPO), the HFA, and the SFDRR, and taking into account CEDAW, the Beijing Platform for Action and the SADC Gender and Development Protocol; the priorities for action for the period 2016-2030 are:

- (1) Understanding disaster risk
- (2) Strengthening disaster risk governance to manage disaster risk
- (3) Investing in DRR for resilience
- (4) Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation, and reconstruction

### 3.7 Targets

Through the implementation of this Strategic Plan the SADC Region and Member States will aim to achieve the following targets aligned with the SFDRR:

- i. Reduce national and regional average disaster mortality rates of women, men, girls and boys by 2030;
- ii. Reduce the number of women, men, girls and boys affected by disasters in Member States and ultimately the region by 2030;
- iii. Reduce direct economic losses in relation to GDP in Member States on a year-to-year basis;
- iv. Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
- v. Ensure that all Member States have developed and implemented national and local gender-responsive DRR strategies, plans and legislation where appropriate;
- vi. Improve the number of Member States (at least 90%) with evidence based, gendered vulnerability and risk assessments at all levels.
- vii. Enhance cooperation between Member States through peer-review, mentoring and exchange of information, technology and expertise mechanisms; and
- viii. Substantially increase the availability of and access to multi-hazard early warning information and systems (including traditional early warning systems) and disaster risk information and assessments to women, men, girls and boys by 2030.

### 3.8 Instruments for Implementation

The Gender Responsive DRR Action Plan 2020-2030 is guided by the Sendai Framework, and the African Union's Gender Strategy. Lessons learned from the Stakeholder Consultations are applied to the activity framework, to ensure that SADC responds to the most pressing needs of its member states. While there is often some mystery around *how* to conduct gender mainstreaming in practice; the Action Plan takes the simple approach of applying a gender lens to the *usual* activities carried out by ECCAS to support disaster risk response. These activities are:

- i. Advocacy and public awareness campaigns
- ii. Formulation of Regional Policy Frameworks and Guidance to Member States

- iii. Data Sharing Protocols
- iv. Knowledge Management and Capacity Building
- v. Regional Early Warning Mechanisms
- vi. Regional Level Risk Assessment
- vii. Contingency Funding

Across the four priority areas for Sendai, and its corresponding SADC DRR Strategy, a Gender Lens can be applied, to ensure compliance with the African Union’s policies for gender:

Table 3 Gender-Responsive DRR: Points to Consider

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

## 4. Plan of Action: for the Implementation of the Gender Responsive Disaster Risk Management Strategy

Table 4 Plan of Action: for the Implementation of the Gender Responsive Disaster Risk Management Strategy

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
<b>PRIORITY 1: Understanding disaster risk</b>				
1.1 Develop and implement capacity for disaster risk mapping, hazard monitoring and the conduct of gendered risk, vulnerability and capacity assessment as a basis for gender-responsive disaster preparedness and response	1.1.1 Compile regional, national and sub-national gendered disaster risk assessments including risk mapping	(a) Regional, national and sub-national gendered disaster risk profiles have been compiled.	DRRU MS	2022 with annual review
	1.1.2 Develop common science-based information collection, storing and dissemination standards, methodologies, models and tools for gendered disaster risk assessment, focussing on the use of geo-spatial and space-based technologies.	(a) Existence and operation of common science-based information collection, storing and dissemination standards, methodologies, models and tools	DRRU	2020
	1.1.3 Promote the use of standards, methodologies, models and tools (including on the importance of mainstreaming gender in risk assessment) through roadshows and capacity development initiatives at Member State level.	(a) Evidence for use of standards, methodologies, models and tools for risk assessment (including on the importance of mainstreaming gender in risk assessment) at regional and Member State level	DRRU	Ongoing/ Continuous
	1.1.4 Ensure the use and inclusion of traditional and indigenous knowledge systems towards understanding local specific disaster risks, including equal opportunities for participation by women and men.	(a) Traditional and indigenous knowledge systems are integrated in DRR preparedness and contingency planning processes.  (b) Evidence shows equal representation of women and men in consultations	DRRU MS	Ongoing/ Continuous



Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
1.2 Promote partnerships between scientific, research, academia and private sector communities specifically aimed at understanding complexities associated with multiple hazards and gendered vulnerabilities.	1.2.1 Develop, with regional universities, training providers and DRR and CCA networks, annual capacity continuing professional development interventions for disaster risk mapping, hazard monitoring and the conduct of gendered risk and vulnerability assessment.	(a) Annual continuing professional interventions have been commissioned and run.	DRRU and MS	2022 and annually thereafter
	1.2.3 Create an evidence base in support of understanding the gendered nature of the region's disaster risk profile to identify research gaps and priorities.	(a) Evidence base (reports, publications, data etc.) created relating to hazard exposure, vulnerability and adaptive capacity and the gendered nature of risk. (b) Evidence base made accessible, and available to accept submissions, from Member States	DRRU DRRU and MS	2022 Ongoing/continuous
	1.2.4 Develop and maintain a database of scientific, research, academia and private sector parties working on DRR (including contact details, publications and specific areas of interest)	(a) Database created of scientific, research, academia and private sector parties working on DRR (including contact details, publications and specific areas of interest) (b) Database made accessible, and available to accept submissions, from Member States	DRRU	2022 and ongoing/continuous
1.3 Develop a regional information management system for DRR and CCA aligned with the Sendai Framework Monitor allowing for collection, analysis and dissemination of sex-disaggregated data for use in gendered risk assessment, preparedness, response and recover.	1.3.1 Identify multi-sectoral custodians (including the private sector) of disaster risk and loss data and ensuring inclusion of marginalised groups	(a) Compilation of disaster risk and loss data holders, including contact details and nature of information held	DRRU	2022, then ongoing/continuous
	1.3.2 Record historical and annual economic, social, environmental and health impacts, disaggregated by sex.	(a) In line with the Sendai Framework Monitor, historical and annual economic, social, environmental and health impacts of disasters-	DRRU and MS	Ongoing/continuous

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
		disaggregated by sex-are recorded and communicated.		
	1.3.3 Establish a mechanism of case registry and a database of sex-disaggregated indicators linked to the targets of this plan	(a) Case registry and database established (b) Annual entry and updating of data	DRRU DRRU and MS	2021 Ongoing/continuous
	1.3.4 Set standards, and build capacity, for the collection, analysis, management and use of sex-disaggregated data in all stages of DRR	(a) Standard designed and distributed for the collection, analysis, management and use of sex-disaggregated data (b) Training conducted for Member States and SADC staff in use of the standard	DRRU  DRRU and MS	2022  Ongoing/continuous (after 2022)
	1.3.5 Support development of national information management systems to link to the regional information system, allowing for collection, analysis and dissemination of sex-disaggregated data for use in gendered risk assessment, preparedness, relief and response	(a) Assessment of the gender-responsive disaster risk information management capabilities of Member States (b) Training support provided to Member States to identify gaps addressed in the assessment (c) Data sharing and linkages to the regional disaster risk information management system has been established and is functioning.	DRRU and MS	2022  Ongoing/continuous
<b>PRIORITY 2: Strengthen disaster risk governance to manage disaster risk</b>				
2.1 Provide regional leadership in gender-responsive disaster risk reduction	2.1.1 Actively engage, and advocate for, gender-responsive DRR in the Global and Africa Regional Platforms for Disaster Risk Reduction and Climate Change Adaptation and facilitate participation by member states.	(a) Cross sectoral collaboration is evident through participation in regional technical committees. (b) Evidence of active participation by all Member States as well as the SADC DRRU is evident.	DRRU, Member States	Ongoing/Continuous

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	2.1.2 Engage other Regional Economic Communities (RECs) on issues of gender-responsive DRR and CCA for learning and information sharing.	(a) Participation of other RECs in SADR DRR regional platforms (b) Participation of SADC DRRU in platforms run by other RECs (c) Information sharing mechanisms have been set-up and are functioning.	DRRU	Ongoing/Continuous
	2.1.3 Strengthen collaboration across Africa regional mechanisms to address issues of gender-responsive disaster risk reduction and climate change adaptation (for example in climate change, gender, biodiversity, sustainable development, poverty eradication, environment, agriculture, health, food and nutrition)	(a) Participation of DRRU in relevant regional mechanisms (climate change, gender, biodiversity, sustainable development, poverty eradication, environment, agriculture, health, food and nutrition).	DRRU	Ongoing/continuous
2.2 Develop and strengthen regional coordination mechanisms and partnerships to support better integration of gender-responsive DRR	2.2.1 Extend the current regional gender-responsive DRR Technical Committee into a multi-stakeholder sub-Regional platform to include ICPs, the private sector and other stakeholders, including gender focal points	(a) Membership of the regional DRR Technical Committee	DRRU	Ongoing/Continuous
	2.2.2. Support equal opportunities for women's representation and participation in decision-making fora (e.g. the enhanced Technical Committee) and regional information sharing platforms (e.g. the regional platform for DRR)	(a) Participation in regional decision-making for a	MS DRRU	Ongoing/Continuous

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	2.2.3 Create spaces for effective mainstreaming of gender within the regional platform to facilitate coordination, collaboration and sharing of information around gender and DRR	(a) Agenda/programmes for the regional platforms	DRRU	Ongoing/continuous
	2.2.4 Encourage greater collaboration, dialogue and partnerships between the spheres of DRR and gender through establishment of a gender and DRR working group (comprising representatives from the DRRU and Gender Unit).	(a) Establishment and evidence for regular (quarterly) functioning of a working group between the DRRU and Gender Unit	DRRU and Gender Unit	Ongoing/continuous
	2.2.5 Align regional steering committees for climate services, DRR, CCA and RVAA through strengthening the functions of Southern African Regional Climate Outlook Forum (SARCOF) and mandate a gender-responsive approach in risk reduction and adaptation.	(a) Alignment of climate services, DRR, CCA and RVAA steering committees has been established with a particular focus on integration of gender. (b) Committees are used to mandate gender-responsive approaches (e.g. through meetings and for a)	DRRU, CSC, Climate Change Unit, RVAA programme	2020  Ongoing/continuous
	2.2.6 Formalise the current Emergency Inter-sectoral Response Committee into a Gender-Responsive Disaster and Climate Resilience Building Inter-sectoral Committee with representation across all SADC Directorates and Units.	(a) The possibility of the formalisation of the current Emergency Inter-sectoral Response Committee into a Gender-Responsive Disaster and Climate Resilience Building Inter-sectoral Committee has been investigated. (b) The current Emergency Inter-sectoral Response Committee has been converted into a Gender-Responsive Disaster and Climate Resilience Building Inter-sectoral Committee.	DRRU	2019

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
2.3 Support Member States in the creation of appropriate policy and legal frameworks for gender-responsive disaster risk reduction	2.3.1 Promote and support the review and/or development of legislation and policies on disaster risk reduction in Member States, including the extent to which it is gender-responsive.	(a) Reports of reviews of Member States' legislation and policies, including the extent to which they are gender-responsive  (d) Evidence of updating/development of Member State legislation and policies to include gender-responsive DRR	DRRU and MS	2 Member States per year
	2.3.2 Develop and implement a voluntary gender-responsive DRR peer review mechanism among Member States	(a) Establishment of a peer-review mechanism (including membership and terms of reference)  (b) Each Member State is peer reviewed every three years	DRRU and MS	2020 Ongoing/continuous
<b>PRIORITY 3: Invest in resilience for DRR</b>				
3.1 Investigate, develop, promote and implement gender-responsive DRR, CCA and resilience building interventions across the region	3.1.1 Submit proposals to Regional Funds and the Green Climate Fund (GCF) and including proof of concepts and implementing pilot projects for gender-responsive DRR and CCA.	(a) Based on the gendered risk profile and "hot spot" identification, proposals are developed and submitted to Regional Funds and the Green Climate Fund  (b) Funding to implement gender-responsive DRR and CCA projects has been received and implemented	DRRU and CCU	2025  2028
	3.1.2 Ensure equal opportunities for inclusion of women and men in the design, implementation and monitoring of gender-responsive DRR, CCA and resilience building interventions	(a) Evidence shows equal representation of women and men in consultations for the design, implementation and monitoring of gender-responsive DRR, CCA and resilience building interventions		
3.2 Support capacity building of technical staff and institutions in Member States to enable gender-responsive disaster risk reduction and resilience	3.2.1 Design and development principles for structural, non-structural and functional gender-responsive disaster risk reduction in design and construction of critical	(a) Design, printing and distribution of principles for structural, non-structural and functional gender-responsive disaster risk reduction  (b) Evidence of application of design principles in critical infrastructure	DRRU and MS  MS	2022  2023 onwards

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	infrastructure, in particular schools and hospitals.			
3.3 Raise public awareness on the gendered nature of risk and ensure women, men, girls and boys know how to act on preparedness and early warning information	3.3.1 Promote public awareness and advocacy (in collaboration with non-government actors) on gendered vulnerabilities and capacities in disasters and gender-specific needs and concerns in DRR	(a) Creation of campaign and promotional material relating to different components of gendered vulnerability and capacity, including the importance of women's participation in DRR decision-making fora at community level  (a) Campaigns undertaken using a variety of communication media, taking into account gendered preferences	DRRU  DRRU	2024  2024-2030
	3.3.2 Develop and implement annual gender-responsive DRR awards in the region to promote a culture of gender-responsive resilience building and safety.	(a) Criteria developed to a DRR award system (taking into account different components of gender-responsive DRR, and with one criterion for success including integration of gender)  (b) DRR awards awarded and publicized (e.g. through the regional disaster platform)	DRRU  DRRU	2022  Ongoing/ Continuous
<b>PRIORITY 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation, and reconstruction</b>				
4.1 Ensure the DRRU and other relevant parties within the SADC Secretariat (e.g. the RVAA programme and CSC) have the technical and institutional skills to support gender-responsive DRR in the region	4.1.1 Assess and build the capacities of the SADC DRRU, (with particular emphasis on capacity to mainstream gender) in line with its mandate to deliver on its expected tasks, taking into account the needs of Member States.	(a) The capacities of the SADC DRRU, (with particular emphasis on capacity to mainstream gender) has been assessed and documented  (a) Capacity gaps have been filled, with particular emphasis on integration of gender.	DRRU	2018  2022
	4.1.2 Investigate and develop a system of the secondment of expertise from Member States to the SADC DRRU (with	(a) A possibility of the secondment of expertise from Member States to the SADC DRRU has been investigated.	DRRU and MS	2020  2022

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	particular emphasis on capacity to mainstream gender).	(b) A system of the secondment of expertise from Member States to the SADC DRRU (with particular emphasis on capacity to mainstream gender) has been developed. (b) Member states second DRR expertise on an annual basis to the SADC DRRU and contribute accordingly.		2023
4.2 Support capacity building of technical staff and institutions in Member States to enable gender-responsive disaster risk reduction, preparedness, response and recovery	4.2.1 Compile a regional inventory of existing DRR, CCA and gender mainstreaming formal and non-formal training courses and scientific research groups and experts within the private and public sectors	(a) Inventory compiled of existing DRR, CCA and gender mainstreaming formal and non-formal training courses and scientific research groups and experts within the private and public sectors (b) Inventory made accessible, and available to accept submissions, from Member States	DRRU	2022  2023
	4.3.1 Conduct skills, capacity, resources and infrastructure assessments of the national DRR institutions and staff to determine its effectiveness to design, implement and monitor gender-responsive DRR.	(a) The capacities of the national DRR institutions and staff have been assessed and documented.	DRRU and MS	2023
4.3 Develop and apply gender-responsive preparedness and early warning systems based on the effective use of traditional and non-traditional communication channels such as social media, big data, mobile phone networks and community-based information networks, taking into account gender differences in communication preferences.	4.3.1 Drive an annual regional and seasonal risk “hot spot” campaign in line with envisaged scenarios with particular emphasis on ensuring inclusion of marginalised groups	(a) Annual campaigns designed and run in “hot spot” areas (b) Campaigns undertaken using a variety of communication media, taking into account gendered preferences	DRRU and MS	Ongoing/continuous
	4.3.2 Investigate, align and integrate existing early warning systems into a regional multi-hazards gender-responsive early warning system.	(a) An assessment of all regional early warning systems has been conducted, including the extent to which they are accessible and useful to women and men.	DRRU with CSC	2022  2024  2025



Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
		(a) Interrelatedness and dependencies between these systems has been determined and areas for alignment identified  (c) A regional multi-hazard gender-responsive early warning system that takes into account differential needs for information and communication preferences of women and men.		
	4.3.3 Identify regionally agreed upon thresholds/triggers for hazard specific early warnings.	(a) Thresholds and triggers for various types of hazards linked to Member States' risk profiles and capacities has been identified.  (d) Gender-responsive processes following a trigger or threshold breach have been determined, documented and implemented.	DRRU with CSC	2024  2025
	4.3.4 Timeously provide gender-responsive early warning information to Member States	(a) Gender differences in preferred communication channels, senders and receivers have been identified.  (b) Early warning processes and protocols has been agreed upon.  (c) Early warning messages are sent once thresholds are breached  (e) Reviews conducted to determine the extent to which messages are correctly and equally received by women and men and acted upon.	DRRU with CSC	2022  2023  2024  2026
4.5 Promote gender-responsive preparedness and contingency planning	4.5.1 Consider the gendered disaster risk profile of the region in all regular regional fora for partners and Member States for coordination and definition of	(c) Evidence that the gendered disaster risk profile forms the baseline of regular regional fora for planning	DRRU	2022 Ongoing/continuous thereafter



Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	responsibilities for disaster emergency response			
	4.5.2 Focus on various climate change scenarios when undertaking scenario planning	(d) Evidence that a range of climate change scenarios are included in scenario planning in annual preparedness workshops.	DRRU	Ongoing/Continuous
	4.5.3 Include actions for gender-responsive DRR into simulation exercises (such as community-based disaster risk assessment as part of the context of the response exercise, and how this differs between women, men, girls and boys.	(a) Actions for gender-responsive DRR and CCA are included in regional simulation exercises in annual preparedness workshops. (e) Regional simulation exercises are equally represented by women and men	DRRU	2022
	4.5.4 Develop capacity of at-risk communities, ensuring inclusion of women, men, girls and boys, in contingency planning to include creating an understanding of gender-responsive DRR.	(a) Capacity development of at-risk communities in contingency planning has taken place and include elements of DRR. (b) Capacity development exercises are equally represented by women and men	MS	Ongoing/Continuous
	4.5.5 Design guidelines on how gender should be included in contingency plans	(a) Guidelines produced on how gender should be included in contingency plans (b) Guidelines distributed and publicized within SADC and within MS (c) Evidence of application of guidelines in preparation of annual contingency plans	DRRU DRRU and MS	2022 2023 2024 ongoing/continuous
	4.5.6 Plan for and assign budget for gender-based analysis during and after disasters	(a) Evidence of gender budgeting applied to contingency plans and preparedness activities (b) Gender analysis is undertaken in all disaster situations	DRRU	Ongoing/continuous
	4.5.7 Ensure that protection against Gender-Based Violence is planned	(a) Evidence of planning for protection against Gender-Based Violence in	DRRU	Ongoing/continuous

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	for and sufficiently budgeted	contingency plans and preparedness activities		
4.6 Promote gender-responsive disaster response	4.6.1 Include gender and DRR experts in the regional standby-roster of experts	(a) Roster of expert compiled of gender and DRR experts (b) Roster made accessible, and available to accept submissions, from Member States (c) Evidence of use of roster in disaster situations	DRRU and MS MS	2022 2023 Ongoing/continuous
	4.6.2 Ensure that rigorous monitoring, evaluation and accountability mechanisms are in place with sufficient budget and personnel allocation to collect sex-disaggregated data during the response period	(a) Establishment of monitoring, evaluation and accountability mechanisms (b) Evidence of operation of monitoring, evaluation and accountability mechanisms	DRRU and MS	2022 Ongoing/continuous
	4.6.3 Develop protocols for gender-responsive response activities (e.g. provision of shelter and protection) for use by all emergency responders (Member States, NGOs, international organisations)	(a) Design, printing and distribution of protocols for gender-responsive response activities (b) Evidence of application of protocols in response activities	DRRU and MS	2024  2025 continuous/ongoing
	4.6.4 Secure equal access of women, men, girls and boys to disaster relief assistance	(a) Distribution of relief is equally accessed by women, men, girls and boys	DRRU and MS	Continuous/ongoing
4.7 Promote gender-responsive disaster recovery (and link to gender-responsive resilience building)	4.7.1 Ensure that rigorous monitoring, evaluation and accountability mechanisms are in place with sufficient budget and personnel allocation to collect sex-disaggregated data during the recovery period	(a) Establishment of monitoring, evaluation and accountability mechanisms (b) Evidence of operation of monitoring, evaluation and accountability mechanisms	DRRU and MS	2022 Continuous/ongoing

Strategic Area of Intervention	Priority Activities	Performance Indicator	Responsibility	Time frame
	4.7.2 Institutionalise equal opportunities for participation in recovery processes, enabling inclusion of women to address gender needs and support transformation of gender norms to create more equitable resilience			
	4.7.3 Develop an evidence base that links response with gender-responsive resilience building to effectively “build back better” for women, men, girls and boys	(a) Existence of an evidence base (reports, publications, databases) linking gender-responsive resilience building to “build back better” (b) Evidence of linkages between recovery and resilience building in post-disaster settings	DRRU	2022 continuous/on going

## 5. Financial resource mobilisation strategy

The global cost of disasters far outstrips the funds spent on development assistance. It is common knowledge that investing in DRR measures prior to disasters is far more (cost) effective than funding disaster response after a disaster. The World Bank states that each dollar invested in DRR saves seven dollars in disaster response and reconstruction. Not only does investing in DRR make economic sense, it is the only way to protect lives and livelihoods of women, men, girls and boys and ensure equitable sustainable development.

The SADC Council of Ministers, at its meeting held on 14 to 15<sup>th</sup> August, 2015 in Harare, Zimbabwe observed that there were inadequate funds set aside at regional level to coordinate disaster preparedness and response. To this end, the Ministers agreed to establish a regional Disaster Preparedness and Response Fund (see Section 3.4 of the SADC Disaster Preparedness and Response Strategy and Fund 2016 - 2030). Whereas the strategy is for Preparedness and Response, the fund established according to this strategy only focuses on response. The strategy stipulates that "the need to establish a regional disaster fund was endorsed on the premise that the fund would be accessed quickly by Member States in cases where a disaster that overwhelms its capacity occurred requiring urgent emergency support". Reducing disaster risk for women, men, girls and boys is more than just response and requires a portfolio of actions to minimise the creation of risks, reduce any risks that already exist, share residual risks and prepare for disasters. Therefore, this necessitates that the Fund in the Preparedness and Response Strategy be broadened to become a SADC Regional Resilience Fund in order to cater for gender-responsive DRR, and Climate Services including CCA. In this regard a Funding Mobilisation Strategy to cater for all aspects of disaster risk reduction (DRR), climate change adaptation (CCA), response, recovery and rehabilitation is provided below.

### Activities to be funded

DRR has been a very low priority over the past two decades. It is therefore important that in mobilising for funding, concrete activities to be financed be delineated. Therefore, the Fund will support the following activities:

- a) Gender-responsive disaster risk (including climate risk) identification and assessments and monitoring including sex-disaggregated data collection, risk profiling and mapping;
- b) Enhancement of gender-responsive early warning systems, taking into account different risk and access and communication preferences of women and men;
- c) Enhance information management capabilities;
- d) Capacity development;
- e) Gender-responsive DRR Awareness and integration into school curriculum;
- f) Research and innovation into gender-responsive DRR and resilience-building;
- g) Strengthening of legal and regulatory frameworks to ensure equitable benefits for women, men, girls and boys; and
- h) Gender-responsive disaster contingency planning.

### Potential Sources of funding

Financing gender-responsive DRR activities calls for varied financial instruments that, by and large, derives from different sources.

### SADC Secretariat

The SADC Secretariat should prioritise gender-responsive DRR issues including preparedness and response and must be the Principal source of funding and seed funding to attract donors and therefore must apportion a certain percentage of its budget to the SADC Regional DRR Fund. A viable alternative is the establishment of an Autonomous Agency for Disaster and Climate Resilience under Subsidiarity Arrangements - This will require drafting and seeking approval of Charter. This process can easily be linked to the application for SADC to become a Regional Implementing Entity for GCF. The same principle applied in the SADC Disaster Preparedness and Response Strategy and Fund 2016 -2030 that "the Fund shall be a rolling fund and the unused funds rolled over to the following year and will not be returned to SADC Secretariat budget or the contributing Member State, International Cooperating Partners, donors and private sector" must apply.

### Member States

As with the SADC Disaster Preparedness and Response Strategy and Fund 2016 -2030, MS must contribute to DRR funding based on the SADC formula. Political commitment to equitable risk reduction, building resilience and to achieving development outcomes needs to be translated into predictable long-term funding for gender-responsive Disaster Risk Reduction. In this regard Members States must show commitment by mobilising and funding DRR and this must include contributing to Regional gender-responsive DRR efforts.

### The Private sector

The role of the private sector in DRR cannot be over-emphasized. The perception of the public sector as a sole provider of DRR/M goods and services is evolving to recognise the contributions of the private sector. Whereas the international frameworks (the Hyogo Framework and the SFDRR) have gone to length encouraging the participation of the private sector, a lot still needs to be done to court the sector's participation. In this regard the SADC DRRU must make effort to identify and approach Business and Corporates including Insurance companies (Risk insurance and reinsurance) to contribute to the SADC DRR Fund. Similarly, MS must advocate for the private sector in their jurisdiction to contribute to DRR funding at national and sub-national levels. There is also a potential role for communications companies to play a role in distributing early warning messages and to capitalise on growing access to financial services, including (micro) insurance. It is imperative that the SADC DRRU and the MS develop and agree on a business case for the private sector to contribute Funding to gender-responsive DRR. Public-Private Partnerships (PPPs) for gender-responsive DRR are a good alternative, particularly for building resilient infrastructure. Table 1 outlines some potential private sector funding sources.

Table 5 Potential funding opportunities from the private sector

Organisation	Summary of relevance to funding opportunities
Tigo (Millicom) <a href="https://www.millicom.com/our-company/brands/tigo/">https://www.millicom.com/our-company/brands/tigo/</a>	Building digital highways that connect people, improve lives and develop communities. Through fixed and mobile, communications services, cable and satellite TV, mobile financial services and local content available in 13 markets in Africa and Latin America. Tigo country operations are committed to the Connected Women Initiative, which strives to reduce the mobile use gender-gap. Gender-responsive mobile money initiative in Tanzania by tracking gender across its subscriber base in order to ensure products ensure women's needs; and marketing campaigns communicate the right messages
MTN <a href="https://www.mtn.com/">https://www.mtn.com/</a>	Emerging market mobile operator at the forefront of technological and digital changes. MTN Mobile Money partnership with GSMA Mobile for Development mAgri programme for the mAgric pilot. It is a mobile based tool that enables digitization of the agricultural value chain – focusing on the agricultural last mile <sup>57</sup> . Partnership with Ghana National Insurance Commission, MicroEnsure and MFS Africa – provides users with the opportunity to buy micro life-insurance via their mobiles – convenient for women
GSMA <a href="https://www.gsma.com/aboutus/">https://www.gsma.com/aboutus/</a>	Represents interests of mobile operators worldwide in the broader mobile ecosystem – handset and device makers, software companies, equipment providers and internet companies. Connected Women Initiative works to close the gender gap in mobile ownership and usage in low-and middle-income countries.

### International Partners and Donors

There are many and varied sources from international partners and donors to support different aspects of DRR. Different tools used by international organisations and donors including co-financing, grants and technical assistance to support DRR must be explored and exploited. Some of the funders that the SADC Secretariat can approach include but not limited to GFDRR, UNDP, The World Bank, GCF, AfDB DRR/CCA funding, as well as private foundations.

Table 6 Potential funding opportunities from international partners and donors

Organisation/fund	Summary of funding opportunity
European Development Fund	Holistic approach to disaster resilience based on accurate risk information and improved design support systems
African, Caribbean and Pacific Group of States and European Union Development Cooperation (ACP-EU)	Building Disaster Resilience to Natural Hazards in Sub-Saharan African Regions, Countries and Communities Program. Result Area 2: DRR coordination, planning and policy advisory capacities of African

<sup>57</sup> GSMA Digitising the agricultural last mile in Ghana: MTN Mobile Money's mAgric (2019)  
<https://www.gsma.com/mobilefordevelopment/resources/digitising-the-agricultural-last-mile-in-ghana-mtn-mobile-moneys-magric/>

<a href="https://ec.europa.eu/europeaid/regions/african-caribbean-and-pacific-acp-region_en">https://ec.europa.eu/europeaid/regions/african-caribbean-and-pacific-acp-region_en</a>	RECs operational to support respective member states and regional and sub-regional programmes
Global Facility for Disaster Reduction and Recovery (World Bank) <a href="https://www.gfdr.org/en/gender">https://www.gfdr.org/en/gender</a>	Grant funding mechanism that supports DRR projects worldwide. Implementation of Sendai - helping countries to integrate DRR and climate-change adaptation into development strategies and investment programmes for greater resilience.
Global Environment Facility <a href="https://www.thegef.org/">https://www.thegef.org/</a>	Established to tackle the planet's environmental problems - by providing new and additional grants and concessional funding to cover supplementary costs associated with transforming a project with national benefits with one with global environmental benefits. Accreditation as a GEF implementing partner requires demonstrated efforts to analyse gender considerations in GEF projects. The gender capacity of prospective implementing agencies is a criteria for GEF accreditation
European Investment Bank <a href="https://www.eib.org/en/index.htm">https://www.eib.org/en/index.htm</a>	European Union non-profit long term lending institution. SheInvest initiative to mobilise EUR 1 billion of investment for closing the access to finance gender-gap. Promotes gender-responsive climate financing - investment will target climate and gender responsive infrastructure projects, such as projects enhancing women's access to water, clean, reliable and affordable energy, as well as sustainable public transport
United Nations Office for Disaster Risk Reduction <a href="https://www.unisdr.org/">https://www.unisdr.org/</a>	Focal point of the United Nations system for disaster risk reduction and the custodian of the Sendai Framework, supporting countries and societies in its implementation, monitoring and review of progress. The Agency ensures regular reporting on the UN System-Wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP), which tracks progress against 15 common-system performance indicators
The Citi Foundation <a href="https://www.citigroup.com/citi/foundation/">https://www.citigroup.com/citi/foundation/</a>	Works to promote economic progress and improve the lives of people in low-income communities around the world. Co-designed and funded 'Disaster Risk Reduction for Financial Service Providers: Promising Practices for Building Resiliency.' Components include Women's Economic Empowerment which is dedicated to addressing systematic gender-gaps through knowledge mobilisation
Women Entrepreneurs Finance Initiative (We-Fi) (World Bank) <a href="https://we-fi.org/">https://we-fi.org/</a>	International partnership supporting women entrepreneurs in developing countries by addressing systemic barriers they face – linking policy, legal, and regulatory reforms with public and private investments. We-Fi has allocated over two financing rounds \$249 million to programs supporting women's entrepreneurship – 42.8% of which was allocated to Sub-Saharan Africa

### Adaptation Funding

Given the complementarity between disaster risk reduction and climate change adaptation, particularly with regard to extreme events, there is scope to access the international adaptation funds available under the United Nations Framework Convention on Climate Change (UNFCCC), for example the Green Climate Fund, Adaptation Fund, Least Developed Countries Fund and Special Climate Change Fund (see table 3). Resources from these funds have already been successfully accessed by countries across the region to support adaptation across various sectors. An entry point could be the development of a SADC-wide comprehensive early warning system (EWS).

Table 7 Potential international adaptation fund sources

Fund	Summary of funding opportunity
Climate Investment Funds <a href="https://www.climateinvestmentfunds.org/">https://www.climateinvestmentfunds.org/</a>	Accelerates climate action by empowering transformations in clean technology, energy access, climate resilience, and sustainable forests in developing and middle income countries. The CIF's large-scale, low-cost, long-term financing lowers the risk and cost of climate financing. The CIF pays attention to the role women can play as change agents and decision-makers in resilience-building activities. 27% of MDB-approved CIF funding was allocated to Africa



<p>Green Climate Fund  <a href="https://www.greenclimate.fund/home">https://www.greenclimate.fund/home</a></p>	<p>Is a fund created to support developing countries' efforts to respond to the climate challenge by reducing GHG emissions and adapting to climate change. The GCF's investments can be in the form of grants, loans, equity or guarantees. The GCF has gender as a key element of its programming architecture, and is the first climate finance mechanism to mainstream gender perspectives from the outset of its operations (with all projects having to submit a gender assessment and gender action plan).</p>
<p>Adaptation Fund  <a href="https://www.adaptation-fund.org/projects-programmes/project-sectors/disaster-risk-reduction/">https://www.adaptation-fund.org/projects-programmes/project-sectors/disaster-risk-reduction/</a></p>	<p>Finances projects and programmes that help vulnerable communities in developing countries adapt to climate change. The Fund systematically integrates key principles elaborated on its own environmental and social policy, especially regarding equity and access. Gender equality is a goal that the Fund aims to achieve through its processes</p>
<p>Least Developed Countries (LDC) Fund  <a href="https://www.thegef.org/topics/least-developed-countries-fund-ldcf">https://www.thegef.org/topics/least-developed-countries-fund-ldcf</a></p>	<p>Provides funds to help LDCs plan their adaptation needs (for example in supporting National Adaptation Programmes of Action and National Adaptation Plans) and implement their adaptation priorities with a ceiling of US\$30 million per LDC. Works on the principle of additionality (i.e. supports additional financing to climate proof existing development interventions).</p>
<p>Special Climate Change Fund  <a href="https://www.thegef.org/topics/special-climate-change-fund-sccf">https://www.thegef.org/topics/special-climate-change-fund-sccf</a></p>	<p>Provides funding for non-Annex 1 countries under the UNFCCC to address adaptation needs consistent with development priorities through adaptation or technology transfer. Works on the principle of additionality (i.e. supports additional financing to climate proof existing development interventions).</p>

### Integrating DRR into Development Planning

It has been argued that DRR in itself is not a sector and therefore must be mainstreamed/ integrated into all the different sectors. One of the priorities identified in this strategy is for SADC DRRU and MS to promote the integration of gender-responsive DRR in development and sectoral planning. This has a potential to pull elements of non-DRR motivated financing such as Regional Development Fund towards gender-responsive risk reduction.

## 6. Monitoring and Evaluation Mechanism

Central to achieving gender-responsive DRR in the region is the ability monitor, measure and evaluate progress, disaggregated by sex. This GRSP therefore includes a monitoring and evaluation mechanism (M&E), in the Plan of Action (Annexure A). The logic is that in the implementation of this DRRSP through the Plan of Action, gender-responsive DRR and linked CCA activities will be constantly monitored and evaluated. Thus, not only is the question answered: "What do we need to do?", but also "How do we know we were successful? Alignment with international best practices and standards are paramount. Therefore, the M&E must take cognisance of the Sendai Framework Monitor, which is also linked to the Targets set in this Plan. To assess progress of the implementation of the SADC Gender-Responsive Disaster Risk Reduction Strategic Plan and Plan of Action 2018-2030, the Africa Strategy and the SFDRR PoA, biennial national reports will be submitted by each Member State, using standard formats and tools developed by UNDRR, including the on-line monitor system. UNDRR and SADC DRRU will provide technical support for compiling and analysing the collected information and data. Other mechanisms for implementation of monitoring, progress review and open reporting on gender-responsive disaster risk reduction will be considered and adopted, as appropriate, including those based on the peer review approach outlined hereunder.

### SADC DRR Peer Review Mechanism

This GRSP hereby establishes a voluntary Peer Review Mechanism (PRM) for gender-responsive DRR and CCA among and between Member States, aligned with the Sendai Monitoring Framework. The aims of this PRM are to:

- Provide the foundation of the sex-disaggregated M&E;
- Improve on gender-responsive DRR measures in the region.
- Enhance of expertise and contribute to learning between Member States.
- Allow for critical reflection on achievements and challenges;
- Facilitate changes in gender-responsive DRR and CCA practices;

- Aggregate measurable sex-disaggregated indicators and targets to regional level;
- Contribute to evidence-based gender-responsive DRR and CCA policies and laws; and
- Ensure timely international feedback through the use of the Sendai Monitoring Framework.

#### **DRR Peer Review Forum**

The SADC Ministerial Committee of the Organ (MCO) will function as the gender-responsive DRR Peer Review Forum. Thus, all reporting on peer reviews and findings must be directed to the MCO. The MCO will periodically decide on additional information and data requirements as the need arises.

#### **DRR Peer Review Panels**

The Peer Review Mechanism will consist of five Review Panels, each consisting of three countries. Review Panels will function on a tripartite basis. A Review Panel will, on a rotational basis between the three Member States, review progress against the SFDRR (in line with the Sendai Monitoring Framework), the ARSDRR, the DRRSP, other SADC policies and frameworks, and national legal and statutory requirements, on an annual basis. Peer Review Panels can consist of technical and academic expertise equally distributed amongst Member States aligned with the aim of the PRM. Gender parity in representation on the Peer Review Panels is encouraged.

#### **Peer review process**

Each Member State will be reviewed every three years. For the duration of this GRSP each Member State will undergo three reviews up until 2030. Each review must be linked to the Priorities and Targets set-out in this GRSP and Plan of Action.

#### **Funding of the Peer Review Mechanism**

Each Member State must contribute to the Peer Review Mechanism through adequate allocation of human, material and financial resources. The SADC DRRU must further make every effort to engage ICPs to solicit funding and/or expertise for the functioning of the PRM.

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## ANNEX 1: SADC Institutional arrangements

### Location of DRRU at SADC Secretariat

The SADC Disaster Risk Reduction Unit was established within the Directorate of the Organ on Politics, Defence and Security Affairs in 2008 and became operational in 2009. The Unit was relocated in 2017 from the Directorate of the Organ on Politics, Defence and Security Affairs to the Office of Executive Secretary, under the auspices of the Deputy Executive Secretary for Regional Integration (DES-RI). This followed the review of decisions from Ministerial Committee of the Organ Meetings in (2008, 2011), and Council (2010), which directed the DRR Unit to be placed in the office of the Executive Secretary. The latest of these decisions, MCO 2011 (Decision 17), reads as follows:

*“The MCO directed the Secretariat to: ... (v) locate the DRR Unit in the Office of the Executive Secretary (ES) to facilitate direct reporting to the ES as is the case within most Member States where Disaster Management is placed in the highest office to facilitate cooperation which is essential for effective coordination.”*

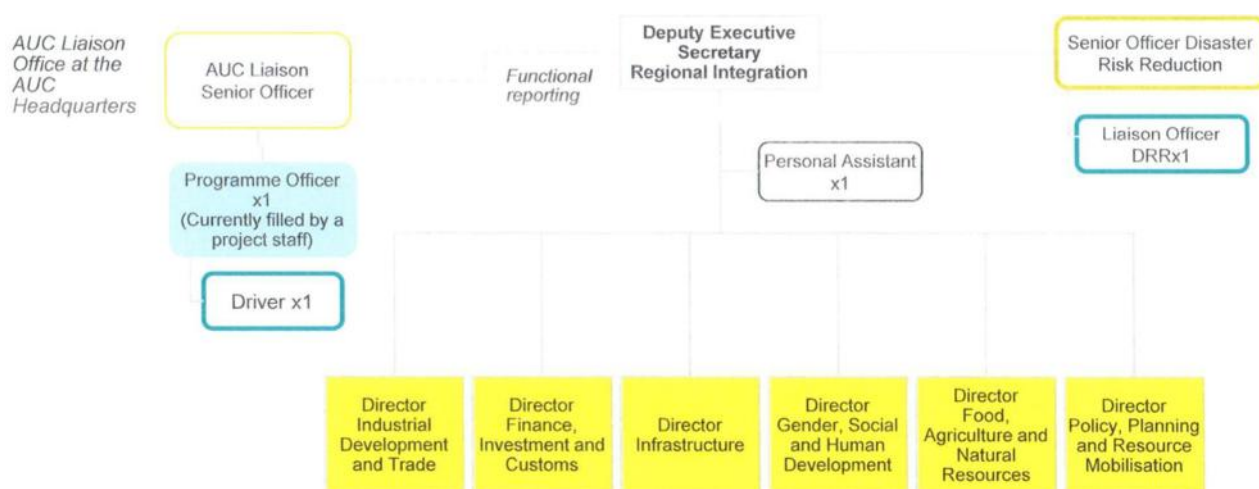


Figure 4: Location of the SADC DRRU within the SADC Secretariat

This placement is meant to allow the Unit to better coordinate the Secretariat’s DRR interventions in the region, given that most of the interventions are carried out in sectors which are overseen by DES-RI.

### DRR Unit Purpose and Objectives

The mandate of the SADC Disaster Risk Reduction Unit is to coordinate and support DRR and Humanitarian Assistance strategic initiatives at the Secretariat and Member States levels. Specifically, the Unit contributes to the SADC Priority C of the Regional Indicative Strategic Development Plan 2015-2020; specifically, the objective on “enhanced disaster risk management.

Among others, the SADC DRR Unit functions are as follows:

- Develop SADC Gender-responsive DRR Strategic Plan and ensure that it aligns with the regional and international DRR frameworks;
- Develop and implement a capacity for early warning, disaster risk mapping, hazard monitoring and gendered risk/vulnerability assessments as a basis for gender-responsive disaster preparedness, prevention and response, and risk financing;
- Coordinate and implement the regional disaster response mechanism to guide regional response to disasters;
- Support Member States in the formulation and implementation of national gender-responsive DRR policies and action plans in order to ensure their harmonisation with other national, regional and international strategies; and
- Facilitate training in gender-responsive DRR/disaster management and coordinate the exchange of data and information, lessons learnt and best practices among Member States.

**Policy/Legal Basis Guiding the DRR Unit (including Protocols, Declarations and other Documents and Statutes)**

The SADC Secretariat does not have a protocol on DRR or management, however several existing SADC protocols are relevant due to the multi-disciplinary nature of gender-responsive disaster risk management:

**Protocol on Politics, Defence and Security Cooperation**

Article 2 states that a specific objective of the Organ on Politics, Defence and Security Cooperation shall be to, “enhance regional capacity in respect of disaster management and co-ordination of international humanitarian assistance.”

**Protocol on Health (1999)**

Article 25 on Emergency Health Services and Disaster Management states that Parties shall:

- a) co-operate and assist each other in the co-ordination and management of disaster and emergency situations;
- b) collaborate and facilitate regional efforts in developing awareness, risk reduction, preparedness and management plans for natural and man-made disasters; and
- c) develop mechanisms for co-operation and assistance with emergency services.

**SADC Protocol on Gender and Development (2015)**

The Protocol, first signed in 2008 and revised in 2015, 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.

**Regional Water Policy (1995)**

The policy has nine thematic areas which address the water resources management issues and challenges in the region and are aimed at optimising the development opportunities. The main policy areas include policy provisions covering people’s protection from water related disasters, including personal security and property protection; disaster prediction, and management and mitigation.

- a) People’s Protection from Floods and Droughts
  - (i) Member States shall commit themselves towards the protection of human life, common property and the environment against the effects of water related natural and human-induced disasters.
  - (ii) The SADC Secretariat and SWCIs shall facilitate and coordinate the management of natural disasters at a shared watercourse and regional level.
- b) Disaster Prediction, Planning and Mitigation
  - (i) The SADC Secretariat, Member States and SWCIs are committed to improving the region’s capacity in predicting water-related disasters associated with floods and droughts through coherent and effective regional and watercourse strategies.
  - (ii) Management of natural disasters and emergency situations requires development and implementation of integrated and coherent regional and watercourse level management plans and procedures.
  - (iii) Regional disaster management planning shall be aligned with other sector disaster management plans and involve consultation with relevant stakeholders.
  - (iv) Each Member State has an obligation to notify and share information with affected Watercourse States in the event of actual or pending water related disasters.

**Protocol on Transport, Communication and Meteorology of 1996**

Article 12.2 of the Protocol states that in order to attain meteorology objective, Member State shall develop a harmonised meteorology policy which facilitates regional cooperation, strengthen national capacity and ensure compliance with their international commitments.

In relation to Regional Meteorological Support Network, Article 12.5 state that amongst others:

- a) Member States shall within the framework of the general objectives of WMO expands the RMSN
- b) with the aim to ensure -

- (i) the exchange of information relating to weather and climate matters on a regular basis between national meteorological centres and regional meteorological centres; and,
  - (ii) the scientific and technical potential of specialised services at national centres is optimally utilised, especially in agro-meteorological aspect of food early warning, remote sensing, data archiving, drought monitoring, seasonal outlooks and climate analysts.
- c) Member States shall take the necessary measures to strengthen and rehabilitate national and
- d) regional meteorological centres within the framework of the WMO Regional Association I - Africa established in terms of Article 18 of the WMO Convention by -
- (i) designating a national meteorological centre or centres to serve as a regional meteorological centre to execute meteorological services of regional importance; and,
  - (ii) link the remaining meteorological centres in the region to the regional centres thus enhancing the operational capabilities of the RMSN.

#### **SADC Declaration on Agriculture and Food Security of 2004**

In this declaration, Member States declared and committed themselves to promote agriculture as a pillar in the national and regional development strategies and programmes in order to attain short, medium and long term objectives on agriculture and food security and ensures that in terms of disaster preparedness:

- (i) strengthen early warning systems;
- (ii) enhance vulnerability monitoring capabilities;
- (iii) develop a Regional Integrated Agricultural Information System; and
- (iv) consider the establishment of a Regional Food Reserve Facility

#### **SADC Declaration on Poverty Eradication and Sustainable Development of 2008**

Member States declared amongst other priority areas at the regional level to:

- (i) achieve food security in a situation of growing global food shortages; and,
- (ii) addressing the impact of climate change in the fight against poverty.

These will be achieved through resilience against the impacts of climate change by preparing and implementing national and regional adaptation and mitigation plans amongst others.

#### **SADC Gender Policy**

In 2007, SADC adopted the SADC Gender Policy (2007), recognizing that gender equality is a “fundamental human right”.<sup>58</sup> This implies that the region is “committed to removing all forms of gender inequalities at the regional and national levels”.<sup>59</sup> 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.

#### **Workplace Gender Policy**

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.

#### **Regional Strategy and Framework of Action for Addressing Gender-Based Violence**

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 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.

#### **Sexual and Reproductive Health and Rights (SRHR) Strategy**

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.

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<sup>58</sup> SADC Gender Policy (2007:4)

<sup>59</sup> SADC Gender Policy (2007:4)