GENDER RESPONSIVE DISASTER RISK MANAGEMENT

An analysis of gender integration in national and regional disaster risk management frameworks in Eastern and Southern Africa

© IFRC and **UNICEF, 2021.**

Copies of all or part of this study may be made for non-commercial use, providing the source is acknowledged. This publication is protected by IFRC and UNICEF copyright laws and regulations.

The IFRC and UNICEF would appreciate receiving details of its use.

Requests for commercial reproduction should be directed to the IFRC at secretariat@ifrc.org and UNICEF at nyhqdoc.permit@unicef.org

Opinions and recommendations expressed in this study do not necessarily represent the official policy of UNICEF or IFRC or of individual National Red Cross or Red Crescent Societies.

Photos: Cover, P. 18, P. 34, P. 48 © Corrie Butler / IFRC, P. 14 © Ville Palonen / Finnish Red Cross, P. 60 © Aurèlie Marrier d'Unienville / IFRC.

For more information please contact

- **Everlyn Milanoi Koiyiet**
  IFRC Senior Protection
  Gender and Inclusion Officer for Africa
  everlyn.koiyiet@ifrc.org

- **Emmanuelle Compingt**
  Regional Adviser – Gender Equality
  UNICEF Regional Office for Eastern and Southern Africa
  ecompingt@unicef.org

GENDER RESPONSIVE DISASTER RISK MANAGEMENT

An analysis of gender integration in national and regional
disaster risk management frameworks in Eastern and Southern Africa

ACKNOWLEDGEMENTS

The report was researched and developed by Anna Myers (consultant), in close collaboration with Emmanuelle Compingt, Marta Perez Del Pulgar, Ndeye Marie Diop and Lorenza Trulli (UNICEF), Everlyn Milanoi Koiyiet, María Martinez, Jeanique Serradinho, Stella Ngugi, Nicholas Daniel Peter and Petronella Chipo Mugoni (IFRC). The report was informed and reviewed by 17 consultations with regional UNICEF and IFRC staff, 39 UNICEF Country staff, 16 Red Cross/Red Crescent National Societies staff; and 61 key informant interviews with representatives from national DRM institutions, ministries of gender, national and international organizations and UN agencies. The report was edited by Rachel Fleetwood and designed by Hadley Kincade. It was made possible with core funding from UNICEF.

LIST OF TABLES AND FIGURES

Tables

Table 1: Country or regional bodies and DRM institutions and DRM legal and policy documents

Table 2: Defining the extent of gender integration

Table 3: Process of categorizing the DRM law, policy, strategies and plans

Table 4: Extent of gender integration in the DRM legal and policy documents

Table 5: Extent of integration of GBV risk mitigation, prevention and response in the DRM legal and policy documents

Figures

Figure 1: Relationship among global, continental, regional and national documents

Figure 2: Extent of gender integration

Figure 3: Extent of addressing GBV risks

Figure 4: Areas of integration of gender considerations

Figure 5: Areas of integration of GBV risk mitigation, prevention and response

CONTENTS

Acknowledgements 4
List of tables and figures 4
Terminology 6
Acronyms and abbreviations 8
Executive summary 10
Map of the region 12

Introduction 14

Disasters, gender inequality and GBV outcomes 15

Extent of integration in DRM frameworks 18

Scope of DRM legal and policy frameworks analysed 19
Extent of integration of gender and GBV risk mitigation, prevention and response in DRM legal and policy frameworks 22
Highlights 30

National level learnings 34

Learnings across the AUC, EAC, IGAD and SADC 48

Overall recommendations and conclusion 60

Annexes 64

Annexe 1: Country profiles 65
- Burundi 65
- Ethiopia 66
- Kenya 67
- Madagascar 69
- Malawi 70
- Mozambique 71
- Somalia 72
  - Puntland 74
  - Somaliland 76
- South Sudan 77
- Uganda 78
- Zimbabwe 79

Annexe 2: Regional profiles 81
- African Union Commission 81
- East African Community 82
- Intergovernmental Authority on Development 82
- Southern African Development Community 83

Endnotes 84

TERMINOLOGY

Disaster	Disaster refers to "a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts".[1]
Disaster risk management	Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.[2]
Disaster risk management legal and policy framework	A disaster risk management legal and policy framework may be viewed for the purposes of this report as a set of legislative, regulatory and policy rules that together establish the framework for the management of disaster risks.[3]
Disaster risk management legal and policy document	A disaster risk management legal and policy document may be viewed for the purposes of this report as a law, regulation, policy, strategy or plan that governs disaster risk management.[4]
Disaster risk reduction	Disaster risk reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.[5]
Gender	Gender refers to the social differences among persons of various gender identities throughout their life cycles. Although deeply rooted in every culture, these social differences are changeable over time and are different both within and between cultures. Gender determines the roles, power and resources for females, males and other gender identities in any culture.[6]
Gender equality	Gender equality is the concept that all genders have equal conditions, treatment and opportunities for realizing their full potential, human rights and dignity, and for contributing to (and benefitting from) economic, social, cultural and political development. Gender equality is, therefore, the equal valuing by society of the similarities and the differences of everyone and that the rights, responsibilities and opportunities of all genders will not depend on whether they are born male or female or how they identify. Gender equality is a matter of human rights and is considered a precondition for, and indicator of, sustainable people-centred development.[7]
Gender mainstreaming	Gender mainstreaming is a strategy to accelerate progress on gender equality through a process of assessing the implications for all genders in any planned action, including legislation, policies and programmes. It is a strategy for making all genders' concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes so inequality is not perpetuated.[8]

Gender responsive	Gender responsive identifies and addresses the differentiated needs of all genders; promotes equal outcomes and responds to practical and strategic gender needs.[9]
Gender sensitive	Gender sensitive works around existing gender differences and inequalities to ensure equitable allocation/services/support aligned with the pre-existing gender differences, structures, systems and power divisions in society.[10]
Gender transformative	Gender transformative strives to transform unequal gender relations to promote shared power, control of resources, decision-making and support for the empowerment of all genders equally.[11]
Gender-based violence	Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (gender) differences often between females and males. The nature and extent of specific types of gender-based violence vary across cultures, countries and regions. Examples include sexual violence, including sexual exploitation/abuse and forced prostitution, domestic violence, trafficking, forced/early marriage, harmful traditional practices such as female genital mutilation, honour killings and widow inheritance.[12]
Protection	Protection in humanitarian action is fundamentally about keeping people safe from harm. It aims to ensure that the rights of individuals are respected and to preserve the safety, physical integrity and dignity of those affected by natural disasters or other emergencies and armed conflict or other situations of violence. The Inter-Agency Standing Committee's definition of protection is the most commonly accepted by humanitarian actors (including the Red Cross and Red Crescent Movement): "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e., human rights law, international humanitarian law and refugee law)".[13]

ACRONYMS AND ABBREVIATIONS

ARC	African Risk Capacity
AU	African Union
AUC	African Union Commission
AYAB DRR	African Youth Advisory Board for Disaster Risk Reduction
BNGRC	Bureau National de Gestion des Risques et des Catastrophes (Madagascar)
CCA	Climate change adaptation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CMR	Clinical management of rape
CRIC	Comité de Réflexion des Intervenants en Catastrophes (Madagascar)
DCP	Department of Civil Protection (Zimbabwe)
DoDMA	Department of Disaster Management Affairs (Malawi)
DRM	Disaster risk management
DRR	Disaster risk reduction
EAC	East African Community
FGM	Female genital mutilation
GBV	Gender-based violence
HADMA	The Humanitarian Affairs Disaster Management Agency (Somalia (Puntland))
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
INGC	Instituto Nacional de Gestão de Calamidades (Mozambique)
INGD	Instituto Nacional de Gestão e Redução do Risco de Desastres (Mozambique)
INGO	International non-governmental organization
MGCAS	Ministério do Género, Criança e Acção Social (Mozambique)
MGCSW	Ministry of Gender, Child and Social Welfare (South Sudan)
MHA&DM	Ministry of Humanitarian Affairs and Disaster Management (Somalia)
MHADM	Ministry of Humanitarian Affairs and Disaster (South Sudan)
MISP	Minimum initial service package for sexual and reproductive health in crisis situations

MoDAFA	Ministry of Women Development and Family Affairs (Somalia (Puntland))
MoGLSD	Ministry of Gender, Labour and Social Development (Uganda)
MoWA	Ministry of Women's Affairs (Zimbabwe)
MoWCY	Ministry of Women, Children and Youth (Ethiopia)
MoWHRD	Ministry of Women and Human Rights Development (Somalia)
MPPSPF	Ministère De La Population, de la Protection Sociale et de la Promotion de la Femme (Madagascar)
MSA	Ministry of Social Affairs (Somalia (Somaliland))
MSPGC	Le Ministère de la Sécurité Publique et de la Gestion des Catastrophes (Burundi)
NADFOR	National Disaster Preparedness & Food Reserve Authority (Somalia (Somaliland))
NDMA	National Drought Management Authority (Kenya)
NDOC	National Disaster Operation Centre (Kenya)
NDRMC	The National Disaster Risk Management Commission (Ethiopia)
NGO	Non-governmental organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
OPM	Office of the Prime Minister (Uganda)
PLWD	People living with disabilities
PoA	Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa
RECs	Regional Economic Communities
SADC	Southern African Development Community
SADD	Sex and age disaggregated data
SADDD	Sex, age and disability disaggregated data
SDGs	Sustainable development goals
SRH	Sexual and reproductive health
UNDRR	United Nations Office for Disaster Risk Reduction
UNFCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WASH	Water, sanitation and hygiene
WCoZ	The Women's Coalition of Zimbabwe

EXECUTIVE SUMMARY

In 2020 UNICEF and IFRC initiated a study to explore the extent of integration of gender considerations, including gender-based violence (GBV) risk mitigation, prevention and response considerations, in national and regional disaster risk management (DRM) legal and policy frameworks in Eastern and Southern Africa. The partnership was borne out of the recognition of the integral role DRM legal and policy frameworks have in ensuring gender considerations are integrated into disaster preparedness and responses. This study aims to contribute to regional knowledge sharing on the extent of integration of gender, including GBV risk mitigation, prevention and response, into DRM frameworks and what challenges, facilitators, opportunities and recommendations have been identified from these efforts. This report is based on a desk review, consultations and key informant interviews on DRM legal and policy frameworks and their implementation in Ethiopia, Burundi, Kenya, Madagascar, Malawi, Mozambique, Somalia (including Puntland and Somaliland), South Sudan, Uganda, Zimbabwe, the African Union Commission (AUC), the East African Community (EAC), the Intergovernmental Authority on Development (IGAD) and the Southern African Development Community (SADC).

The study found that the extent of integration of gender considerations, including those related to GBV risk mitigation, prevention and response, varies considerably across the range of DRM legal and policy documents within the DRM frameworks. Overall, of the 23 DRM legal and policy documents included in the study, 39% are gender responsive and towards gender responsive, 31% are gender sensitive and towards gender sensitive and 30% are gender blind. Of the 23 DRM legal and policy documents, 9% are GBV responsive, 8% are GBV sensitive or towards GBV sensitive and 83%, including a few of the most gender responsive DRM documents, are GBV blind.[14]

The DRM legal and policy documents are heavily guided by the Sendai Framework for Disaster Risk Reduction (2015–2030) (Sendai Framework)[15] and the AUC Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa (2017) (PoA).[16] Most governments and Regional Economic Communities (RECs) have developed gender sensitive or gender responsive DRM legal and policy documents that reference the role of gender inequality in giving rise to disasters disproportionately affecting women and girls, gender as a cross cutting theme and principle, mandating the ministry of gender to oversee gender activities in DRM and recognizing the importance of women and girls' participation in DRM and the need to collect sex and age disaggregated data (SADD). Increasingly, governments are striving for gender (and disability) responsive DRM legal and policy documents. For DRM legal and policy documents which are highly gender responsive, the process of developing these documents can include public consultations with national women-led organizations and women and youth committees across subnational levels; actions that ensure women and girls' participation in tailoring early warning systems and disaster response services; women's leadership in DRM committees at all levels and budget allocations for gender responsive approaches; as well as activities across different sectors that reduce risks of, prevent and respond to GBV. Overall, most DRM policies and strategies, more than laws or draft bills, have gender equality considerations integrated, with far fewer DRM legal and policy documents integrating considerations to prevent or respond to GBV.

Several factors enabled gender integration within the drafting of DRM legal and policy documents and informed the ability to implement them with a gender responsive approach. Factors included considerable human, technical and financial resources to support a participatory process to develop gender responsive DRM legal and policy documents that were informed by consultations with groups and organizations representing women, girls and other marginalized groups; active coordination, leadership and technical support from gender directorates or gender focal points within DRM institutions; strong collaboration and commitment to gender integration among DRM, the ministry of gender and other ministries and members on the national coordinating body; active DRM membership on the gender, protection or GBV working groups; overall DRM staff awareness, technical skills and commitment to gender equality and mitigating, preventing and responding to GBV including gender analysis skills, the ability to collect and use sex, age and disability disaggregated data (SADDD) to inform decisions and the ability to make efforts to prevent and respond to GBV across all sector programming in close collaboration with women, girls and other marginalized members of affected communities; and strong investment in fostering subnational DRM leadership and coordination down to community levels, partnering with and bolstering the leadership and DRM technical skills of women, youth and other groups representing marginalized communities and ensuring

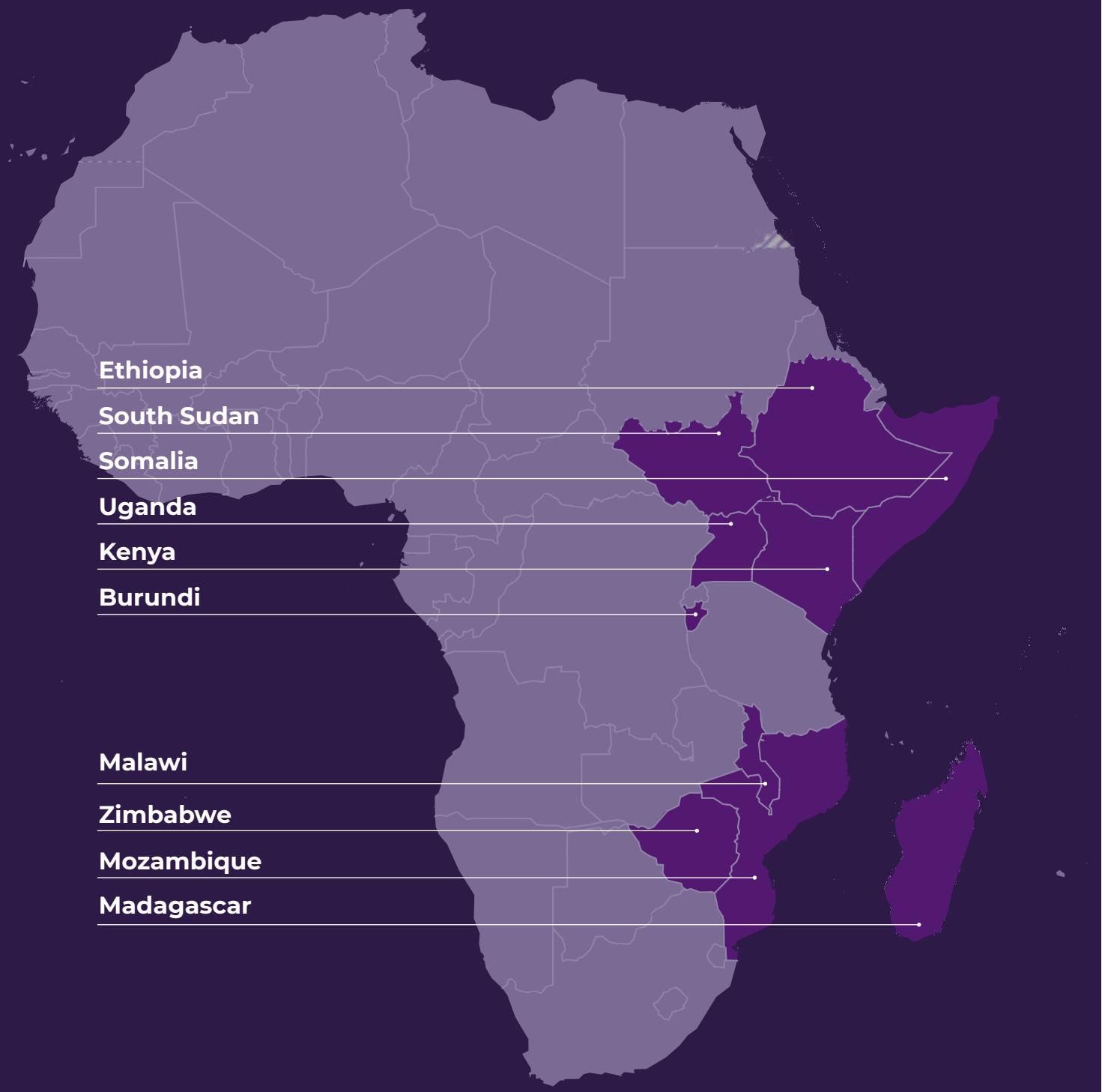
Malawi 2012
Mother and child. © Benoit Matsha-Carpentier / IFRC

budget allocations for gender related activities. Regionally, strong collaboration between the AUC and RECs' Gender and DRR Units fortify the integration of gender and GBV risk mitigation, prevention and response in DRM policy documents and mechanisms and offer opportunities for cross-learning. Numerous nascent response mechanisms, gender or GBV working groups and gender strategies offer ample opportunities to further advance the integration of gender, including considerations to address GBV, in DRM among regional bodies and across member states.

Overall, recommendations point to facilitating factors in developing gender responsive DRM frameworks which include the need to institutionalize gender responsive DRM into national DRM authorities and to ensure multi-ministerial, multi-sectoral, multi-level and all-hazard gender responsive DRM coordination, emphasizing the importance of investing in subnational gender responsive DRM. In addition, recommendations include fostering stronger collaboration among national DRM institutions, ministries of gender and national women-led organizations, and international partners, to advance gender equality and prevent and respond to GBV. Finally, recommendations also point to leveraging regional body leadership through the AUC and RECs to advance regional and national gender responsive DRM, identify opportunities for gender responsive DRM and climate change adaption (CCA) integration, and develop gender responsive DRM guidance.

Numerous governments as well as EAC and SADC have DRM legal or policy documents that are currently awaiting adoption, under revision or up for revision, offering timely opportunities to further integrate gender into DRM frameworks and implementation. This study seeks to share regional learnings to support governments, RECs and the AUC in their ongoing and upcoming legislative and policy efforts to develop and implement gender responsive DRM legal and policy frameworks that include considerations to mitigate the risks of, prevent and respond to GBV.

Map of the region



Structure of report

Section 1 Introduction

An introduction to the purpose of this study and why the integration of considerations of gender, including considerations to prevent and respond to GBV, in DRM are important to reduce the impacts of disasters on women, girls and other marginalized groups.

Section 2 Extent of integration in DRM frameworks

Analysis of the extent of integration of gender and GBV risk mitigation, prevention and response considerations in DRM legal and policy frameworks. This outlines the DRM legal and policy documents included in the study, categorizing the DRM legal and policy documents by the degree of integration of gender and GBV risk mitigation, prevention and response, sharing examples of areas of integration, and highlighting selected DRM legal and policy documents in more detail.

Section 3 National level learnings

The challenges, facilitators, opportunities and recommendations shared by stakeholders across national DRM institutions, ministries of gender, and national and international organizations working on gender equality and GBV risk mitigation, prevention and response in DRM in the study countries.

Section 4 Learnings across the AUC, EAC, IGAD and SADC

The challenges, facilitators, opportunities and recommendations shared by stakeholders across the AUC, EAC, IGAD and SADC and their international partners working in the region on gender equality and GBV risk mitigation, prevention and response and DRM.

Section 5 Overall recommendations and conclusion

Overall recommendations and a conclusion based on the study learnings.

Annexe 1 Country profiles

Each study country is profiled, with a summary of their DRM institution, representation and extent of considerations for gender and GBV risk mitigation, prevention and response within the DRM institution and DRM legal and policy documents, and specific opportunities to further that integration.

Annexe 2 Regional profiles

Each regional body is profiled, with a summary of their DRR and Gender Units and detailed explanation of the extent of considerations related to gender and GBV risk mitigation, prevention and response within their DRM legal and policy documents.

INTRODUCTION

1

DISASTERS, GENDER INEQUALITY AND GBV OUTCOMES

Globally, natural disasters are occurring more frequently primarily due to climate change, leading to an increasing number of weather-related emergencies.[17] Across Africa this is reflected in higher temperatures, rising sea levels and coastal erosion, as well as changes in rainfall including increasing rainfall in the Sahel as seen from the flooding of late 2019 and decreasing rainfall in North and Southern Africa.[18] Natural disasters from 2019 alone included droughts, floods and cyclones across Eastern and Southern Africa.[19] The impacts of natural disasters tend to fall disproportionately on women and girls and other marginalized groups, due to systemic gender and social inequality.

In disasters, gender inequality and compounding social inequalities (for example, ability, age, race/ethnicity, sexuality, socio-economic status, education level) are exacerbated, triggering more direct and indirect negative impacts on marginalized groups. When comparing women and men, disasters lower the life expectancy of women more than men and women are more likely to die from natural disasters and experience more negative mental health impacts.[20] Women also often have reduced access to health care including sexual and reproductive health (SRH) and face higher rates of unemployment.[21] Occurring in some countries simultaneously, the COVID-19 pandemic and Ebola epidemic have worsened the negative outcomes from gender inequality among women, girls and other marginalized groups.

In Eastern and Southern Africa, studies have pointed to specific negative impacts of disasters on women and girls that are rooted in gender inequality and discrimination patterns, including GBV. In Uganda, enrolment in the highest grade of primary school for girls was reduced by 5% following a 15% reduction in rainfall,[22] and child marriage was seen to rise in Sub-Saharan Africa by 3% following a drought.[23] In Mozambique, following the El-Niño-induced drought, CARE found increased rates of child marriage rates, school drop-out rates among girls, reports of sexual and GBV, and increased reports of women and girls having to trade sex for food and money.[24] At the beginning of the COVID-19 outbreak, 23% of protection organizations in Somalia found increased domestic labour among girls resulting in increased risks of sexual exploitation and abuse.[25]

> When referring to **women and girls** this includes those with other intersecting identities that lead to further marginalization, such as those from indigenous, racial, ethnic and sexual orientation and gender-identity minority groups, women and girls with disabilities, adolescents, older women, single women, female-headed households, widows, women and girls living in poverty in both rural and urban settings, women in sex work, and internally displaced, stateless, refugee, asylum seeking and migrant women. (Adapted from CEDAW No. 37, 3). When referring to **marginalized groups**, this can include men and other genders who face discrimination based on identities and intersecting social factors including but not limited to education, religion, race/ethnicity or socio-economic status.

GBV, an outcome of gender inequality, rises during disasters and there are increased risks of sexual exploitation and abuse.[26] In studies in Tanzania[27] and Uganda,[28] and one study of 19 countries that included Kenya, Ethiopia, South Sudan, Mozambique and Namibia, GBV was reported to have increased following periods of reduced rainfall and droughts.[29] Following the beginning of the COVID-19 pandemic there has been higher recognition globally of the increased risks of GBV and high rates of GBV, particularly from COVID-19-related lockdowns, including in Eastern and Southern Africa. Within the first few weeks of lockdowns in South Africa, Namibia and Zimbabwe, police and national non-governmental organizations (NGOs) saw a spike in reporting and cases of GBV including domestic violence;[30] in Zimbabwe, the number of calls to the GBV hotline (the MUSASA Helpline) tripled.[31] Cases of GBV were also reported at increasing rates in Kenya and Somalia.[32] Simultaneously, UNICEF identified 11 countries in Eastern and Southern Africa that did not formally recognize GBV services as essential at the beginning of COVID-19, leading to lack of support for survivors due to limits on information and access to services during lockdowns.[33]

Kenya 2011
Girl at a market. © Jonathan Kalan

The need for gender responsive DRM

As governments focus attention on reducing disaster risks and bolstering readiness to respond to disasters, including those related to climate change, the Sendai Framework[34] has become the global roadmap for DRM. One of the seven global targets is "e) Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020" which points to the important role of national legislation, policies and strategies to mandate and guide country DRM.[35] This is reinforced under "Priority 2: Strengthening disaster risk governance to manage disaster risk: To adopt and implement national and local disaster risk reduction strategies and plans, across different timescales, with targets, indicators and time frames, aimed at preventing the creation of risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience".[36] The Sendai Framework includes a monitoring tool with indicators to assist countries in tracking and reporting implementation progress.[37]

Despite global commitment to implementing the Sendai Framework and developing disaster laws, policies and strategies to reduce risks and ensure more robust disaster management and response, significant gaps remain in ensuring that the DRM laws, policies, strategies and plans take gender into consideration and include actions to prevent and respond to GBV. The Sendai Framework calls for "gender-sensitive disaster risk reduction policies, plans and programmes",[38] the participation and leadership of women, youth and persons with disabilities,[39] and argues that "gender, age, disability and cultural perspective should be integrated in all policies and practices".[40] However, the Sendai Framework does not mandate the collection of sex-disaggregated data.[41]

To reduce the disproportionately negative impacts of disasters on women, girls and other marginalized groups, DRM must be gender responsive, with "proactive intent to achieve gender-equitable results by identifying gender-related barriers, developing appropriate responses and establishing strong accountability frameworks for monitoring and review".[42] Both the weak integration of gender equality and GBV risk mitigation, prevention and response considerations in DRM globally and the necessity of developing gender responsive DRM legal and policy

frameworks are well documented, including by the Committee on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in the General recommendations Nos. 35[43] and 37[44] (CEDAW No. 35 and CEDAW No. 37), the United Nations Office for Disaster Risk Reduction (UNDRR)[45] and IFRC.[46] However, despite the increased attention to the necessity of having gender responsive DRM legal frameworks, no global guidance exists on how to make DRM legal and policy frameworks more gender responsive. Perhaps the closest is the Hanoi Recommendations for Action on Gender and Disaster Risk Reduction (Hanoi Recommendations) which offer the Asia Pacific region actions to make each priority of the Sendai Framework gender responsive.[47] In addition, how countries are integrating gender and GBV risk mitigation, prevention and response considerations into their DRM legal and policy documents, and to what extent, remains under-researched or shared publicly especially outside of the Asia Pacific region.

In recognition of this knowledge gap, and with the potential for DRM legal and policy frameworks to advance gender equality including mitigating risks, preventing and responding to GBV, UNICEF and IFRC launched a partnership in 2020 to study the extent of integration of gender considerations, including those to address GBV. This study focused its research on the integration of gender and GBV risk mitigation, prevention and response considerations in national and regional DRM legal and policy frameworks in Eastern and Southern Africa. The study aims to contribute to regional knowledge sharing on the extent of integration of gender and GBV risk mitigation, prevention and response considerations into DRM legal and policy frameworks and what challenges, facilitators, opportunities and recommendations can be learned from these efforts.

Study methodology

The study included a **desk review**, **consultations** and **key informant interviews** focused on the following countries and regional economic bodies: Ethiopia, Burundi, Kenya, Madagascar, Malawi, Mozambique, Somalia (including Puntland and Somaliland), South Sudan, Uganda, Zimbabwe, the AUC, the EAC, the IGAD and the SADC.

The **desk review** included available legal documents, policies and strategies that relate to DRM, disaster risk reduction (DRR), gender and GBV risk mitigation, prevention and response in all study countries and regional bodies, as well as relevant global documents on gender, GBV risk mitigation, prevention and response and DRM legal and policy frameworks.

Consultations were undertaken with 8 regional UNICEF staff working on gender, child protection and emergencies, 9 IFRC staff working on disaster law, and protection, gender and inclusion; 39 UNICEF Country Office emergency, gender and child protection/GBV prevention and response staff; and 16 disaster law, disaster risk management and protection, gender and inclusion staff at Red Cross/Red Crescent National Societies in the select countries.

Sixty-one **key informant interviews** were conducted in consultation with UNICEF and Red Cross/Red Crescent National Society colleagues targeting two to three informants from each country including government officials from the DRM institution, the ministry of gender, a national organization working on gender equality or GBV prevention or response and engaged in DRM and/or staff from a UN agency or international organization working on gender equality, addressing GBV and/or DRM.

Limitations

While numerous key informants were interviewed, many more were unable to be consulted within the time for interviews. In addition, although most DRM laws, policies, strategies and plans are available online, not all are, particularly those in draft form, requiring DRM laws, policies, strategies and plans to be shared by key informants. In addition, although many draft DRM laws, policies, strategies and plans integrate considerations for gender equality and/or GBV risk mitigation, prevention or response, it was not possible to include them in this study as they have not yet been adopted. Lastly, there is no globally accepted rubric for assessing the extent of integration of gender considerations to address GBV into DRM legal and policy documents. The rubric developed for the assessment is not a validated assessment tool as it was weighted comparing the study DRM documents and not against a model of a gender responsive DRM laws, policies, strategies or plans. Comparing DRM laws, policies, strategies and plans was difficult given their varied approaches to what should be included. Additionally, gender responsive DRM documents do not equal gender responsive DRM implementation.

EXTENT OF INTEGRATION IN DRM FRAMEWORKS

2

SCOPE OF DRM LEGAL AND POLICY FRAMEWORKS ANALYSED

The purpose of this study was to analyse the extent of integration of gender, including considerations to prevent and respond to GBV, within DRM legal and policy frameworks on regional and national levels and learn from regional and national stakeholders of their experiences. In general, comprehensive DRM legal and policy frameworks include several documents, for example, a DRM law, regulations to that law and DRM policy documents (such as a policy, strategy and/or plan along with an action plan). In addition, it may be beneficial for contingency plans to be developed annually or for specific disasters.[48] Each country's legal system is different and approaches reflect the variety of contexts. Overall, countries often prioritize developing and then updating one DRM legal or policy document. This approach reflects the Sendai Framework which encourages developing strategies and plans, leaving it up to the discretion of countries to decide what type of legal or policy framework to develop.[49]

The Sendai Framework is the global governing framework used to reduce disaster risks and oversee disaster management. The AUC PoA is the continental strategy to implement the Sendai Framework across all countries and is the guiding document for DRM for the AUC.[50] The RECs also have their own respective strategies to support member states on their implementation of the Sendai Framework nationally. This includes the EAC Disaster Risk Reduction and Management Strategy (2012–2016) and the IGAD Regional Disaster Risk Management Strategy (2019–2030). SADC is currently drafting a DRM strategy. The relationships between these documents are reflected in Figure 1.

Figure 1 *Relationship among global, continental, regional and national documents*

Each country in the study elected to develop different types of DRM laws, policies, strategies and plans and each type of document looks vastly different across countries. Table 1 lists the DRM legal and policy documents reviewed for the study that were shared by key informants as the DRM governing document(s). DRM laws, policies, strategies and plans that are in draft form but will become the governing documents are also included in the list but have been excluded from the formal analysis as they have not been shared or adopted (noted in Table 1). In total, 23 DRM laws, policies, strategies or plans were included in the analysis. Please note, sub-national DRM frameworks were not sought specifically, however in the *Highlights* section, Kenya's county-level DRM policies are discussed. All hyperlinks are included in Table 1 where available.

Table 1 *Country or regional bodies and DRM institutions and DRM legal and policy documents*

Country or regional bodies and DRM institutions	DRM legal and policy documents
Burundi: Le Ministère de la Sécurité Publique et de la Gestion des Catastrophes (MSPGC)	Plan d'Action Nationale pour le renforcement des capacités nationales pour la réduction des risques, la préparation et la réponse aux urgences au Burundi (2013–2016) (Burundi National Action Plan)
Ethiopia: The National Disaster Risk Management Commission (NDRMC)	National Policy and Strategy on Disaster Risk Management (2013)
Kenya: Kenya National Disaster Operation Centre (NDOC), National Drought Management Authority (NDMA)	National Policy for Disaster Management in Kenya (2009)
	The National DRM Bill (2021)
	Draft National Disaster Risk Management Policy (2020) (Note: This document was not included in the formal analysis since it is in draft form and has not yet been adopted)
Madagascar: Bureau National de Gestion des Risques et des Catastrophes (The Bureau of National Disaster Risk Management, BNGRC)	Loi relative à la politique nationale de gestion des risques et des catastrophes (2003) (DRM Act 2003)
	Loi relative à la Politique Nationale de Gestion des Risques et des Catastrophes (2015) (DRM Act 2015)
	Stratégie Nationale de Gestion des Risques et des Catastrophes 2016–2020 (National DRM Strategy 2016–2020)
Malawi: Department of Disaster Management Affairs (DoDMA)	Disaster Preparedness and Response Act (1991)
	Disaster Risk Management Policy (2015)
	Draft Disaster Risk Management Bill (2020) (Note: This document was not included in the formal analysis since it is in draft form and has not yet been adopted)
	Draft Disaster Risk Management Operational Guidelines (2020) (Note: This document was not included in the formal analysis since it is in draft form and has not yet been adopted)
Mozambique: Instituto Nacional de Gestão e Redução do Risco de Desastres (INGD)	Plano Director para a Redução do Risco de Desastres (2017–2030) (Plan for DRR)
	Plano Estratégico de Género do Instituto Nacional de Gestão de Calamidades (2016–2020) (INGC Gender Strategic Plan)
	Plano Anual de Contingência (2019) (Annual Contingency Plan)
	Lei no. 10/2020: Lei de Gestão e Redução do Risco de Desastres (2020) (DRM Act 2020)
	Decreto no. 76/2020: Aprova o Regulamento da Lei de Gestão e Redução do Risco de Desastre (2020) (DRM Regulations 2020)

Country or regional bodies and DRM institutions	DRM legal and policy documents
Somalia: The Ministry of Humanitarian Affairs and Disaster Management (MHA&DM)	National Disaster Management Policy (2017)
Somalia (Puntland): The Humanitarian Affairs Disaster Management Agency (HADMA)	Emergency/Disaster Preparedness Response Plan (2017) (DPR Plan)
Somalia (Somaliland): National Disaster Preparedness & Food Reserve Authority (NADFOR)	Draft DRM Policy (Note: This document was not included in the formal analysis as it was not available for review)
South Sudan: The Ministry of Humanitarian Affairs and Disaster (MHADM)	Draft National Strategy for DRM in South Sudan (2019) (Note: This document was not included in the formal analysis since it is in draft form and has not yet been adopted)
	Draft National Disaster Risk Management Policy (2020) (Note: This document was not included in the formal analysis since it is in draft form and has not yet been adopted)
Uganda: Office of the Prime Minister (OPM)	National Policy for Disaster Preparedness and Management Policy (2011)
	Draft DRM Bill (Note: This document was not included in the formal analysis as it was not available for review)
Zimbabwe: Department of Civil Protection (DCP)	Civil Protection Act (2001)
	National Contingency Plan (2012–2013)
AUC: DRR Unit	Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa In line with the Africa Regional Strategy for Disaster Risk Reduction (2017) (PoA)
EAC: DRR Unit	EAC Disaster Risk Reduction and Management Strategy (2012–2016)
IGAD: DRR Unit	IGAD Regional Strategy for Disaster Risk Management (2019–2030)
	IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation (2020) (Regional Strategy for Gender in DRM and CCA 2020)
SADC: DRR Unit	Draft SADC Disaster Risk Reduction Strategy (Note: This document was not included in the formal analysis as it was not available for review)

EXTENT OF INTEGRATION OF GENDER AND GBV RISK MITIGATION, PREVENTION AND RESPONSE IN DRM LEGAL AND POLICY FRAMEWORKS

Among Ethiopia, Burundi, Kenya, Madagascar, Malawi, Mozambique, Somalia (including Puntland and Somaliland), South Sudan, Uganda, Zimbabwe, the AUC, the EAC, the IGAD and the SADC, the 23 DRM laws, policies, strategies and plans included in the study vary widely with regards to the extent to which, and how, they integrate gender, including considerations to address GBV. Although GBV is an outcome of gender inequality and therefore activities to mitigate the risk of, prevent and respond to GBV are considered gender-related activities, the analysis has been shared separately to highlight the specifics of attention to gender overall and GBV directly. To aid in analysis and categorize the different DRM laws and policies, strategies and plans, an adaption of the WHO Gender Continuum[51] and CARE's Gender Marker were used (Table 2). The process of categorizing the DRM documents is described in Table 3.

Table 2 *Defining the extent of gender integration*

Gender discriminatory	Gender blind	Gender sensitive	Gender responsive	Gender transformative
Favours one gender in a manner that leads to a deepening of gender inequities.[52]	Ignores gender in programme design; perpetuates status quo or potentially worsens inequalities.[53]	Gender sensitive works around existing gender differences and inequalities to ensure equitable allocation/services/ support aligned with the pre-existing gender differences, structures, systems and power divisions in society.[54]	Gender responsive identifies and addresses the differentiated needs of all genders; promotes equal outcomes and responds to practical and strategic gender needs.[55]	Gender transformative strives to transform unequal gender relations to promote shared power, control of resources, decision-making and support for the empowerment of all genders equally.[56]

Table 3 *Process of categorizing the DRM law, policy, strategies and plans*

There is no rubric to assess the extent of gender integration in the development or implementation of the DRM documents. An assessment was undertaken to determine, for each DRM law, policy, strategy and plan, the extent of integration (see Table 2 for categories). Please note, this assessment rubric was for the purposes of this study and is not a validated assessment tool. In addition, even if frameworks included references to social protection of affected populations or vulnerable groups, unless gender-specific/references of GBV were included, these were not counted. For examples of integration in the frameworks, see Areas of integration. For specific examples by country and regional body frameworks, see *Annexe 1: Country profiles* and *Annexe 2: Regional bodies*.

Gender	
Gender-blind	If no references were made to gender or gender-related differences, including references to women or girls.
Towards gender sensitive	If gender references were mentioned in the background section or as a cross-cutting theme or principle.
Gender sensitive: low and high	If gender references were mentioned in the background section or as a cross-cutting theme or principle, along with one to four specific actions that identify and address the differentiated needs of all genders, particularly women and girls. **Low** gender sensitive included one to two actions or indicators. **High** gender sensitive included three to four actions or indicators.
Towards gender responsive	If gender references were mentioned in the background section or as a cross-cutting theme or principle, along with five to seven specific actions or indicators that identify and address the differentiated needs of all genders, particularly women and girls.
Gender responsive: low and high	If gender references were mentioned in the background section or as a cross-cutting theme or principle, along with eight or more specific actions or indicators that identify and address the differentiated needs of all genders, particularly women and girls, that touched on different levels of government roles and responsibilities towards gender they were considered gender responsive. **Low** gender responsive excluded considerations to address GBV. **High** gender responsive included considerations to address GBV.

GBV	
GBV-blind	If no references were made to GBV risk mitigation, prevention and response.
Towards GBV sensitive	If GBV risk mitigation, prevention and response is mentioned in the background section.
GBV sensitive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a cross-cutting theme or principle, along with one to four specific actions or indicators that reduce the risk of, prevent or respond to GBV.
Towards GBV responsive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a cross-cutting theme or principle, along with five to seven specific actions or indicators that reduce the risk of, prevent or respond to GBV.
GBV responsive	If references to GBV risk mitigation, prevention and response were mentioned in the background section or as a cross-cutting theme or principle, along with eight or more specific actions or indicators that reduce the risk of, prevent or respond to GBV.

South Sudan 2013

A displaced woman with a large bundle of firewood on her head makes her way through floodwater near the city of Bentiu. An estimated 1.3 million people were displaced when resurgent conflict erupted. © Christine Nesbitt / UNICEF

Overall, of the 23 DRM legal and policy documents included in the study, 39% are gender responsive and towards gender responsive, 31% are gender sensitive and towards gender sensitive and 30% are gender blind. Of the 23 DRM legal and policy documents, 9% are GBV responsive, 8% are GBV sensitive or towards GBV sensitive, and 83%, including a few of those which were found to be most gender responsive, are GBV blind (see Figures 2 and 3).

Figure 2 *Extent of gender integration*

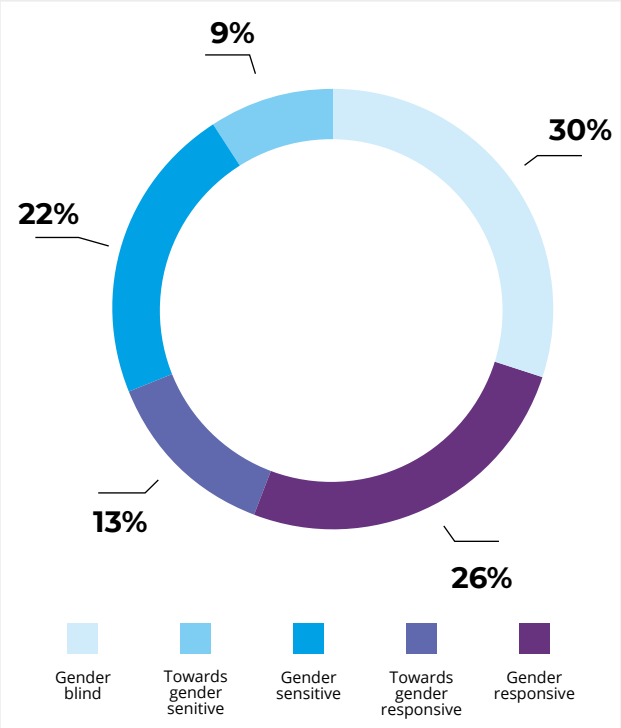
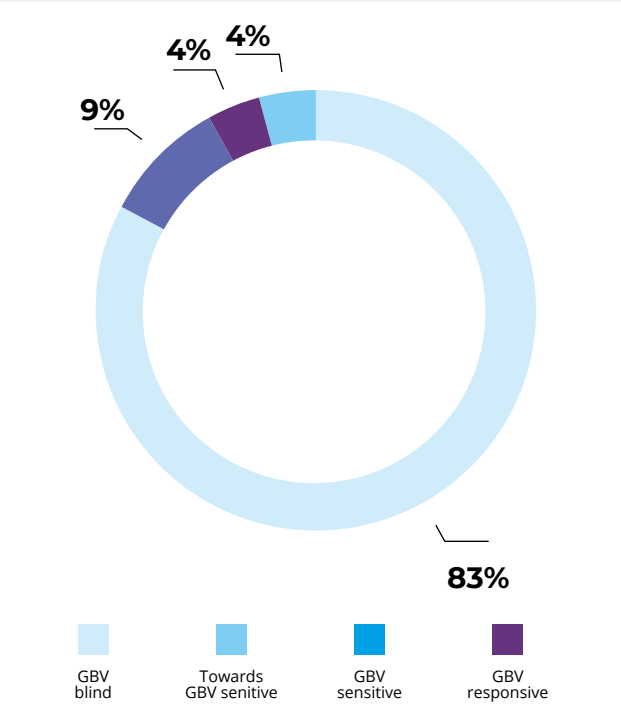


Figure 3 *Extent of addressing GBV risks*



The majority of DRM institutions have developed gender sensitive or responsive DRM legal or policy documents that reference the role of gender inequality in giving rise to disasters disproportionately affecting women and girls, that have gender as a cross cutting theme and principle, mandating the ministry of gender to oversee gender activities in DRM, recognizing the importance of women and girls' participation in DRM and the need to collect sex and age disaggregated data (SADD). Increasingly, governments are striving to develop gender (and disability) responsive DRM legal and policy frameworks. For DRM legal and policy documents that are gender responsive, the process of such documents can include public consultations with national organizations and women and youth committees across subnational levels, and can list actions that ensure the participation of women and girls in tailoring services, women's leadership in DRM committees at all levels and budget allocations for gender responsive approaches as well as multiple activities across different sectors that reduce risks of, prevent and respond to GBV.

In general, the integration of gender considerations within the DRM legal and policy documents are more often seen in policies and strategies instead of laws perhaps assuming that companion policies and strategies to the laws will be more detailed. The degree of their integration has increased in recent years reflecting increased attention to gender and GBV globally, regionally and nationally.

Notably, the majority of DRM legal and policy documents that had the highest extent of gender integration did not integrate considerations to address GBV risks and responses. Of the six gender responsive DRM legal and policy documents three are GBV blind: Uganda's National Policy for Disaster Preparedness and Management Policy (2011),[57] IGAD Regional Strategy for DRM (2021)[58] and AUC PoA (2017).[59] Even IGAD Regional Strategy for Gender in DRM and CCA (2020) references GBV frequently in the background sections of different hazards, and yet is limited in its integration into actions for response.[60] Of the six, there are only two documents that are GBV responsive: Mozambique's INGC Gender Strategic Plan and Somalia (Puntland)'s DPR Plan.[61] Somalia (Puntland)'s DPR Plan includes actions specific to reducing risks to, preventing or responding to GBV across multiple sectors, as well as an entire section dedicated to protection. Mozambique's INGC Gender Strategic Plan is the gender strategy for the DRM institution and includes a range of considerations for GBV risk mitigation, prevention and response and indicators for measurement (see *Highlights* and *Annexes 1* and *2* for further details of both).

Table 4 *Extent of gender integration in the DRM legal and policy documents*

DRM legal and policy documents	Extent of gender integration
• Madagascar's DRM Act (2003) • Madagascar's DRM Act (2015) • Malawi's Disaster Preparedness and Response Act (1991) • Malawi's Disaster Risk Management Policy (2015) • Mozambique's DRM Act (2020) • Mozambique's DRM Regulations (2020) • Zimbabwe's Civil Protection Act (2001)	**Gender blind:** No integration of gender or gender considerations
• Ethiopia's National Policy and Strategy for DRM (2013) • National Policy for Disaster Management in Kenya (2009)	**Towards gender sensitive:** Gender referenced in background, including the need to mainstream gender, and mentioned in overarching strategies but no specific actions or indicators
• Burundi's National Action Plan (2013–2016) • Zimbabwe's National Contingency Plan (2012–2013)	**Low gender sensitive:** Mentions of gender inequality or considerations in background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with one to two gender-related activities or indicators
• Somalia's National Disaster Management Policy (2017) • Kenya's National DRM Bill (2021) • Mozambique's Annual Contingency Plan (2019)	**High gender sensitive:** Mentions of gender inequality or considerations in background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with three to four gender-related activities or indicators
• Madagascar's National DRM Strategy (2016–2020) • Mozambique's Plan for DRR (2017–2030) • EAC Disaster Risk Reduction and Management Strategy (2012–2016)	**Towards gender responsive:** Mentions of gender inequality or considerations in background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with five to seven gender-related activities or indicators
• Uganda's National Policy for Disaster Preparedness and Management Policy (2011) • AUC PoA (2017) • IGAD Regional Strategy for DRM (2019–2030)	**Low gender responsive:** Mentions of gender inequality or considerations in background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with eight or more gender-related activities or indicators excluding GBV
• IGAD Regional Strategy for Gender in DRM and CCA (2020) • Mozambique's INGC Gender Strategic Plan (2016–2020) • Somalia (Puntland)'s DPR Plan (2017)	**High gender responsive:** Mentions of gender inequality or considerations in background section, including statistics on gender inequality or mentions as a cross-cutting theme or principle; along with 8+ gender-related activities or indicators including GBV

Table 5 *Extent of integration of GBV risk mitigation, prevention and response in the DRM legal and policy documents*

DRM legal and policy documents	Extent of integration of GBV risk mitigation, prevention and response
• AU PoA (2017) • Burundi's National Action Plan (2013–2016) • EAC Disaster Risk Reduction and Management Strategy (2012–2016) • Ethiopia's National Policy and Strategy for DRM (2013) • IGAD Regional Strategy for DRM (2019–2030) • Kenya's National DRM Bill (2020) • Madagascar's National DRM Strategy (2016–2020) • Madagascar's DRM Act (2003) • Madagascar's DRM Act (2015) • Malawi's Disaster Preparedness and Response Act (1991) • Malawi's Disaster Risk Management Policy (2015) • Mozambique's Plan for DRR (2013–2016) • Mozambique's DRM Act (2020) • Mozambique's DRM Regulations (2020) • National Policy for Disaster Management in Kenya (2009) • Somalia's National DRM Policy (2017) • Uganda's National Policy for Disaster Preparedness and Management (2011) • Zimbabwe's Civil Protection Act (2001) • Zimbabwe's National Contingency Plan (2012–2013)	**GBV blind:** No mention of GBV
• IGAD Regional Strategy for Gender in DRM and CCA (2020)	**Towards GBV sensitive:** Mentions of GBV as background
• Mozambique's Annual Contingency Plan (2019)	**GBV sensitive:** Numerous mentions of GBV with three to four specific activities or indicators described
• Mozambique's INGC Strategic Plan (2016–2020) • Somalia (Puntland)'s DPR Plan (2017)	**GBV responsive:** Numerous mentions of GBV with eight or more specific activities or indicators described

AREAS OF INTEGRATION

Figure 4 *Areas of integration of gender considerations*

Background section

Gender equality mentioned in background section, recognition of gendered impacts of disasters, statistics on gender outcomes, gender as cross cutting theme or principle; calls for gender sensitive or gender responsive DRM and gender responsive planning and assessments; recognizing the unique needs, capacities and skills of women, men, girls and boys; developing the framework in collaboration with ministry of gender, NGOs and women's groups

Governance

- **National:** Ministries of gender mandated with overseeing gender-related activities and establish gender unit within DRM institute; DRM institute also responsible for gender integration
- **Subnational:** Integrate gender in subnational DRM plans
- **Community:** Foster community-based and led gender responsive or sensitive DRM, often through community DRM committees to lead on gender integration with women leadership

Guidance

- Produce guidance and frameworks for gender responsive DRM and develop gender strategy for DRM including for national and regional DRM institutions

Coordination and implementation

- Develop programmes tailored to different groups including women, girls and other marginalized groups
- Launch task force assess risks and gendered impacts

Community engagement and leadership

- Community sensitizations on gender equality with women, men, girls and boys partnering with NGOs, obtain women and girls' concerns through consultations, gender balance in community activities
- Early warning systems and communications strategies tailored to different genders

Assessments and monitoring

- Collect SADDD, conduct gender analysis of risks and outcomes, collect GBV data and gender discrimination data and develop gender responsive monitoring and evaluation framework, design accountability mechanisms to communities with gender lens

Representation and participation

- Women and women-led organizations and groups lead, participate and represent on national and subnational DRM
- Ensure attention to marginalized groups including women, girls, persons with disabilties, elderly and children
- Guarantee gender equality in participation and access
- Ensure gender balance in all levels of DRM

Figure 5 *Areas of integration of GBV risk mitigation, prevention and response*

Background section

GBV mentioned in background section as increased risks faced by women, girls and other marginalized groups; ensure interventions prevent and respond to GBV

Governance

- Identify and designate responsibilities for GBV prevention and response across ministries and stakeholders

Guidance

- Develop and implement protocols and activities to prevent and respond to GBV

Coordination and implementation

- Train health workers on CMR, procure suppies and equipment
- Ensure shelters are designed in a way that mitigates GBV risks
- Work with teachers and social workers to monitor non-attendance
- Ensure safety in accessing water, sanitation and hygiene (WASH) points and facilities
- Establish safe spaces for women and children
- Estabish referral pathway
- Estalbish response mechanisms and rapid response teams of social workers, legal personnel and medical staff
- Ensure access and security for women and girls

Community engagement and leadership

- Engage women, girls and children to design WASH activities
- Conduct community sensitization messages on GBV prevention in partnership community leaders
- Strengthen community mechanisms to support GBV response

Financing and budget

- Secure funds for GBV risk mitigation, prevention and response activities

To share how gender and GBV risk mitigation, prevention and response have been integrated into the DRM legal and policy frameworks, Figure 4 (gender) and Figure 5 (GBV) share specific areas of integration. These have been summarized from the DRM laws, policies, strategies and plans assessed. (For detailed areas of integration by DRM framework, see *Annexe 1: Country profiles* and *Annexe 2: Regional profiles)*.

HIGHLIGHTS

The following highlights showcase different examples of how national and county governments and regional bodies are developing DRM legal and policy documents that integrate gender and GBV risk mitigation, prevention and response considerations and the range of types of documents used. These were selected to offer compelling examples of gender (including GBV) responsive DRM legal and policy documents, share their priorities and actions, and demonstrate the growing inclination to integrate DRM and CCA frameworks, at both national and subnational level.

● Highlight 1 Kenya's county-level DRM

Policy development

In Kenya, the DRM system is decentralized. County governments oversee the development of their DRM plans with technical support from the Kenya Red Cross. In numerous counties, including Baringo, Garissa, Taita Taveta and Tana River, the DRM policies and their implementation frameworks have been developed using a participatory process. The county develops a policy agenda with input from sector-specific technical working groups that aim for gender parity membership. All groups come together for a workshop that familiarizes participants with the concept of gender and the importance of gender responsive policies to meet the needs of all diverse community members. Once the draft has been reviewed among a county executive, assembly and house committee members, it is ready for public consultations, a part of the process that can take up to one year and involves seeking input through consultations with a wide range of community groups including women, persons with disabilities and ethnic minorities. The development of the policy and overall county level DRM are guided by the Sendai Framework with gender integrated in each of the four priority areas.

Policy example

The Turkana County DRM Policy (2020) includes a principle of a "systemic gender sensitive approach"[62] with a policy objective to "establish and strengthen gender inclusive institutional mechanisms and capacities for DRM".[63] The policy is gender responsive with extensive gender integration in developing communications strategies,[64] early warning systems,[65] risks analysis,[66] collecting and managing SADD,[67] gender budgeting[68] and developing gender sensitive DRM plans in close collaboration with an identified gender focal point. The steering committee is to include a gender focal point, women and youth led organizations, women leaders and youth councils.[69] There is a section dedicated to gender commitment and integration that reinforces the gender integration across the aforementioned variety of activities, as well as increasing women's leadership, improving women's access to livelihoods, collaborating with women's networks to develop community-based media campaigns tailored to different groups and improving protection and access to justice for women.[70] Although high in gender considerations, there is limited attention to GBV risk mitigation, prevention or response.

Funding

For overall DRM management, including the policy development process, the county government sets aside 2% for DRM as an emergency fund as nationally directed.[71] This includes training of county DRM staff on gender and GBV awareness and how to integrate gender considerations into disaster preparedness and response. For example, for gender specific activities in Garissa, relevant departments will contribute to the activities although most funds come from the DRM department or department of special programmes.

Representation, structure and implementation

DRM governing committees at county, subcounty, ward and village level strive for gender parity and the DRM county committee membership includes a representative from the department focused on gender and social inclusion. At all levels, marginalized groups are meant to be represented within DRM committees. For example, in Tana River, the policy requires diverse representation in committees, and in ward committees, members include representatives from women's groups and groups representing persons with disabilities and ethnic minorities. Women's organizations and women's community groups are particularly involved in risk mapping and are key to developing accessible early warning mechanisms that can reach all community members.

Kenya's county-level gender responsive DRM frameworks offer helpful examples of the potential for subnational governments to lead on inclusive gender and GBV integrated DRM.

● **Highlight 2** IGAD gender and disability responsive DRM and CCA

IGAD is striving for gender and disability responsive DRM that integrates CCA, as seen through the regional strategy for DRM and the regional strategy and action plan for mainstreaming gender in DRM and CCA.

The IGAD Regional Strategy for DRM promotes gender and disability-sensitive DRM across member states. It includes recognition of women, children, elderly and persons with disabilities as disproportionately impacted by disasters in the background, the need for accessible early warning systems for women and persons with disabilities, and a "gender, age and disability and cultural perspective" integrated into DRM frameworks and implementation as guiding principles.[72] It outlines that DRM officials will have technical skills to "[address] gender, age and disability driven vulnerability in policy, strategy, planning, implementation, monitoring and evaluation and building the capacity of women's and people living with disabilities (PLWD) organizations for increased involvement in DRM programmes, structures and platforms",[73] include women in governance structures and enable member states to undertake gender, age and disability-informed assessments.

The IGAD Regional Strategy for Gender in DRM and CCA reviews the status of integration of gender in DRM and CCA globally and regionally, and outlines priorities and strategies to promote gender equality through gender responsive DRM and CCA. The priorities were developed based on consultations and are worth noting, as they reflect those seen in the existing DRM frameworks: ensuring inclusion of marginalized groups, including women and youth, and recognition of intersecting identities that exacerbate risks during disasters; collecting SADD; conducting risk mapping; engaging women in decision-making and DRM governance, tailoring programmes to target diverse and specific groups, such as women and youth; undertaking "sensitization and awareness raising" among policy makers and among a range of community members including women, youth, religious leaders and traditional elders; develop guidelines; undertake gender-responsive budgeting; develop a framework for accountability; establish incentives for compliance; and establish gender-sensitive early warning systems.[74]

IGAD's regional approach reflects the growing attention to integrating gender and GBV risk mitigation, prevention and response within DRM and integrating DRM and CCA.

Somalia 2011
As well as tackling an increasing drought problem themselves, the inhabitants of Puntland experienced an influx of displaced people with desperate needs. © Olav A. Saltbones / Norwegian Red Cross

Highlight 3 Somalia (Puntland)'s gender, including GBV, responsive DRM plan designed with women's organizations and groups

Somalia (Puntland)'s DPR Plan was developed by HADMA in collaboration with a range of stakeholders including religious groups, local NGOs, civil society associations and women's groups. The plan calls for frequent engagement with women and marginalized groups in planning, implementing and monitoring activities;[75] charges the Ministry of Women Development and Family Affairs (MoDAFA) to oversee the gender activities (protection, vocational training and awareness raising);[76] and includes gender considerations and/or women's participation in deciding water distribution, designing latrines and distribution of food and designing safe shelters.[77] Somalia (Puntland)'s DPR Plan advocates for an equal number of men and women in food distribution,[78] for women to have separate waiting areas[79] and priority during distribution along with elderly persons and persons with disabilities.[80]

GBV risk mitigation, prevention and response

Within Somalia (Puntland)'s DPR Plan, there is an entire section dedicated to protection with checklists that include engaging with women, children, adolescents and other marginalized groups, and provides that the "government of Puntland has a critical role to play in ensuring that all interventions meet the minimum standards for prevention of and response to [child protection], GBV and address mental health and psychosocial support (MHPSS) needs".[81] This section includes a referral mechanism, training for health staff as part of the referral mechanisms, sensitizing communities for GBV prevention and information to services through community workers, undertaking consultations with women, youth and children, mobilizing communities to address GBV and strengthening community-based mechanisms.[82] Somalia (Puntland)'s DPR Plan underscores attention to a range of marginalized groups providing that, for example, "The shelters should be designed in a way so as to maximize the protection and security of the displaced persons, including women, children, elderly people and persons with disabilities, single headed households and members of religious and ethnic minority or indigenous people".[83]

This demonstrates a strong example of the integration of GBV risk mitigation, prevention and response across multiple sectors with attention to the inclusion of marginalized groups, including women and girls.

Mozambique 2019
Elisa was born with a physical disability. One of her legs has a deformity which means she needs to use a crutch to walk. Her family lost their house when Cyclone Idai tore through their community. © Wikus De Wet / UNICEF

Highlight 4 Mozambique's institutional attention to gender and GBV

Mozambique has integrated gender across a wide range of DRM frameworks and the DRM institute, Instituto Nacional de Gestão de Calamidades (INGC) (that has since been replaced by the INGD), developed the INGC Gender Strategic Plan to strengthen the institutional commitment to gender equality and prevent and respond to GBV.

The Plan for DRR (2017–2030) integrates gender and inclusion into actions to strengthen community resilience,[84] develop communication strategies,[85] design DRM trainings,[86] equip DRM committees and ensure readiness among subnational actors to develop DRM plans.[87] In addition, the Annual Contingency Plan (2019) includes the provision of SRH services,[88] the dissemination of referral services for survivors[89] and sets up the Ministério do Género, Criança e Acção Social (MGCAS) to conduct trainings and raise awareness on GBV.[90]

The INGC Gender Strategic Plan offers an example of how to institutionalize gender within a national DRM agency. The aim of the INGC Gender Strategic Plan is to enable the INGC to be gender responsive and to reduce the gendered impacts of disasters while advancing gender equality between men and women including eliminating discrimination against women. The strategy objectives include establishing a gender unit, guaranteeing gender equality in participation and access, strengthening the capacity of INGC staff, producing guiding documents, conducting awareness sessions with men and strengthening coordination for social protection.[91] The data collection and measurement indicators focus on SADD, reducing GBV and reducing gender discrimination.[92]

Along with the target indicator of reducing GBV cases, the INGC Gender Strategic Plan mentions numerous considerations to mitigate and respond to GBV, including noting the rates of violence against women exacerbate during disasters, with increased rates and risks of GBV among women, children and elderly people.[93] The strategy argues for the need to take into account violence against women.[94] It includes a specific objective to ensure interventions prevent and respond to GBV,[95] requiring actions to mitigate and prevent physical, structural, psychological and sexual violence to vulnerable groups.[96]

This INGC Gender Strategic Plan is a helpful example for national DRM agencies looking to become gender responsive as an institution.

NATIONAL LEVEL LEARNINGS

3

Reflecting on the extent of integration of gender and GBV risk mitigation, prevention and response in DRM legal and policy frameworks, key informants spoke to the current challenges, facilitators, opportunities and recommendations in making their DRM legal and policy frameworks more gender responsive. These learnings are based on interviews with key informants and supplemented with global literature where applicable. These learnings are structured as 1) the integration of gender and GBV risk mitigation, prevention and response considerations into DRM legal and policy frameworks and 2) the integration of gender and GBV risk mitigation, prevention and response into the implementation of the DRM legal and policy frameworks. Note: GBV risk mitigation, prevention and response is a key component of gender integration and therefore will not be specified when talking about the integration of gender in DRM. For brevity, "DRM frameworks" means DRM legal and policy frameworks. Learnings will be directed at specific staff/stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response.[97]

KEY FINDINGS

- **DRM institutional commitment and building of technical skills to be gender responsive** is fundamental to integrating gender in DRM frameworks and their implementation. This includes direct funding to DRM gender directorates, training and ongoing support to all DRM staff on gender and GBV risk mitigation, prevention and response, in close collaboration with ministries of gender and national and international gender organizations; DRM staff as members of gender, protection and GBV working groups; budgeting for gender-related activities; ensuring women's leadership in DRM governing bodies; integrating gender considerations in monitoring and accountability mechanisms and ensuring action plans reflect gender responsive DRM frameworks with clear indicators promoting gender equality and reducing risks and responding to GBV.

- **Gender responsive DRM legal and policy frameworks are enabled through a participatory process** that includes technical support from ministries of gender, national and international organizations working on gender and/or GBV risk mitigation, prevention and response, and consultations with subnational DRM leadership, including diverse community organizations and women and youth-led groups.

- **Close collaboration among members of the DRM national coordinating bodies is critical to gender integration in the implementation of DRM frameworks.** This requires membership on coordinating bodies to include ministries of gender and national organizations working on gender and to address GBV, with links to gender/protection/GBV working groups at national and subnational levels as well as international partners, ministries of education, health, justice, finance, environment and additional stakeholders.

- **DRM is strengthened through investment at the subnational level,** bolstering the leadership of subnational staff working on DRM, gender and/or GBV risk mitigation, prevention and response; strengthening subnational gender, protection and GBV coordination mechanisms; ensuring through strong partnerships with women and youth-led national and community-based organizations and other organizations representing marginalized groups; training DRM committees and multisectoral coordinating bodies to collect, manage and share SADDD, conduct gender analysis to inform programming; and ensure all DRM activities are tailored to meet the needs, be informed by indigenous knowledge, and leverage the leadership of women, girls and other marginalized groups.

Zimbabwe 2016
The impact of a severe El Nino-induced drought drastically affected families.Tarisai, six months pregnant, and her husband Solomon plough their field. Both are HIV positive and lack food security following two successive years of drought. © IFRC

Challenges to integrating gender into DRM frameworks

- **In DRM institutions, competing priorities may lead to lower prioritization of advancing gender integration, within DRM frameworks.** Many national DRM institutions noted prioritizing attention to the sectors that were perceived to be more lifesaving such as food, security, shelter and WASH, and in some instances viewed these considerations to be mutually exclusive to gender and GBV prevention and response. Attention to gender or GBV were noted as deprioritized or ad-hoc, or sometimes considered under the mandate of the ministries of gender. The lower prioritization of gender and addressing GBV may be due to limited technical experience of the DRM staff of gender and GBV risk mitigation, prevention and response concepts and how to undertake gender integration. Key informants noted this can sometimes be exacerbated by social norms that weaken gender equality or perceptions that gender is only a women's issue, that GBV is not occurring or that gender or GBV should be addressed separately and not integrated.

- **While developing DRM frameworks, insufficient participation of key stakeholders working on gender and/or GBV risk mitigation, prevention and response within the process may lead to lower levels of integration of gender in DRM frameworks.** DRM legal and policy frameworks drafted without input from DRM gender focal points, ministries of gender or national or international organizations working on gender or GBV prevention and response, and without conducting public consultations that included groups of marginalized community members including women and girls, may result in fewer considerations of gender into the DRM legal or policy framework and miss an opportunity to strengthen collaboration among stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response.

- **Gender focal points within DRM institutions might not be leveraged or tapped to participate in the drafting of the DRM frameworks.** Without the participation of DRM gender focal points, whether due to competing priorities, lack of engagement, lack of time or funds, DRM frameworks are at risk of excluding gender considerations. In addition, gender focal points might not have the needed support to provide technical guidance on integrating gender into legal and policy frameworks that may limit their role in providing input to the process thus weakening the integration of gender and GBV risk mitigation, prevention and response in DRM frameworks.

Challenges to integrating gender in the implementation of DRM frameworks

- **Challenges affecting DRM institutions' coordination and implementation of DRM frameworks:**
  - **Within DRM coordinating bodies, insufficient representation of ministries of gender and national organizations working on gender and/or GBV risk mitigation, prevention and response** may lead to weakened implementation of gender responsive DRM. Representatives from DRM institutions and organizations working on gender and/or GBV risk mitigation, prevention and response noted that when ministries of gender are not included on national DRM coordinating bodies, or not formally engaged in DRM mechanisms, gender and GBV risk mitigation, prevention and response might be thought of as an afterthought or under the mandate of other institutions or considered too late during disaster response.
  - **There is limited collection, analysis and sharing of SADDD.** The collection of SADDD[98] continues to remain a lower priority which may hinder the potential to assess and monitor DRM programming or engage in advocacy based on findings of the gendered impacts of disasters. Where different organizations and institutions collect SADDD to varying degrees there is limited use, analysis and sharing of data to inform planning and decision making, also reducing the ability to conduct and share gender analysis learnings that could strengthen gender responsive DRM among the DRM institution and coordinating partners.
  - **DRM is more centralized, with less investment in subnational DRM that may lead to insufficient attention to gender integration at subnational and community levels.** In most countries studied, much of the DRM is conducted at national levels: policy development, coordination, budget allocations and service provision. It was noted that multisectoral coordination, development of contingency plans, referral mechanisms, availability of medical services, court systems and police, the recruitment of health practitioners and social workers practitioners working on gender and GBV prevention and response, and the availability of staff working on gender and/or GBV risk mitigation, prevention and response are significantly reduced/fewer at subnational and community levels, particularly in rural and remote communities. This may lead to weaker mechanisms for DRM that could hinder the integration of gender in disaster preparedness and response and may result in less leadership by district-level ministry of gender officials and DRM officials, lower representation of women and girls and other marginalized groups on DRM committees, and less availability of services including referrals for survivors of GBV.
- **Overall challenge faced by all stakeholders:**
  - **Social norms that do not promote gender equality may reduce attention to gender or GBV considerations in DRM from national to community levels and may hinder participation of women, girls and other marginalized groups.** Staff working on DRM, gender and/or GBV risk mitigation, prevention and response noted that low familiarization with or low commitment to the concepts and goals of gender equality, coupled with social norms that do not promote gender equality can challenge efforts to integrate gender or address GBV risk mitigation, prevention and response in DRM on national, subnational and community levels. For example, nationally, policy makers might overlook the importance of gender responsive DRM to advance gender equality, while at the community level, women might be dissuaded from participating in DRM community committees, or might not be taken seriously when they do, or cannot participate because it would mean they could not attend to unpaid care work and household labour for which they are responsible.

Facilitators in integrating gender in the development of DRM frameworks

- **Enabling environments with existing collaboration between gender and DRM authorities, the existence of supportive gender policies and the active involvement of women and youth groups and other community groups can foster higher integration of gender in DRM frameworks.** For example, at the county level in ***Kenya***, where existing gender policies and engagement between DRM and gender actors are ongoing, alongside rising interest in, and involvement of, community-led groups and subnational organizations, the importance of inclusive gender integration in DRM laws and policy frameworks is well endorsed.

- **Advocacy, technical support and awareness raising by gender specialists can advance the integration of gender into DRM frameworks.** It is frequently the DRM gender focal point, ministries of gender, and/or partners including international organizations that are invited to engage in the DRM law or policy development process, who drive the integration of gender into DRM legal and policy frameworks. However, national organizations working on gender and/or GBV risk mitigation, prevention and response can be invited to engage in the process. For example, in ***South Sudan***, the Ministry of Gender, Child and Social Welfare (MGCSW) and United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) drove this effort, in ***Malawi*** a gender focal point managed the recent integration, with support from UN Women; and in ***Kenya***, UN Women, the Kenya Red Cross and United Nations Population Fund (UNFPA) worked together. The meaningful contribution from gender specialists can greatly enhance the integration of gender in DRM frameworks.

- **Sufficient funding, time and technical support allows for stronger integration of gender in DRM frameworks, often due to supportive partners.** The funds, time and technical support required for a participatory policy development process that integrates gender is extensive. In ***Kenya***, as previously mentioned, the county budgets allocate 2% for DRM including the policy development process.[99] Activities within the policy that fall under different ministries are budgeted by those respective ministries. At the county level in ***Kenya***, the average time it takes for a participatory DRM plan to be developed with technical support from the Kenya Red Cross at the county level is one to two years. In ***South Sudan***, UN Women funded the participatory process for the national DRM policy and strategy and both UN Women and the MGCSW provided technical support. Where possible, DRM staff and stakeholders may attempt to avoid a change in government administration as this can stall the policy development process. The funding, time and technical support available can greatly enhance the opportunities for gender integration in DRM frameworks.

- **Learnings from other countries or prior disasters and emergencies can underscore how critical integrating gender in DRM frameworks is to prevent more mortality, morbidity and promote gender equality.** Learnings informed national DRM legal and policy frameworks, whether they were from other countries or from prior disasters. For example, a ***South Sudan*** DRM team visited Ethiopia, Japan and Bangladesh to learn about their DRM policy and structures. ***Madagascar*** noted learning from ***Mozambique*** about how to organize coordination and implementation at subnational levels with attention to gender, as well as considerations to factor in during DRM and response, and also noted having regular communication with DoDMA as well as the opportunity to visit ***Senegal*** and ***Malawi*** where they were able to speak with community members. Key informants noted that learnings from El Niño and Cyclone Idai raised gender and GBV concerns for ***Madagascar*** and ***Zimbabwe***. In ***Somalia***, the COVID-19 pandemic demonstrated the leadership of community members and community-based mechanisms in taking responsibility for case management and awareness-raising and they were able to be more organized in coordination than at the national level. In ***South Sudan*** the international community departed at the beginning of the COVID-19 pandemic, leaving the national and community-based organizations managing the response, underscoring the leadership of such organizations (including women-led and youth-led) at overseeing national and subnational DRM. These learnings can prompt integration of gender considerations into DRM.

Facilitators in integrating gender in the implementation of DRM frameworks

- **Cross-representation between staff working on DRM, gender and/or GBV risk mitigation, prevention and response within institutions can enhance integration of gender in DRM coordination and implementation.**
  - » **DRM focal points in gender ministries:** To further enhance DRM integration into ministries of gender and fortify that collaborative link between the DRM institution and ministry of gender, ***Madagascar*** and ***South Sudan*** have an emergency focal person at their ministries of gender. In ***Madagascar*** the emergency focal point also sits on the protection working group. This cross-representation allows for stronger engagement with and coordination and attention to integrating gender and GBV risk mitigation, prevention and response in DRM.
  - » **DRM institution's internal working groups or gender staff who participate in or lead the national gender or protection working groups.** In ***Madagascar***, BNGRC staff are active members of the protection working group and there is at least one GBV focal point who participates in disaster response. In ***Ethiopia*** the gender directorate of the NDRMC co-chairs the gender working group and in ***Burundi*** the Ministry of Security gender focal point is on the protection working group. In ***Kenya*** and ***Malawi*** there are protection sub-technical committees or groups within DoDMA and NDOC. This strengthens the integration of gender across DRM sectors through robust coordination between DRM and relevant working groups.
- **Active gender, protection and/or GBV working groups:** Across all countries, regardless of whether DRM staff participate directly, the gender, protection and/or GBV working groups are critical to the coordination of gender and GBV risk mitigation, prevention and response related activities for DRM. In ***Madagascar***, it was noted that when the Ministère De La Population, de la Protection Sociale et de la Promotion de la Femme (Ministry of Population, Social Protection and Promotion of Women, MPPSPF) revived the gender working group it initiated more attention to addressing GBV in DRM. Ensuring these working groups are active and well linked to DRM mechanisms greatly strengthens gender responsive coordination.
- **Bolstered leadership of subnational DRM actors to be gender responsive** by conducting gender trainings and follow up, led by the national DRM institute and ministry for gender, with district staff and multisectoral coordination groups on gender equality and GBV prevention and response at subnational levels: DoDMA and UN Women in ***Malawi*** and the Ministry of Women's Affairs (MoWA) in ***Zimbabwe*** trained gender ministries, national organizations and community organizations, police, religious leaders and DRM committees on gender integration including collecting SADD. In ***Zimbabwe***, the MoWA is also part of the GBV sub-cluster and is undertaking trainings with district DRM teams to integrate gender including the use of tools for gender analysis, as well as working with the Ministry of Local Government to integrate gender in their plans and assessments and raise awareness of GBV. These subnational efforts to strengthen gender integration in DRM are instrumental to ensuring their integration during response.
- **Supported community leadership to identify their DRM strengths and needs:** Community assessments enable stronger integration of gender considerations within DRM programming, sometimes with findings in conflict to what has been planned nationally. In ***Malawi*** and ***Kenya***, the importance of undertaking community assessments, led by the communities, was critical to integrating gender and GBV risk mitigation, prevention and response into DRM.

Uganda 2020
Kasese District in Western Uganda was hit by a wave of flash floods after days of heavy rain caused major rivers to burst their banks. Women scour for firewood on the river Nyamwamba that also burst its banks. © Denis Onyodi

Opportunities for strengthening the integration of gender in development of DRM frameworks

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can capitalize on the current drafting and revision processes of DRM legal or policy frameworks to advocate for gender responsive DRM frameworks.**

  - Currently ***Kenya***, ***Malawi***, ***Somalia***, ***South Sudan*** and ***Uganda*** are awaiting adoption of their recently developed DRM frameworks and it is hoped they will be adopted with high degrees of gender integration. For those currently with low degrees of integration, it is worth assessing among stakeholders whether there are opportunities to further advocate to strengthen integration of gender considerations. In addition, it is worth ensuring that workplans operationalize the gender-related priorities listed within DRM frameworks.

  - ***Ethiopia***, ***Somalia (Somaliland)*** and ***Zimbabwe*** are in various stages of the process of drafting or revising a DRM bill or policy. This offers a critical opportunity to advocate for gender and GBV prevention and response integrations through a participatory process that consults with a wide range of women and youth-led organizations and diverse community-based groups.

  - In ***Madagascar***, the National DRM Strategy (2016–2020) expired in 2020 and in ***Burundi*** the National Action Plan (2013–2016) expired in 2016. In both countries, this is an opportunity to identify learnings and strategies to increase attention to gender and/or GBV risk mitigation, prevention and response in the next DRM legal or policy document. In ***Mozambique***, the INGC Gender Strategy expired in 2020 and it is worth ensuring advancement and learnings inform a subsequent INGD Gender Strategy.

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage existing laws, other sectoral efforts for gender equality and advocacy champions to promote gender responsive DRM frameworks.**

  - **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage existing laws that promote gender equality and address GBV,** particularly those that reference periods of disasters, to assist in their advocacy to make DRM legal frameworks more gender responsive. Existing national and subnational level gender laws and policies against GBV (either directly or included in social protection policies) can assist in promoting gender integration in DRM frameworks as well as in implementation and can be helpful references within DRM frameworks to strengthen policy

Ethiopia 2021
Just like thousands of other children, Sultan had to flee from violence in his hometown in Tigray. Together with his mother and two other siblings he had to walk for 17 days until reaching the town of Abala © Johannes Chinchilla / IFRC

coherence and identify complementary activities during implementation. In countries where gender policies reference disasters to ensure a continuity of care, as seen in gender legal and policy frameworks in ***Ethiopia***, ***Kenya***, ***Madagascar***, ***Malawi***, ***Somalia, Zimbabwe,*** all regional bodies and the ***AUC***, there is high potential to leverage these for stronger integration of gender in DRM legal and policy frameworks (for specific gender policies, see *Section 4* for RECs and *Annexe 1: Country profiles* for countries).

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can tap into other sectoral gender equality efforts on disaster readiness that target legislation, such as the health or education sectors.** For example, in ***Kenya***, the Education Sector Disaster Management Policy considers gender and GBV as cross-cutting themes[100] and there are ongoing efforts to integrate the minimum initial service package for SRH in crisis situations (MISP) in DRM, including within DRM policies, and engaging this effort could be mutually advantageous.

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage supportive officials as advocacy champions to strengthen the integration of gender in DRM and foster public support.** Identifying and influencing champions at high levels to influence social norms and perspectives on gender equality has been proven effective in advancing gender equality measures. For example, the First Lady in ***Madagascar*** has become an advocate for gender equality and is in support of a recent law against GBV. In ***Kenya***, the President's advocacy against female genital mutilation (FGM) led to shifting attitudes and the passing of the act prohibiting FGM in 2011. Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response might benefit from identifying champions to help advance gender integration in DRM.

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage existing CCA policies** that might be more recent and more gender responsive, to strengthen older DRM frameworks. For example, in Zimbabwe, the National Climate Change Response Strategy (2014) appoints the DRM institute, OPM, over the disaster-related activities and includes a section on inclusion of "Gender, People Living with HIV and AIDS and Other Vulnerable Groups"[101] with actions to integrate gender across programming. Pointing to more gender responsive CCA frameworks might bolster advocacy for gender responsive DRM frameworks.

- **Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can draw from Mozambique's INGC Gender Strategy** to develop gender responsive strategies for their respective DRM institutions to reinforce institutional commitment and skills for gender responsive DRM, including frameworks, implementation and coordination, and monitoring and accountability.

Opportunities for strengthening the integration of gender in implementation of DRM frameworks

- **DRM institutions and stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage the leadership of national and community-led organizations and networks working for marginalized groups and formalize their participation on coordinating bodies and working groups to help strengthen the implementation of gender responsive DRM frameworks.** Across many study countries there were few national or subnational organizations included in the DRM national platforms or in the gender, protection or GBV working groups at national or subnational levels. Often, they are only engaged for community mobilization and messaging,[102] despite women organizations and networks working at national and community levels on gender quality and GBV prevention and response, often as first responders in a disaster response. Barriers to their participation included perceptions that they lack funding, are political or are not respected. Even in countries where the civil society representation is an integral part of the DRM coordination mechanism such as in ***Malawi*** and ***Burundi***, more women, youth-led and other organizations representing marginalized groups could be invited to be active members and leaders on national and subnational levels. In ***Somalia, Somalia (Puntland)*** and ***Somalia (Somaliland)*** national organizations work closely with ministries of gender and international partners to lead efforts to promote legislation for gender equality or against GBV and yet they are not engaged in the formal DRM structure. For example, in ***Somalia (Somaliland)***, Nagaad, a network of women's organizations, partners with international organizations and works to increase women parliamentarians to advocate for more attention to gender and GBV, link national level policies to community-level activities, maintain trusting ties with community leaders regardless of funding and during disaster and stable periods, and tailor policy implementation to meet the community risks and in consideration of social norms. Nagaad and other women-led or gender equality-focused organizations could greatly advance the implementation of gender responsive DRM. As seen in ***Burundi***, the inclusion of national GBV organization, Seruka, as the formal implementing partner for the DRM national coordination body, ensures strong collaboration down to subnational and community levels to strengthen referral services and support to survivors. In ***Zimbabwe***, the Women's Coalition of Zimbabwe (WCoZ), a network of women's organizations and activists, works across the country from community to national levels, from disaster response to policy advocacy. WCoZ has member clusters focused on ten thematic areas including gender and GBV, humanitarian work, and environment and climate change that would be relevant to DRM frameworks and implementation. Networks such as these offer high potential for improved coordination and reach if engaged by DRM institutions, ministries of gender and international partners. Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response would greatly benefit from the engagement, leadership and skills of national and community-based organizations in ensuring gender integration meets community needs, is tailored to marginalized communities, is directed and strengthens women's community leadership, promotes indigenous knowledge[103] and supportive social norms. National and community-based women-led organizations can also offer their insights into supporting and bolstering community ownership and improving the sustainability of community-driven, gender responsive DRM.
- **DRM institutions can foster partnerships with new stakeholders to fortify gender-based analysis, monitoring and evaluations of DRM**, particularly through the collection and use of SADDD. For example, new engagement is beginning in ***Uganda*** between the Ministry of Gender, Labour and Social Development (MoGLSD) and the Bureau of Statistics for SADDD collection that can be leveraged by OPM, and ***Kenya*** is developing a SADDD database which have great potential and advancing the collection and use of SADDD among all government institutions, including NDMA and NDOC.

Zimbabwe 2016

During a devastating drought that is gripping the region, local communities are sometimes forced to dig a dry riverbed to obtain a small amount of water. © IFRC

Recommendations to strengthen the integration of gender in development of DRM frameworks

Overarching recommendations for DRM institutions to consider when framing the role of DRM in advancing gender equality

- **Ensure DRM legal and policy frameworks do not homogenize or victimize women, girls and other marginalized groups** but recognize them as first responders and decision-makers,[104] ensuring the DRM policy operates to advance non-discrimination and gender and social equality including recognizing all genders in their diversity.[105]
- **Anchor DRM legal and policy frameworks in an understanding of the root causes of inequality** and vulnerability, concepts of gender and how inequality has direct and indirect impact outcomes including GBV and other social, physical and economic risks.[106] Ensure all DRM staff understand gender equality and GBV as relevant to all genders and that gender is not seen as synonymous with women. Ensure gender responsive DRM frameworks advance equality and non-discrimination for all marginalized groups and promote the leadership of more hidden populations to advocate for their specific concerns.
- **Develop/strengthen legal and policy frameworks that are gender responsive and follow principles** of "equality and non-discrimination",[107] "participation and empowerment",[108] and "accountability and access to justice" from national to subnational levels.[109]
- **If relevant, DRM institutions can frame DRM as part of the cyclical periods of non-disasters and disasters** to allow DRM efforts to bolster government systems and institutions that further gender equality and attention to GBV with the flexibility to withstand and respond to disasters.

Specific recommendations for DRM institutions to consider prior to and during the development of DRM frameworks

- **Ensure all DRM staff at national, subnational and community levels are familiar with concepts of gender equality and are trained and equipped to undertake a gender analysis and monitoring,** and perceive GBV risk mitigation, prevention and response as part of gender equality and as the responsibility of DRM institutions. This sensitization and fostering of commitment is recommended to be done from the beginning and should include unpacking what gender means, why it is important to have gender integration and how and what gender-related outcomes, including GBV, can occur during a disaster.
- **Establish a gender directorate** to oversee gender within the DRM institution that includes an onboarding process ensuring they closely align with the ministry of gender, the priorities of the gender or GBV working group and DRM priorities and activities. At minimum, have a well-supported, technically equipped and full time DRM gender staff member. Source gender-specific funds, ideally directly from the Ministry of Finance, to support all activities from the gender directorate, including the process of participatory policy development to the implementation of all activities. Allow gender staff to feed into all national and subnational policies and plans, as was done in ***Malawi***.
- **Identify a ministry to oversee gender and GBV risk mitigation, prevention and response activities** and ensure they are an active member of the national DRM coordinating body and their subnational staff are engaged in DRM coordinating structures and members of the gender, protection and GBV working groups.
- **Ensure national coordination bodies include ministry of gender and women-led organizations** and other national organizations working on gender equality and GBV and bring in their expertise and opinions from the very beginning of activities, including when developing DRM legal and policy frameworks. This includes at subnational levels with community based organizations.

- **Establish a quota of women decision-makers** within all DRM institutes, coordinating bodies and mechanisms from national to community level (30[110]–40%[111]). Recognize that participation of women is drastically different than women's leadership and efforts must be made to ensure women and girls are in decision-making roles.[112]
- **Allocate funds and time to conduct a participatory DRM legal and policy framework development process** that includes leadership of ministry of gender, national women-led organizations and engages diverse women and girls from national to subnational levels through community consultations, as seen in ***South Sudan***. Time will also allow fostering more engagement with non-traditional stakeholders, such as the ministry of finance and the bureau of statistics to support gender and GBV integration in DRM legal and policy frameworks.
- **Draft laws, policies, strategies and plans that clearly outline activities and link to action plans with matching indicators for gender integration.** Ensure DRM staff and partners are well versed on when and how to undertake gender and protection assessments and conduct analysis to inform gender responsive programming that reduces risks to and responds to GBV. This includes mandating and enabling SADDD collection by investing in the technical, financial and human resources necessary and equipping all DRM staff to undertake gender analysis skills including during the policy development process, to be able to design the policy and monitoring and evaluation framework from a gender responsive perspective.
- **Draft laws, policies, strategies and plans that clearly outline activities as well as the roles and responsibilities of all stakeholders,** including different ministries, international partners, National Red Cross and Red Crescent Societies.
- **Equip DRM staff and relevant implementing partners to undertake gender analysis for DRM activities,** collect SADDD and use it to inform programming, and develop and implement action plans that link directly to the gender responsive DRM frameworks.
- **Ensure continuity of essential services during disasters including legal, health and social work services** and overall referral mechanisms. For example, following the beginning of the COVID-19 pandemic, in ***Ethiopia***, ***Zimbabwe, Somalia*** and ***Uganda***, national governments and partners ensured the continuity of essential services related to GBV, including case management, GBV helplines and distribution of permits for social workers to continue service provision.[113]

Specific recommendations for international partners

- In solidarity with ministries of gender and national organizations and networks promoting gender equality, **advocate at the highest levels for the integration of gender into DRM**, as well as the passing of gender and GBV-related legal and policy documents, as these may bolster DRM integration efforts and challenge root causes of gender inequality.
- **If DRM funding requires supplementation, or technical assistance as desired, provide financial or technical support for the development of national and subnational DRM legal and policy frameworks** that include sufficient participation, expertise and leadership of stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response. Technical support could include awareness raising, capacity development, knowledge management and accountability, and strengthening DRM coordinating body membership to include leadership among women and other marginalized groups.
- **Provide financial resources and support technical trainings as requested among ministries of gender and national and women-led community-based organizations** working on gender and GBV to be formally engaged in the DRM framework development process as well as to advocate for more gender responsive frameworks.

Recommendations to strengthen the integration of gender in implementation of DRM frameworks

Specific recommendations for DRM institutions to consider for implementation of DRM frameworks

- **Strengthen planning and coordinating linkages between national and subnational DRM, gender staff and working groups.** Similar to those previously mentioned in *Opportunities*, appoint and equip a DRM staff member to actively participate in the gender, protection and/or GBV working group; have a DRM focal point within the ministry of gender; link national and subnational gender, protection and GBV working groups to DRM coordinating bodies; and consider having working groups within the DRM institute on gender, protection and/or GBV.
- **Build multi-ministerial, multi-sector, gender-responsive DRM**.
  - **Increase the number of gender allies at all levels from national to subnational to community levels** by training and supporting integration of gender and GBV prevention and response within all ministries on national coordinating bodies including health, education, justice, finance, mapping and planning, and the ministerial body ensuring ministerial collaboration (e.g., prime minister's office) as well as stakeholders like the bureau of statistics. Ensure integration touches on multi-sectoral areas including WASH, shelter, food security, non-food items distribution, livelihoods and early recovery. If relevant and possible, develop a gender sub-cluster for each sector, such as was done for the WASH sector in ***Madagascar*** or a gender technical working group in the health sector in ***South Sudan***.[114] Otherwise, at minimum have one equipped gender focal point per cluster/sector, including representatives from national or international organizations, or link national organizations, particularly women-led, to different cluster activities if relevant.

Recommendations for the DRM institution to strengthen the DRM system with a renewed focus on subnational and community levels

- **Foster gender-responsive community-based DRM that includes GBV prevention and response.**
  - **Work in partnership with and foster leadership of women-led and youth-led community groups to build gender responsive community preparedness** tailored to the strengths and needs of different marginalized communities. Community Rapid Assessments conducted in 2020 in ***Kenya*** found that the most trusted community groups are women and youth groups, compared to faith-based groups, media or NGOs.[115] As funding is sporadic, invest in building trusting partnerships among gender and GBV prevention and response community organizations to ensure even minimum services can be continued during funding gaps, as undertaken in ***Somalia***. Consider conducting a stakeholder mapping to identify groups that represent marginalized community members to seek out new partnerships and extend invitations to the subnational coordination mechanism.
  - **Ensure women and girls and other marginalized groups are leaders and meaningful participants on DRM committees** and have the training and support to conduct assessments that include SADDD to inform planning and decision making for disaster preparedness and response. Establish a quota for women's leadership and participation in community DRM mechanisms. For example, in ***Somalia,*** community-based committees are supposed to be 50% men and 50% women.[116]
- **Build up gender-responsive first responders.**
  - **Train first responders,** including DRM officials, police, health officials, social workers and teachers to prevent and respond to GBV, and analyse their work through a gender lens to improve gender responsive services.
  - **Establish surge capacity** among health, police, justice and social workers to work in disaster-affected areas.

- » **Formally include community frontline workers, often women, as frontline responders** and include them in DRM training and coordination mechanisms striving to have trained frontline workers who reflect gender diversity.

- **Ensure early warning systems and risk communication** are tailored to the diversity of women, girls and other marginalized groups and include digital and non-digital methods.[117] Design risk communication methods based on community assessments on access, use and ownership of multimedia and mobile phones.[118]

- **Establish or strengthen monitoring and accountability** mechanisms or entities, such as the ***Kenya*** National Gender and Equality Commission or the ***Malawi*** Human Rights Commission.

Recommendations for ministries of gender

- **Formally partner with national women and youth organizations and those working for the rights of marginalized groups**, prioritizing those working on gender equality, GBV risk mitigation, prevention and response and DRM. Ensure their leadership and participation by removing barriers and make clear their welcome involvement, leveraging their work and recognizing their leadership.

- **Consider investing in a DRM representative at the ministry of gender** to bolster attention to gender integration during disasters, including continuity of care and strengthen linkages with the DRM institution.

Recommendations for international partners

- **Invest in ministries of gender and women's organizations** and strengthening and supporting women's leadership and agency from national to community levels. Provide direct, flexible funding and requested technical support for staff working on gender and/or GBV risk mitigation, prevention and response at subnational levels, whether government, civil society or community based.

- As requested, **offer technical assistance, training and mentorship to bolster national DRM** programming, including with ministries of gender, in line with international humanitarian standards of practice on gender equality and GBV risk mitigation, prevention and response.

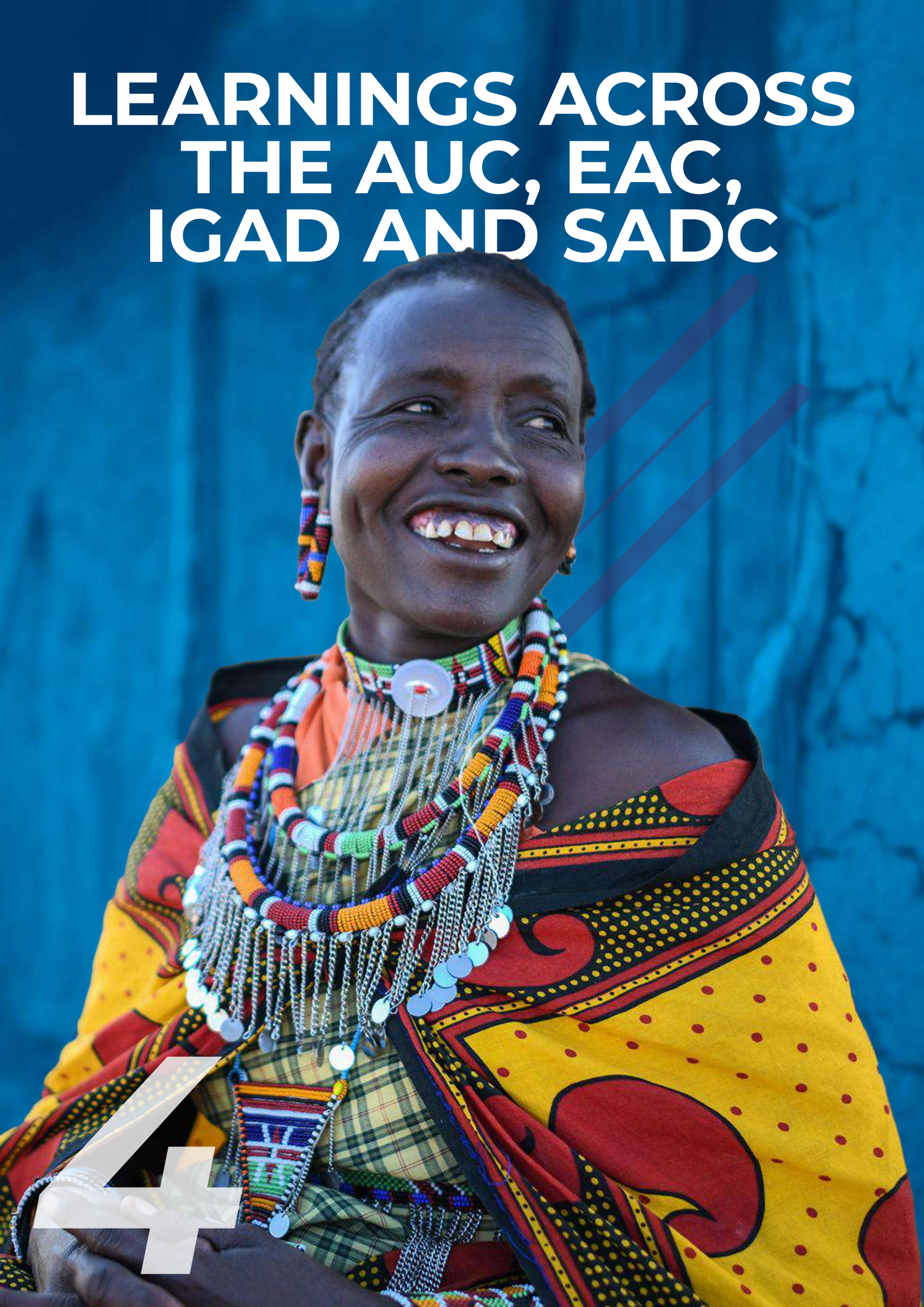
- In collaboration with ministries of gender, DRM gender directorates, national organizations and other relevant stakeholders, **generate evidence to promote gender responsive DRM frameworks, strengthen gender responsive knowledge management and support public goods and services** that reflect priorities to further efforts to integrate gender and GBV risk mitigation, prevention and response in DRM.

- **Prioritize increased gender, protection and GBV working group membership** to include members from ministries of gender and women and youth led organizations, and support and foster their leadership roles in coordination of DRM at national, subnational and community levels.

- **Clarify roles and responsibilities** across all UN agencies and international non-governmental organizations (INGOs) working on gender and GBV risk mitigation, prevention and response and supporting DRM efforts, including the development of legal and policy documents, as well as the roles and responsibilities of members of the protection, gender and GBV working groups to streamline activities.

- **Under the leadership of ministries of gender and national women and youth led organizations invest in and support long-term approaches to promoting gender equality and reducing GBV risks.** This could be achieved through e.g.: bolstering the existing work of women, youth groups, networks and organizations at national and subnational levels; appointing and following women's leadership in DRM at all levels; conducting community sensitization and outreach in partnership with community leadership; engaging men and boys in positive masculinities and to prevent GBV (and supporting male survivors); disseminating information and raising awareness in communities on gender equality, GBV, laws and services, and raising awareness to reduce stigmatization of GBV survivors; ensuring DRM, gender and GBV-related law and policies are disseminated at community levels in the respective languages; and engaging with community leaders including men and religious leaders.

LEARNINGS ACROSS THE AUC, EAC, IGAD AND SADC



4

Reflecting on the extent of integration of gender and GBV risk mitigation, prevention and response in AUC and RECs' DRM legal and policy frameworks, key informants spoke to the current challenges, facilitators, opportunities and recommendations in making their DRM legal and policy frameworks more gender responsive. These learnings are based on interviews with key informants and supplemented with global literature where applicable. These learnings are structured as firstly, the integration of gender and GBV risk mitigation, prevention and response considerations into regional DRM legal and policy frameworks, and secondly, the integration of gender and GBV risk mitigation, prevention and response into the implementation of the DRM legal and policy frameworks internally and among member states. Note: GBV risk mitigation, prevention and response is a key component of gender integration and therefore will not be specified when talking about the integration of gender in DRM. For brevity, "DRM frameworks" means DRM legal and policy frameworks.

KEY FINDINGS

- **The gender responsive DRM frameworks of the AUC and RECs draw from the Sendai Framework, reflect high institutional commitment to gender integration in DRM and call for gender responsive DRM across member states,** offering guidance and support through respective DRR and Gender Units, and build on strong relationships between RECs and member states.

- **The numerous ongoing DRM-focused AUC and RECs initiatives underway regionally, with support from international partners, will greatly advance regional and national gender responsive DRM**, including rapid response mechanisms, regional DRM gender strategies, regional GBV working groups, and forthcoming tools and guidance for gender responsive DRM and CCA that can greatly enhance the integration of gender considerations in continental and regional DRM.

- **Shared learning opportunities among member states on DRM, facilitated through the AUC and RECs, has been critical to advancing gender and GBV integration in DRM frameworks** and offers great potential for largescale advocacy or movement for greater, regional gender responsive DRM efforts.

- **There are numerous opportunities for further collaboration to leverage within and among the AUC and RECs**, such as the AUC Africa Youth Advisory Board for DRR (AYAB DRR), that can further gender responsive and inclusive DRM strategies and strengthen their implementation and be reflected nationally through strong ties between RECs and member states.

Challenges to integrating gender into regional DRM frameworks

- **There remains no global guidance document for developing gender responsive DRM frameworks and global and regional DRM guidance does not sufficiently integrate or monitor gender considerations.** This may limit RECs and member states' integration of gender considerations in frameworks and action plans.
  - **The guiding framework for AUC PoA and the RECs is the Sendai Framework which, although advocates for gender-sensitive DRM policies, provides little guidance on how to make policies gender sensitive**, does not mandate SADDD reporting[119] (although it calls for SADDD[120]) and does not integrate GBV risk mitigation, prevention or response beyond "protection of persons and their assets".[121] This may weaken enforcement and support to integrate gender considerations in regional and national DRM legal and policy frameworks.
  - **The AUC PoA assists regional bodies and member states to implement the Sendai Framework and calls for gender-responsive DRM.[122] However, GBV risk mitigation, prevention and response are not integrated.** This may reduce the incentive among RECs and member states to recognize the importance of addressing GBV by integrating considerations to reduce the risks to prevent and respond to GBV into DRM frameworks.
- **Gender and DRR Units have large mandates with comparably low numbers of staff to undertake both supporting the regional body on gender and DRM as well as member states.** Gender and DRR Units in the AUC, EAC, IGAD and SADC are tasked with integrating gender or DRR across all continental and regional body departments, which may affect their ability to ensure gender is integrated into DRM activities from the beginning within the RECs, and among member states, and poses challenges when advocating for gender in DRR to be of high institutional priority across RECs.

Challenges to integrating gender in the implementation of DRM frameworks internally and among member states

- **Regional bodies have limited influence in encouraging member states to take proposed gender responsive work streams forward** and RECs' staff often do not work directly with ministry of gender colleagues or DRM colleagues in member states, as regional bodies often work through the ministries for foreign affairs. This may require RECs' staff to take on additional advocacy for gender responsive DRM that they might otherwise not have to undertake if they were working more directly with gender and DRM ministries and institutes.
- **There is insufficient funds and staff** to support the implementation of DRM legal and policy frameworks across member states as staff face limited time, funds and technical support and competing priorities, which may require staff to prioritize funded projects without the opportunity to create coherence among workstreams or policies developed. Attention to gender integration in DRM is often reliant on donor funding which requires sustained donor interest. This leaves gaps in the ability to implement strategies, such as the IGAD Regional Strategy for Gender in DRM and CCA.

Facilitators in integrating gender in regional DRM frameworks

Supportive regional frameworks assist RECs on the implementation of the Sendai Framework and advocate for gender sensitive policies and provide key points for gender integration that can and have been leveraged by RECs and member states to advocate for gender responsive DRM.

- The AUC PoA advocates for gender-responsive policies[123] (noticeably stronger than gender sensitive, as advocated for by the Sendai Framework), SADDD collection,[124] gender-specific tailored risk approaches,[125] gender integrated risk and impact assessments,[126] and offers specific activities by stakeholder group and government level.[127] The PoA is in line with the Africa Regional Strategy for Disaster Risk Reduction, and also aligns with the Sendai Framework, Sustainable Development Goals (SDGs), Paris Agreement and the New Urban Agenda.
- The Tunis Declaration (2018), drafted among member states, calls for DRR to include implementing gender sensitive strategies and collecting gender disaggregated data in accordance with the AUC PoA and the Sendai Framework.[128]

- **Supportive regional frameworks that promote gender equality have been leveraged by RECs and member states to argue for gender responsive DRM frameworks that include GBV risk mitigation, prevention and response considerations.**
  - The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2005) (Maputo Protocol) advocates for gender equality through a number of articles including the articles on elimination of discrimination against women,[129] personal integrity and security,[130] elimination of harmful practices,[131] access to justice,[132] special protection of elderly women and women with disabilities,[133] SRH and rights,[134] protection in conflict[135] and the right to political participation.[136] All the countries included in the study have signed it and nearly all have also ratified it except ***Somalia***, ***South Sudan***, ***Burundi*** and ***Madagascar***.[137] This could be a helpful framework to reference during advocacy of further integration of gender and GBV risk mitigation, prevention and response within DRM.
  - The Solemn Declaration on Gender Equality in Africa by the African Union (2004) includes implementing economic, social and legal opportunities for women,[138] fighting GBV,[139] and promoting gender parity at the AUC and in the RECs.[140]
  - The AU Strategy for Gender Equality & Women's Empowerment (2018–2028) includes attention to gender equality and women's empowerment during humanitarian action and can be leveraged when arguing for further integration of gender during DRM.[141]

- **Learnings on the gendered impacts from prior disasters have propelled gender responsive DRM work streams forward within RECs.** The ***SADC*** DRR Unit reported that it was Cyclone Idai, and the gendered impacts on women and girls including the reports of rising GBV cases, that brought attention to the need to integrate gender and GBV considerations in upcoming ***SADC*** DRR Unit's activities and strategy. The ***EAC*** and ***IGAD*** Gender Units report that the increased attention to GBV from the beginning of the COVID-19 pandemic has heightened attention to GBV in their engagement with member states that can be leveraged for greater integration of GBV risk mitigation, prevention and response in national DRM frameworks. Learnings from prior disasters on the gendered impacts can be strong advocacy points to argue for more attention to gender in DRM.

Facilitators in integrating gender in the implementation of DRM frameworks internally and among member states

Supportive strategies for member states to integrate gender in DRM legal and policy frameworks.

- EAC Disaster Risk Reduction and Management Strategy (2012–2016) identifies gender as a risk factor and outlines five areas of gender integration: assessments, analysis, tailoring of programmes, participation and community-based DRM consideration for persons with special needs.[142]
- IGAD Regional Strategy for DRM (2019–2030) advocates for member states to approach DRM and CCA initiatives with a "gender, age and disability sensitive manner at all levels of government",[143] and calls for gender integration in frameworks,[144] assessments[145] and early warning systems,[146] among numerous others.
- IGAD Regional Strategy for Gender in DRM and CCA (2020) shares a gender analysis of different hazards,[147] outlines relevant policy frameworks,[148] provides a situational analysis of gender integration in DRM and CCA,[149] and outlines strategic goals and actions of the gender strategy for DRM and CCA.[150] The framework also includes attention to GBV in awareness raising[151] and strengthening the referral pathway.[152]

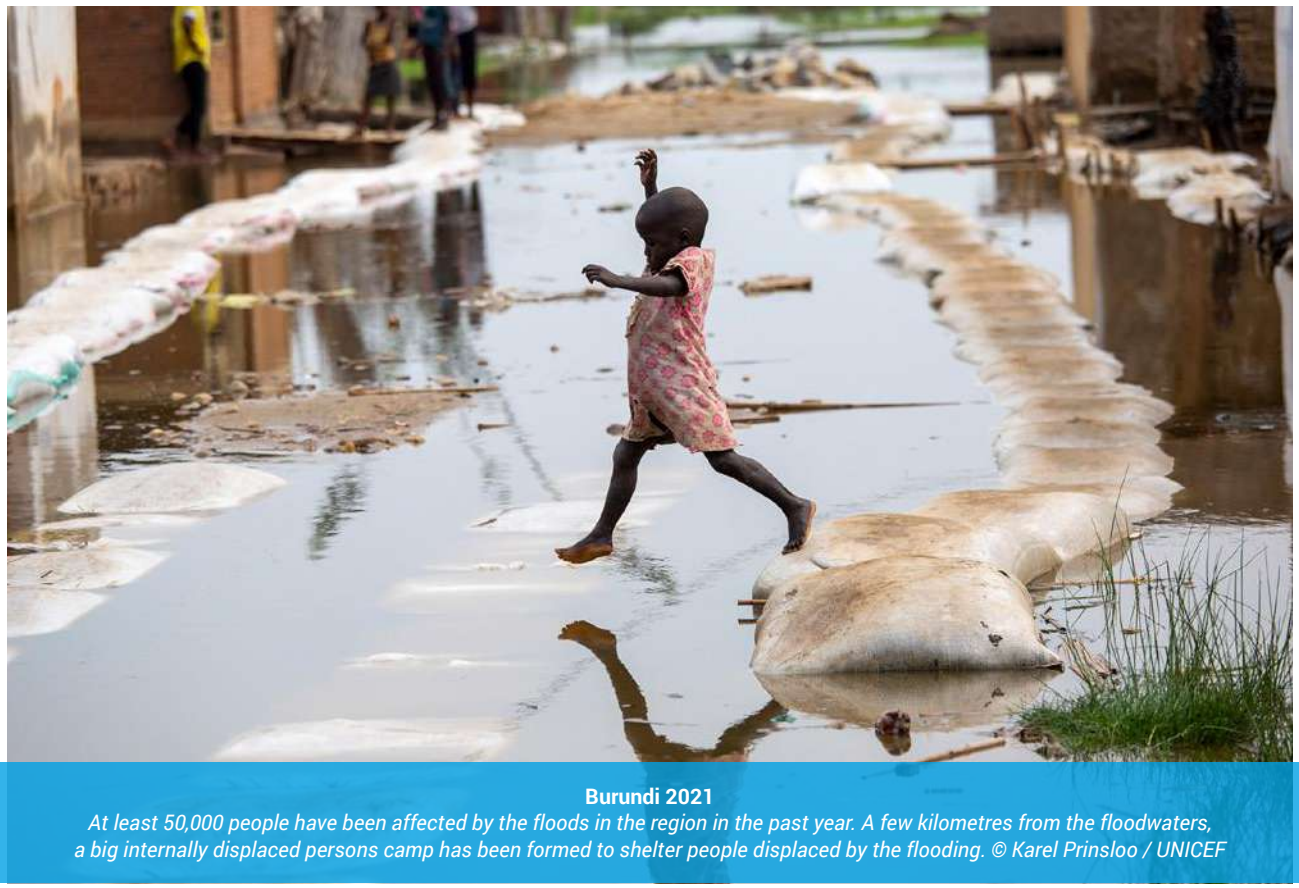
- **Growing integration of DRM and CCA with attention to gender integration.** There is increasing attention to DRM and CCA, both integrated and separately, and efforts to harmonize these efforts are growing globally, regionally and on national levels. As the field of CCA is more nascent, the CCA approach to gender integration reflects the recent focus on gender responsive DRM or CCA,[153] not gender sensitive as advocated for in the Sendai Framework. Leveraging this evolution to gender responsive CCA for DRM could be advantageous, and a point of harmonization of overlapping activities between DRM, CCA and gender actors. Ultimately and ideally, the target would be for gender transformative DRM.[154]
- **Supportive regional bodies.** The AUC and the RECs play active roles in supporting member states on DRM, gender and GBV risk mitigation and response through their respective units of DRR and gender. For example, the ***IGAD*** DRR Unit recently successfully invested in supporting all member states to develop DRM legal or policy frameworks at least in draft form.
- **Sufficient time, funds and technical support, often from supportive partners.** UNDRR, IFRC, UNICEF, UNFPA, UN Women and other international partners provide technical and financial support to many of the regional bodies and member states developing DRM legal and policy frameworks. For example, UNDRR is working with the ***AUC*** DRR Unit with a focus on SADD collection.

Somalia 2018

Mobile health clinics travel to rural villlages in Somaliland. With many communites lacking even basic health facilities, these mobile health clincs provide much needed services © Australian Red Cross

Opportunities for strengthening the integration of gender in regional DRM frameworks and their respective member states

- **AUC and RECs' initiatives to develop guidance on drafting DRM frameworks can support developing gender responsive DRM frameworks among member states.**
  - The ***AUC*** DRR Unit is undertaking a study on DRM legislation and policy frameworks among member states to develop guidance on how to develop policies in accordance with the Sendai Framework. This is an exciting opportunity to ensure high integration of gender and GBV risk mitigation, prevention and response considerations within the study criteria to advocate for the guidance to include how to develop gender responsive DRM legal and policy frameworks.
  - The IGAD Regional Strategy for DRM (2019–2030) and IGAD Regional Strategy for Gender in DRM and CCA (2020) reference actions to develop guidance for member states to draft gender responsive DRM legal and policy documents. IGAD Regional Strategy for DRM includes: "Develop a framework for DRM and CCA integration that addresses gender and equity perspectives to guide the region".[155] The IGAD Regional Strategy for Gender in DRM and CCA includes: "Provide guidance on how to strengthen gender responsiveness in DRM and CCA policies and strategies at national level to include minimum requirements on gender equality".[156] These coordinated efforts could be advantageous for the other RECs and all member states.
  - The ***SADC*** Gender Unit is developing an instrument to support member states to integrate gender across SADC priority areas including DRM. Seizing this development could ensure that the tool is gender responsive in nature and applicable to all DRR activities.
- **AUC and RECs are currently developing DRM strategies and frameworks that can be gender responsive and support member states.**
  - The ***SADC*** DRR Unit is currently developing a DRR Strategy and this is an opportune time to strengthen attention to gender through increased engagement between the DRR and the Gender Units.
  - The ***AUC*** DRR Unit is developing an African framework for multi-hazard early warning systems that is an expansive opportunity to ensure gender is integrated, monitored for and tailored to different community groups. Given this potential reach, there is a prime opportunity to ensure the framework is gender responsive to strengthen gender considerations in early warning systems.
  - EAC's Disaster Risk Reduction and Management Strategy (2012–2016) has expired and ensuring the Gender Unit is a key member of the revision team from the beginning would allow it to strengthen its gender integration.
- **AUC and RECs have opportunities to leverage to strengthen inclusive, gender responsive DRM efforts.**
  - **Enable inclusive input by leveraging** the AYAB DRR, a 15-member gender-balanced board of youth representatives selected to advance youth representation and participation as part of the AUC PoA by engaging in all AUC DRR activities, events and platforms. There is great opportunity to advance inclusive input through leveraging and inclusion of the AYAB DRR, including their involvement in policy development to promote better inclusion of youth and other marginalized groups. RECs and member states could also consider establishing something similar as many of these AYAB members are part of RECs and national DRM bodies and could offer insight into developing and leveraging youth advisory boards.



Burundi 2021
At least 50,000 people have been affected by the floods in the region in the past year. A few kilometres from the floodwaters, a big internally displaced persons camp has been formed to shelter people displaced by the flooding. © Karel Prinsloo / UNICEF

» **AUC and RECs could leverage gender policies and strategies to support more gender responsive DRM.**

- ***EAC*** could leverage the Gender Policy (2018) that outlines objectives to reduce and respond to GBV and integrate gender in DRR (under "activities for the EAC Secretariat: Integrate gender responsiveness in the EAC Disaster Risk Reduction and Management mechanisms"[157]) and support the adoption of the Gender Policy Action Plan to engage with other departments including the DRR Unit.
- ***SADC*** could leverage the ongoing work by the SADC Gender Unit on a Regional Strategy on Women, Peace and Security including GBV risk mitigation, prevention and response in humanitarian preparedness and response. This effort with member states strives to develop National Action Plans on Women, Peace and Security and, if relevant within a country, aims to bolster collaboration between stakeholders working on such plans where it overlaps with DRM.
- ***SADC*** DRR Unit is developing a tool to integrate DRR into gender policies to ensure the policies can be leveraged during disasters which can assist both the SADC Gender Unit as well as all member states working on gender legal and policy frameworks.

» **Share learning from regional projects that could offer insights to strengthening gender responsive DRM.**

- ***IGAD*** is deepening work on community-based climate change adaptations in Somalia and Sudan where activities are meant to be gender sensitive and learning could be shared to inform strengthening community-based DRM and their recognition in national DRM frameworks.
- ***IGAD*** is engaged with member states to design a treaty on flood risk management offering an opportunity for gender integration on a key regional concern that can be linked to national DRM frameworks.

Opportunities for strengthening the integration of gender in the implementation of DRM frameworks internally and among member states

- **Humanitarian response efforts under development could support the implementation of DRM frameworks.**
  - » The African Humanitarian Agency could potentially support gender integration in DRR work through its functioning on continental, regional and member state levels to govern humanitarian preparedness and response.
  - » ***SADC's*** multiple DRM mechanisms have enormous opportunity to integrate gender in their operations from the beginning: SADC Humanitarian Operations Centre, SADC Emergency Response Teams and SADC Standby Force. These efforts could offer a gender responsive rapid response support to member states during disasters and have enormous potential to bring gender responsive technical and surge capacity to affected areas and build member states' gender responsive technical skills and leadership through membership on these teams.
- **Risk management that integrates gender is necessary for member states and could support implementation of DRM frameworks.**
  - » The African Risk Capacity (ARC) works to support ARC member states on early warning, response and insurance through developing robust disaster management systems and access to financing through risk pooling. ARC is comprised of the African Risk Capacity Agency and ARC Limited (Ltd). The ARC has a Gender Unit. Gender work is integral and nascent, at ARC a gender analysis is proposed with each member state. A Gender Transformative Fund has been proposed to be led by the line ministry overseeing gender in the member states. GBV is not included, however it was proposed that this could be integrated into contingency plans and legislation put forward by member states.
- **Working groups or platforms can provide DRM technical support to the AUC, RECs and member states.**
  - » The Africa Working Group on Disaster Risk Reduction (AWGDRR) provides technical support to the AUC, RECs, member states and partners for the coordination and implementation of the Africa Regional Strategy for Disaster Risk Reduction and its Programme of Action. It is made up of member states, RECs, AUC, UN agencies, civil society organizations and donors and is chaired by the AUC DRR Unit and UNDRR. Although the report from the first meeting in July 2020 did not reference gender, the report from the second meeting in October 2020 included "Ensure full engagement of local governments and communities, indigenous people, women, youth/AYAB, and the scientific and technological community/ [Africa Science and Technology Advisory Group] in the development, implementation, monitoring and reporting of progress in disaster risk reduction strategies and plans".[158]

Madagascar 2021
The drought in Madagascar has been rough for the last three years. A woman collects rain water on a national road. © Safidy Andrianantenaina / UNICEF

- **Working groups or platforms that provide technical support for gender and GBV risk mitigation, prevention and response to the AUC, RECs and/or member states can be utilized to strengthen gender responsive DRM.**
  - The ***AUC*** is developing terms of reference for a Gender Platform that will be a joint effort between ARC, the Women, Gender and Development Directorate (WGDD) and AUC DRR Unit. ARC has enormous potential to advance the integration of gender and GBV considerations across DRM policy and preparedness continentally, regionally and among member states. The launch of this will invite civil society and member states and source funds to conduct research and DRM activities and it would be well worth advocating for these efforts to be gender responsive.
  - The ***EAC*** Gender Unit has an established GBV Working Group that is a technical working group comprised of representatives from member states to share and provide technical support on GBV prevention and response that includes support in developing policies. There is interest in expanding this more widely beyond member state governments to civil society, media and the private sector.
  - The ***EAC*** Gender Unit is engaging with the East African Civil Society Organisations' Forum and its Kenyan chapter who are focused on GBV to strengthen more collaboration across member states on GBV risk mitigation, prevention and response including to build technical expertise and share learning.
  - The GBV Area of Responsibility Working Group of Eastern and Southern Africa has a Preparedness Task Team to provide technical support to interested RECs and countries to integrate GBV risk mitigation, prevention and response in DRM and emergency preparedness. In addition, they are undertaking a pilot project in Kenya and Malawi for GBV emergency preparedness.

Recommendations to strengthen the integration of gender in regional DRM frameworks

Recommendations for RECs and member states

- **Ensure the new initiatives outlined in the *Opportunities* section are gender responsive and are done in collaboration across respective DRM and gender units and institutes/ministries to ensure there is coherency.** In addition, ensure workplans for these initiatives are monitored to ensure implementation of gender responsive activities.
- **Leverage the AUC PoA to advocate for regional and national DRM frameworks to be gender responsive and integrated in accordance with supportive regional gender and GBV prevention or response policies.**
- **Foster stronger partnerships between RECs DRR Units and member states' ministries of gender and DRM** to fortify gender and GBV risk mitigation, prevention and response integration into national DRM activities including the development and implementation of DRM frameworks.

Recommendations for AUC and RECs

- **Foster increased collaboration between AUC and RECs' DRR and Gender Units** through financial and technical support to ensure integration of gender and GBV in DRM from the beginning of any DRM legal or policy framework or initiative.
- **Expand shared learning opportunities among RECs** to support exchanges of learnings on the aforementioned tools, strategies, studies, projects and working groups that can greatly advance gender responsive DRM planning and programming regionally and across member states.

Recommendations for AUC, RECs and international partners

- **Hold a regional or continental meeting to develop gender responsive recommendations** to ensure the implementation of the Sendai Framework is gender responsive and inclusive, similar to the Regional Asia-Pacific Conference on Gender and DRR held in 2016.

Recommendations for international partners

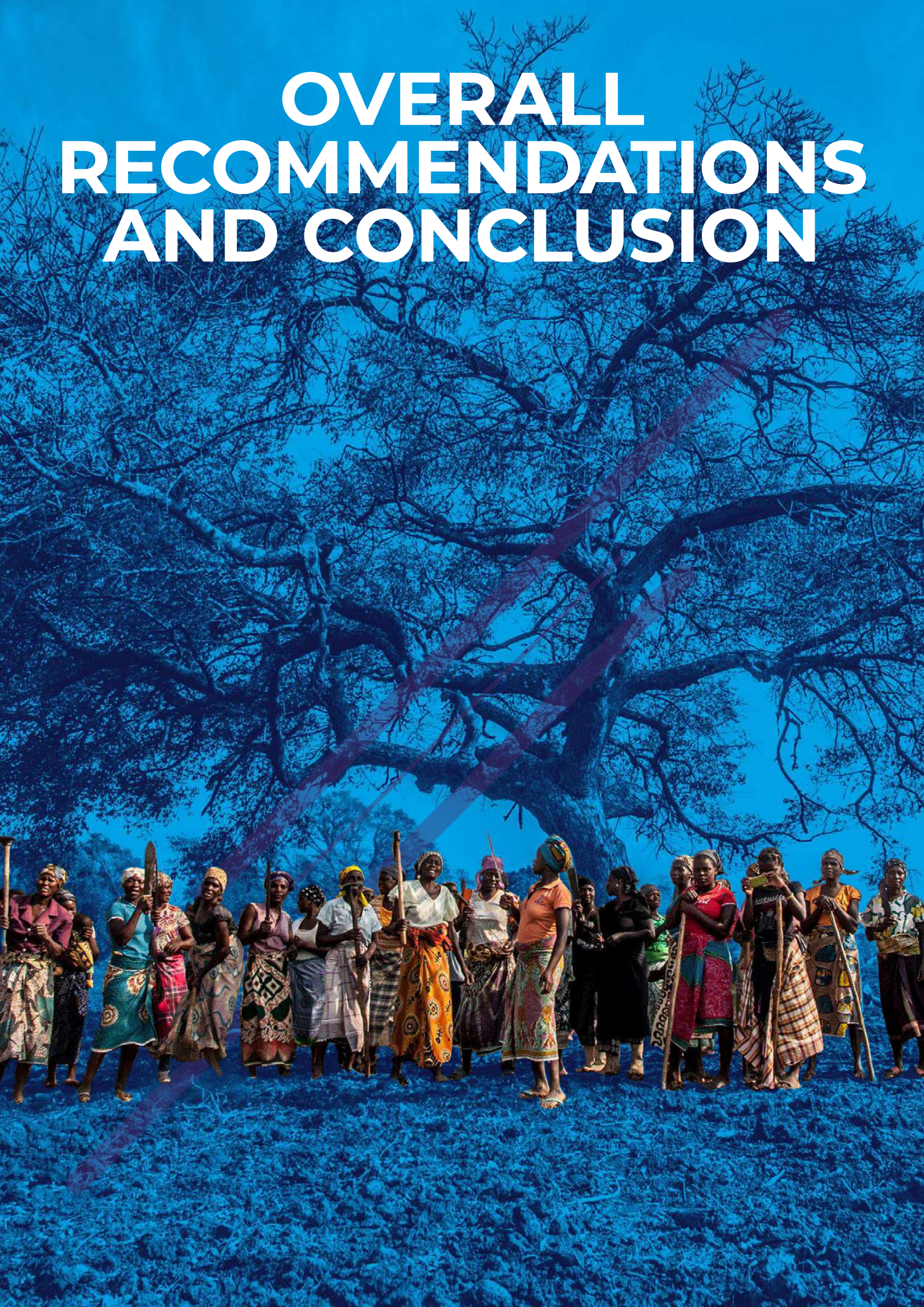
- At the request of the AUC, RECs or member states, **support the process of developing or updating DRM frameworks to be gender responsive**, with timely technical and flexible and direct financial support. As importantly, support the implementation of these efforts, so that gender responsive strategies, such as that of the IGAD Regional Strategy for Gender in DRM and CCA, can be implemented. Align efforts with what has been proposed for international partners in the AUC PoA[159] and the IGAD Regional Strategy for DRM.[160]

Recommendations to strengthen the integration of gender in the implementation of DRM frameworks internally and among member states

Recommendations for AUC, RECs and international partners

- **Hold learning opportunities and strengthened partnerships for member states** to share lessons, strategies, tools and approaches currently underway to integrate gender and identify opportunities for further collaboration regionally. Stakeholders from member states would include DRM institutions, ministries of gender and national organizations. These can include knowledge sharing, partnerships across member states and strengthened cooperation among different DRM institutions planning regional DRM.
- **Invest in monitoring and accountability mechanisms.**
  - » **Invest in SADDD collection and use**, ensuring gender analysis is conducted and shared in order to measure gender considerations and impacts during all stages of DRM. Use this effort to bolster national knowledge management systems as needed or requested.
  - » **Identify additional gender responsive indicators**, including those for GBV risk mitigation, prevention and response, to support member states in integrating into their DRM legal and policy frameworks.
  - » **Develop accountability mechanisms** that can be monitored for accountability to national and community partners and affected populations.
- **Prioritize and invest in the leadership, decision-making and role of organizations of youth, women and people with disabilities** in the DRM framework development and implementation, through AU networks such as AYAB, regional networks, such as those initiated by ***EAC*** to address GBV, or through national and subnational coordinating mechanisms.
- **Generate guidance on how best to integrate DRM and CCA using a gender responsive approach.** As more DRM frameworks, such as the AUC PoA[161] and the IGAD Regional Strategy for DRM,[162] point to improving coherence between DRM and CCA, and the IGAD Regional Strategy for DRM includes developing a DRM and CCA framework[163] it is worth ensuring these efforts build on each other and are not duplicative or in conflict. Guidance for member states on how best to synchronize these work streams, including roles and responsibilities, overlapping activities, monitoring and accountability systems, early warning systems, would be beneficial and must be supported. A helpful study to support launching these conversations is the IFRC recent DRM and CCA coherence study in Kenya.[164]

OVERALL RECOMMENDATIONS AND CONCLUSION



The extent of gender integration in DRM legal and policy frameworks across Eastern and Southern Africa reflects global trends: there is increasing attention to striving for gender responsive DRM as an approach; there is growing interest in how gender responsive DRM and CCA can complement one another or be integrated; there is increasing interest for guidance on how best to integrate gender considerations into DRM including identifying the minimum standards; there is increasingly more attention to how to include and engage the leadership of national, women-led, youth-led and other organizations working for the rights of marginalized groups; and there is attention to investing in communities as first responders and bolstering subnational DRM leadership.

Similarly, the gaps in attention to GBV reflect global gaps in integrating gender and GBV risk mitigation, prevention and response across all components of DRM. Even in countries where the DRM legal and policy documents are gender responsive, gaps in implementation remain. Whether due to limits in funding, time, human resources or operational constraints moving from national to subnational levels, weak implementation leaves a gender responsive framework merely aspirational. This reflects global limits on DRM frameworks as well. For example, although there is growing attention to the importance of gender equality in DRM worldwide, particularly around women's leadership and participation and the collection of SADDD, of all the COVID-19 task forces established at the start of the pandemic, globally only 3.5% of them had gender parity.[165] More attention and resources are needed to not only develop gender responsive DRM legal and policy frameworks but to ensure the frameworks are implemented.

The priority of developing gender responsive DRM legal and policy documents and programmes have been called for across multiple frameworks: globally, in CEDAW No. 37[166] and the United Nations Framework Convention on Climate Change (UNFCC) Gender Action Plan,[167] continentally in the AUC PoA[168] and regionally, such as the IGAD Regional Strategy for Gender in DRM and CCA. Reflecting the call for guidance that was found in key informant interviews with national and regional colleagues, CEDAW No. 37 and the IGAD Regional Strategy for Gender in DRM and CCA include developing guidance as part of next steps. However, national governments are strengthening their DRM legal and policy frameworks to be more gender responsive with support from the AUC and RECs.

In addition to technical support from the AUC, RECs and international and national organizations multiple tools are available to support national governments in developing gender responsive DRM frameworks. The Checklist on Law and Disaster Risk Reduction (2015) (Checklist on DRR) and the Checklist on Law and Disaster Preparedness and Response (2019) (Checklist on DPR) are assessment tools consisting of a series of ten key questions which can be used by lawmakers and others in the development of DRM legal and policy documents. In particular, the Checklist on DPR includes as Question 9: "Do your country's laws contain measures to ensure that vulnerable groups are included in, and protected by, disaster preparedness and response activities?", which assists in strengthening the integration of gender and GBV prevention and response considerations. Additionally, the Checklist on DRR includes as Question 9: "Do your country's laws adequately address gender considerations and the special needs of particularly vulnerable categories of persons?", which is also relevant; and has a companion guide, the Handbook on Law and Disaster Risk Reduction (2015). In addition, the IFRC is currently developing a checklist which includes guidance on integrating climate-smart DRM and protection, to be published in 2021.

In assessing what should be included as gender or GBV risk mitigation, prevention and response considerations within inclusive DRM legal and policy frameworks to enable gender responsive disaster management, and what international standards for inclusive gender considerations to integrate across all ministries and sectors, there are resources to draw upon. These include the IASC Gender Handbook for Humanitarian Action (2018); IFRC Minimum standards for protection, gender and inclusion in emergencies (2018); IASC Guidelines for Integrating Gender-based Violence Interventions in Humanitarian Action (2015); Inter-agency Minimum Standards for Prevention and Response to GBV in Emergencies (2019), UNICEF Guidelines on Adolescent Participation and Civic Engagement with Appendix 4 dedicated to Adolescent participation in disaster risk reduction, climate change and environmental protection (2020); and UNDRR Words in Action: Engaging Children and Youth in Disaster Risk Reduction and Resilience Building (2020).

Finally, in reflection of the extent of integration of gender considerations in national and regional frameworks, and learnings from key informants, the following overall recommendations have been compiled with the aim of assisting governments and regional stakeholders in their efforts to advance gender responsive DRM.

Overall recommendations

Develop gender responsive DRM frameworks that integrate GBV risk reduction, prevention and response

- AUC, RECs, member states including DRM institutes, ministries of gender and national and international organizations working on gender should consider GBV risk mitigation, prevention and response as a core element to gender integration in DRM frameworks and overall DRM implementation.
- Member states, with support from AUC, RECs, international partners, ministries of gender and national organizations working on gender, should ensure gender responsive DRM frameworks include actions across all sectors, and promote gender equality, with a focus on addressing the risks, meeting the needs and promoting the leadership of the most marginalized communities or those facing intersectional discrimination, including women, girls, adolescents, persons with disabilities, sexual orientation and gender-identity minorities, ethnic or other minorities.
- Member states, with support from AUC, RECs, international partners, ministries of gender and national organizations working on gender should develop the funded national and subnational gender responsive DRM frameworks through a participatory process of consultations with a range of stakeholders, including women, girls, youth, persons with disabilities and others at all levels of government.
- Member states, with support from AUC, RECs, international partners, ministries of gender and national gender-focused organizations should consider including similar areas of gender integration as done in current DRM frameworks: background section; governance; guidance; coordination and implementation; community engagement and leadership assessments, monitoring and accountability; representation and participation; training; multisector integration; financing and budgeting. The DRM legal and policy frameworks should link with a detail action plan that can ensure gender considerations are implemented.

Institutionalize gender responsive DRM

- National and subnational DRM agencies, with support from AUC, RECs and international and national partners, should institutionalize gender integration, through staff training and support on concepts of gender and GBV risk mitigation, prevention and response and how to mainstream gender; by establishing a funded gender directorate; ensuring women's leadership at all levels of decision-making and allocating a DRM budget for gender integrated activities; integrating SADDD and gender analysis into monitoring and accountability mechanisms; identifying roles and responsibilities for gender integration; ensuring the ministry of gender is a member of the national coordinating body; participating on gender, protection or GBV working groups; and fostering partnerships with national and community-based organizations working on gender and GBV risk mitigation, prevention and response at national, subnational and community levels, and including them and supporting their leadership in coordination mechanisms.

Ensure multisectoral, multilevel, all-hazard gender responsive DRM coordination

- AUC, RECs and member states should strengthen collaboration between DRM and Gender/GBV Units, ministries and coordinating mechanisms, ensuring that DRM gender focal points, ministries of gender, national and international organizations working on gender or GBV are well represented at the national and subnational coordinating bodies and are consulted regularly in any development and implementation of DRM frameworks.

Invest in subnational gender responsive DRM

- National DRM institutions, with support from the AUC, RECs and international partners, should invest in subnational, gender-responsive DRM that recognizes communities, including women, adolescents, persons with disabilities and other marginalized populations, in their leadership as first responders. Bolster subnational DRM coordination mechanisms that include ministries of gender, national and community-based organizations, and community DRM committees (that have gender parity). Programmes should be tailored to

fit the needs and leadership of different groups, and informed by indigenous knowledge and practices that can underscore gender equality.

Advance gender equality aligning with national and subnational gender equality movements and organizations

- DRM institutions, leveraging supportive gender policies and in close collaboration with national and community-level women's organizations and other organizations representing marginalized groups, and supported by international partners, should advance gender equality, building on the efforts of national and community women-led organizations, as part of DRM at national and subnational levels. This approach for gender equality should be directed by the leadership of women, girls and other marginalized groups (and their organizations or committees) and include attention to GBV risk mitigation, prevention and response.

Leverage regional bodies' leadership on gender responsive DRM and relevant initiatives

- Member states can draw from the supportive frameworks for gender responsive DRM among the AUC and RECs and tap into their initiatives, working groups, funding and insurance mechanisms, and rapid response mechanisms to support strengthening national gender responsive DRM with growing collaboration between DRM institutes, ministries of gender and RECs DRR and Gender Units.

Identify opportunities to integrate DRM and CCA activities to advance gender equality and attention to GBV risk mitigation, prevention and response

- Regional bodies and DRM institutions can strengthen coherence between DRM and CCA workstreams, guidance, policies and documents to ensure global, regional and national efforts are not duplicated and can be mutually supportive, particularly regarding the integration of gender. Efforts to integrate DRM and CCA can leverage the attention that CEDAW No. 35 and No. 37 have advocated for with climate policies.

Generate guidance on developing gender responsive DRM frameworks

- AUC, RECs and international partners can develop guidance on how to draft and implement gender responsive DRM frameworks that integrates CCA using a participatory process with an all systems approach and significant attention to subnational and community leadership. As multiple regional bodies are pursuing this, extensive collaboration is required.

Advocate for the Sendai Framework replacement instrument to be more gender responsive

- AUC, RECs and international partners can advocate for the replacement instrument to the Sendai Framework (after 2030) to mandate collection of SADDD and integrate additional gender-specific indicators including attention to reducing risks, preventing and responding to GBV. Advocacy could be conducted highlighting the gender responsive DRM frameworks of the region, including their monitoring tools, and draw on the more gender responsive approaches taken in the more nascent global, regional and national gender responsive CCA initiatives.

The findings and learnings from the study demonstrate the exciting trend towards national and subnational gender responsive DRM legal and policy frameworks. As this continues globally, it will remain important to ground the goals of gender responsive and ideally, ultimately, gender transformative in multi-ministerial, multi-sectoral, multi-level actions and measured outcomes with accountability mechanisms, ensuring that gender responsive DRM includes GBV risk mitigation, prevention and response, is the responsibility of all those involved and is designed and led by those most affected by disasters.

ANNEXES

ANNEXE 1: COUNTRY PROFILES

The country profiles briefly summarize the DRM institution architecture, whether there is a gender focal point or unit within the DRM institution, and whether they are engaged on a gender, protection or GBV working group; which DRM legal and policy documents were reviewed for this study; how the legal and policy documents were developed and to what extent they integrate gender; and opportunities to leverage to strengthen gender and GBV risk mitigation, prevention and response integration in the DRM frameworks. Burundi, Madagascar and Mozambique's examples of integration are translated and summarized whereas all other countries and regional bodies list direct quotes from their DRM frameworks.

Burundi

MSPGC architecture

The MSPGC (The Ministry of Public Security and Disaster Management) manages disaster preparedness and response in Burundi. They operate through the Plateforme Nationale de Prévention des Risques et de Gestion des Catastrophes (the National Platform of DRM) led by the MSPGC and the Ministry of the Interior.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

MSPGC includes a Gender Unit and a focal point from this unit sits on the GBV sub-cluster of the protection cluster. Every ministry has a focal point for gender and there is a ministerial gender group.

DRM legal and policy framework and the extent of integration of gender

The primary DRM policy document in Burundi is the Burundi National Action Plan. During the development of the Burundi National Action Plan the validation workshops included all GBV sub-cluster members including the Ministry of National Solidarity, Human Rights and Gender.

The Burundi National Action Plan is gender sensitive and GBV blind with gender or women being mentioned in describing when a gender analysis was used to identify risks,[169] recognizing the gendered impacts of poverty and access to assets,[170] and statistics on women in government and levels of education.[171] The main activity describes community sensitization sessions on women's roles and disaster risks both as activities and as an indicator in the monitoring framework.[172] There is no mention of GBV.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and responsecan advocate for stronger gender integration within implementation of the Burundi National Action Plan and within the development of the subsequent version. Opportunities to leverage include:
  - » There are supportive policies and laws advocating for gender equality and against GBV, including the Politique Nationale Genre du Burundi (2012–2025) (National Gender Policy) and Code Pénal (Penal Code). Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage these laws and policies to advocate for better integration of gender and GBV considerations in the DRM framework, as well as advocating for these gender laws and policies to integrate considerations during disasters to ensure continuity of care during emergencies.
  - » There is a Gender Unit within the MSPGC. This unit and their membership on the GBV subcluster can be leveraged to build support for more integration of gender in DRM.

- Members of the National Platform and their implementing partners, including ministries, NGOs, INGOs and UN agencies, have strong working relationships and commitment to integrate gender in planning and implementation. Members and partners should leverage their strong collaboration and shared commitment to further integration of gender considerations in the current Burundi National Action Plan and its implementation as well as any future DRM laws, policies and strategies and their implementation.
- The GBV referral network functions on existing collaboration among key stakeholders including the police, government, civil society, INGOs and the judicial system at national and subnational levels. This collaboration can be further strengthened, particularly at subnational levels, to strengthen gender responsive implementation of the Burundi National Action Plan.

Ethiopia

NDRMC architecture

The NDRMC manages disaster preparedness and response. Within the NDRMC, the DRM Council is the apex, and decision-making is overseen by the National Disaster Prevention and Preparedness Committee and chaired by the Ministry of Peace.[173]

Representation of and engagement with gender and GBV risk mitigation, prevention and response

The NDRMC has a Gender Directorate (as of 2017) that is mandated to oversee gender in DRM. The Gender Directorate, along with UN Women, chair the Gender Technical Working Group that functions outside the formal NDRMC structure. The Ministry of Women, Children and Youth (MoWCY) is charged with gender including addressing GBV and is a member of the DRM technical working group which is co-chaired by NDRMC and UN Office for the Coordination of Humanitarian Affairs (OCHA).

DRM legal and policy framework and the extent of integration of gender

The National Policy and Strategy on DRM (2013) is the DRM governing document in Ethiopia. It is towards gender sensitive and GBV blind because although it mentions considerations for women, there are no actions and no attention to GBV risk mitigation, prevention and/or response. The National Policy and Strategy lists gender as a cross cutting issue recognizing that women and other marginalized groups are disproportionately impacted by disasters and therefore DRM, including laws, programmes and plans, must "give special attention to women" and other marginalized groups,[174] and disaster response activities will be free to pregnant and lactating women and other marginalized groups.[175] There is a revision of this framework currently underway, however, a draft was not available to review.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can advocate for the current revision of the National Policy and Strategy on DRM to be gender responsive. Opportunities include:
  - There is existing gender equality legislation such as the Constitution of Ethiopia (1994) and the National Policy on Women (1993) which includes actions for the NDRMC. These could be leveraged as strong advocacy points for further integration in the drafting of the new DRM policy framework.
- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can advocate for stronger integration of gender and GBV considerations in implementation of the DRM framework leveraging the following:
  - The MoWCY has increasing engagement in overseeing gender and GBV prevention and response in disaster preparedness and increasing representation in different cluster meetings. They are also now

co-chairing the GBV Sub-cluster. This engagement can be leveraged to advocate for further integration of gender and GBV considerations in disaster response and DRM framework implementation.

  - The mandate of the NDRMC Gender Directorate is to institutionalize gender responsive approaches within the NDRMC. This can be leveraged to further gender response DRM institutionally and within the DRM framework and implementation.

  - National civil society organizations, particularly those that are women-led, are increasingly involved in DRM. A few have recently been invited to join the Gender Technical Working Group to strengthen collaboration and coordination at national and subnational levels and these can be leveraged to strengthen the implementation of more gender responsive implementation of DRM frameworks

- The NDRMC Gender Directorate and UN Women recently developed an Equality Capacity Assessment to assess gender integration during the different phases of disaster preparedness to disaster response. It would be valuable to use this assessment tool and ensure the results inform NDRMC's new DRM policy and implementation as well as share this tool regionally in case other countries are interested in using it.

Kenya

NDOC and NDMA architecture

Kenya has two governing DRM institutes: the NDOC under the Ministry of the Interior and Coordination of National Government and the NDMA under Ministry of Devolution and Arid and Semi-Arid Lands. NDOC is the overall coordinating body for DRM in Kenya, with the NDMA focused on disasters related to drought. The National Security Council is the coordinating body within NDOC. The management of disaster risks is decentralized and county governments have their respective DRM plans as well as county chairing groups or steering committees led by a council of county governors.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is a protection working group within NDOC and the Ministry of Public Service and Gender's State Department of Gender is charged with overseeing gender and GBV-related activities and is part of the Gender Technical Working Group led by the National Gender and Equality Commission.

DRM legal and policy framework and the extent of integration of gender

In 2020 a draft DRM bill under the Ministry of the Interior was developed together with a respective DRM policy and before its adoption it will include stages of public participation.

The National Policy for Disaster Management in Kenya (2009) (the Policy) is towards gender sensitive and GBV blind. This assessment is based on that the Policy recognizes that one of the major features of an effective disaster management system includes taking appropriate consideration of cross-cutting issues, including special considerations for women and children[176] and gender should be monitored, evaluated and analysed.[177] The Policy further provides that in all disaster management programmes, government, partners, stakeholders and communities "will take positive cognisance of the excessive impacts which women and children undergo in any disaster" and efforts will be made to strengthen safety and protection of women and children during disasters.[178] Lastly, the Policy lists a number of other policies to link with, including the Gender Policy and the Social Protection Policy.[179]

The National DRM Bill (2021) (the Bill) is high gender sensitive and GBV blind. It is categorized as such because the Bill includes tasking the DRM authority with gender mainstreaming in plans and strategies,[180] and conducting SADD collection.[181] It further provides that "in appointing the members of the County Committee . . . the Governor shall observe the principle of gender equality and the representation of marginalized communities, the youth and persons with disability",[182] and that each County DRM Committee will include "two persons, one woman and one man with proven experience in disaster risk management, appointed by the Governor".[183] There is no mention of GBV.

Opportunities to strengthen gender in the DRM framework and its implementation

- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage existing policies on gender that integrate disaster considerations to strengthen the DRM framework on national and county levels including the National Policy for Prevention and Response to GBV (2014) that outlines, under the National GBV Technical Committee, a Thematic Group on Humanitarian Response: Co-chaired by Ministry of Interior and Coordination and Directorate of Gender;[184] and the County Government Policy on Sexual and Gender Based Violence (2017) that can be leveraged during the development of county DRM frameworks.
- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can also leverage Kenya's decentralized system that includes a 2% budget allocation for DRM, offering extensive opportunities to bolster subnational leadership and management of disaster risks and response that integrate gender.[185]
- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can leverage well established gender equality entities including:
  - The Gender Technical Working Group which regularly meets to engage and share on policy, strategic frameworks, updates and developments and brings together stakeholders and relevant ministries national and county levels.
  - The National Gender and Equality Commission (NGEC) is a national commission that engages counties in providing support aligning laws and policies to the constitution and the NGEC meetings includes civil society organizations at all levels such as women-led community based, faith based, national and international NGOs.
  - Many women-led organizations on gender and GBV are called upon by the national and county governments if there is post-election violence, but could be engaged more regularly and with respect to integrating gender considerations in DRM.
- Stakeholders working on DRM, gender and/or GBV risk mitigation, prevention and response can become more engaged with the development of a SADD database that will be developed by the end of 2021 and that will include location data as well as SADD. NDOC also collects data and could expand to collecting SADD and share the data with other implementing partners including ministries.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response advocating for gender responsive DRM can leverage existing disaster preparedness efforts that are ongoing in other sectors, such as education by leveraging the Education Sector Disaster Management Policy to advocate for more gender responsive multisectoral approaches to DRM, or in the health sector, by tapping into ongoing advocacy for the MISP for SRH in DRM.

Madagascar

BNGRC architecture

The BNGRC within the Ministère de l'Intérieur et de la Décentralisation (Ministry of Interior and Decentralisation) oversees DRM. BNGRC calls meetings with the coordinating body, Comité de Réflexion des Intervenants en Catastrophes (Reflection Committee of Disaster Responders, CRIC), to respond to emergencies.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

A BNGRC representative sits on the protection cluster and the GBV sub-cluster and BNGRC has at least one GBV focal point who responds to emergencies. The MPPSPF is the ministry charged with gender and GBV during disaster preparedness and response. MPPSPF, like all ministries, has a focal point for emergency response to implement the sector plans, including protection, with BNGRC and partners.

DRM legal and policy framework and the extent of integration of gender

The Law for DRM (2003) does not include references to gender. It does include references to vulnerable populations due to the socio-cultural factor, but does not mention gender explicitly.[186] There is no specific reference to GBV; simply protection of total populations.[187] Therefore it is gender and GBV blind.

The revised Law for DRM (2015) is gender and GBV blind as it does not include any integration of gender or GBV.

The National DRM Strategy 2016–2020 (the Strategy) is towards gender responsive and GBV blind. These categories reflect the multiple references to gender as a principle[188] and factor to take into account to mitigate risks[189] in developing subnational DRM programming into local planning,[190] when designing a DRM communications programme[191] and a DRM training programme, [192] and when conducting socio-economic analysis.[193] The Strategy also lists strengthening the DRM institution to take gender into account.[194] Lastly, it encourages promoting community knowledge and approaches that integrate different sexes, youth, cultures and other groups.[195] GBV is not mentioned.[196]

Opportunities to strengthen gender integration in the DRM framework and its implementation

- BNGRC and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing momentum to integrate gender in DRM referencing the following:
  - Loi n° 2019–008 relative à la lutte contre les Violences Basées sur le Genre (2019) (Law against GBV) does not include references to disasters but could be leveraged to build on the momentum to consider GBV risk mitigation, prevention and response in all circumstances.
  - The Stratégie Nationale de Lutte contre les Violences Basées sur le Genre (2016–2020) (National Strategy against GBV) does include a section on periods of crises that can be leveraged to advocate for GBV integration in the DRM framework.[197]
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response, including those within BNGRC, can capitalize and leverage multiple opportunities to advance the integration of gender in the DRM framework:
  - Capitalize on institutional (BNGRC) commitment to gender and inclusive integration. BNGRC has voiced commitment to integrate gender from the beginning of prevention to response and recovery, at all levels of government.
  - Capitalize on the commitment and coordination of BNGRC and other stakeholders to strengthen SADDD collection, pointing out that the oversight committee has the standard operating procedures (SOP) to undertake this.

- » Leverage the political support of the First Lady who is focused on gender equality, supportive of the Law against GBV and works closely with MPPSPF.
- » Leverage the existing work and collaboration of partners who are part of the national platform and cluster system:
  - Leverage the increasing role that MPPSPF plays in preparedness and response to reinforce the gender and GBV integration.
  - Strengthen existing collaboration between the MPPSPF and BNGRC to integrate gender activities in subnational mechanisms.
  - Strengthen gender in the national plan of BNGRC.

- BNGRC, MPPSPF and other government ministries and entities can leverage the role of CRIC to collect and distribute all necessary and relevant DRM, gender and GBV risk mitigation, prevention and response guidance, laws, policies and plans to members to streamline protocols and procedures.

Malawi

DoDMA architecture

The DoDMA oversees DRM. There is a disaster preparedness and risk committee that is a committee of principle secretariats, followed by a disaster relief technical committee comprised of directors who make technical recommendations. The system is decentralized with national as well as subnational technical committees. At the subnational level there are DRM committees down to the village level.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

Within DoDMA there was previously a gender focal point and DoDMA is hoping to fill the position, working closely with a gender focal point from UN Women in the meantime. DoDMA has sub-technical committees, now called clusters, which include a protection sub-technical committee which is led by the Ministry of Gender, Children, Disability and Social Welfare.

DRM legal and policy framework and the extent of integration of gender

The Disaster Preparedness and Response Act of 1991 and DRM Policy of 2015 have no integration of gender or GBV, therefore they are gender and GBV blind. The DRM Policy of 2015 lists policies it links to including the Gender Policy, Child Protection Policy, and the Elderly and Disabilities Policy.[198] There is a Draft DRM Bill (2020) and Draft Operational Guidelines (2020) that are awaiting adoption and could integrate gender and GBV.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- DoDMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can capitalize on the current process of adopting a new DRM Bill and Operational Guidelines that could allow for extensive gender integration in the DRM framework and their implementation:
  - » DoDMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing gender and GBV-related legal instruments that could also be linked in the nearly adopted Bill to emphasize the importance of integrating gender.
  - » The National Gender Policy (2015) makes no mention of disasters however the National Plan of Action to Combat Gender-Based Violence (2014–2020) does ensure activities would continue during humanitarian settings.[199] When the National Plan of Action is updated, ensure disaster considerations remain included.

- DoDMA and partners can leverage existing mechanisms and efforts to bolster implementation of policy at subnational levels:
  - The protection cluster is particularly active at national level and could work to replicate that at district level where communities have reportedly high interest in leading DRM.
  - DoDMA and partners can build on prior training by DoDMA and UN Women of district and national DRM officials and other stakeholders on SADD and gender mainstreaming to ensure attention to gender within subnational DRM is maintained.
- DoDMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage the participation and role of national commissions, organizations and networks to assess, monitor and report on the gendered impacts of disasters ensuring that DRM frameworks are gender responsive during implementation and accountable to affected communities.

Mozambique

INGD architecture

The INGD (National Institute for Disaster Risk Management and Reduction) oversees DRM in Mozambique. The Technical Council for DRM oversees technical implementation, while the DRM Coordinating Council is focused on political workstreams. The INGD has regional representatives as well as delegations in all provinces and districts.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

The MGCAS is listed as an implementing partner in the Plan for DRR and the Instituto Nacional de Acção Social (National Institute of Social Action) was mentioned as a key entity in gender integration through key informant interviews. The INGD is led by a woman, Ms. Luísa Celma Caetano Meque.

DRM legal and policy framework and the extent of integration of gender

The Plan for DRR is towards gender responsive with multiple references to consideration of gender and inclusion. This includes in strengthening community resilience with attention to gender balance,[200] developing communication strategies tailored to the audience with criteria including gender and inclusion,[201] designing DRM and CCA training of trainers with focus on inclusion and gender at all government levels,[202] equipping DRM committees on gender,[203] and capacitating local and municipal DRM officials to develop DRM plans that integrate gender and are inclusive.[204] However the Quadro de Indicadores (Framework of indicators for DRR) that accompanies the Plan for DRR only captures heads of households by sex living in poverty and no other gender indicators.[205] The Plan for DRR is GBV blind as there is no mention of GBV.

The Annual Contingency Plan (2019) is high gender sensitive and GBV sensitive. This reflects its inclusion of the provision of SRH services and ensure specific care for pregnant women, children and elderly,[206] the dissemination of information on referral services for GBV survivors[207] and identifying MGCAS to conduct trainings on GBV prevention.[208]

The DRM Act 2020 is gender and GBV blind as it does not integrate gender or GBV risk mitigation, prevention or response considerations. The Regulations 2020 also do not include gender or GBV risk mitigation, prevention or response considerations and are also categorized as gender and GBV blind.

The INGC Gender Strategic Plan is high gender responsive and GBV responsive as it offers an example of how to institutionalize gender within a national DRM agency. The aim of the INGC Gender Strategic Plan is to enable the INGC to be gender responsive and to reduce the gendered impacts of disasters while advancing gender equality between men and women including eliminating discrimination against women. The strategy objectives include to: 1) establish a gender unit; 2) guarantee gender equality in participation and access; 3) strengthen capacity of INGC staff; 4) produce guiding documents; 5) conduct awareness sessions with men; and 6) strengthen coordination

for social protection.[209] The data collection and measurement indicators focus on 1) SADD, 2) reduce GBV and 3) reduce gender discrimination.[210]

Along with the target indicator of reducing GBV cases, the INGC Gender Strategic Plan mentions numerous considerations to address GBV, including noting the rates of violence against women exacerbate during disasters, with increased rates and risks of GBV among women, children and elderly people.[211] In addition, the strategy argues the need to take into account violence against women.[212] It includes a specific objective to ensure interventions prevent and respond to GBV[213] and launching actions to mitigate and prevent physical, structural, psychological and sexual violence to vulnerable groups including in shelters.[214]

Opportunities to strengthen gender integration in the DRM framework and its implementation

- INGD could consider updating the INGC Gender Strategic Plan (2016–2020), ensuring that it remains gender and GBV responsive and continues ensuring efforts are made to enhance INGD (previously INGC) as a gender responsive DRM institution with gender responsive frameworks and implementation at national and subnational levels.
- INGD and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage provincial coordinating mechanisms and strengthen their attention to GBV and engagement with local NGOs already working in disasters to enhance subnational gender responsive DRM.
- INGD and stakeholders working on gender and/or GBV risk mitigation, prevention and response can share learnings regionally and with interested countries on how gender has become so well integrated in the DRR Plan, the Annual Contingency Plan (2019), and how INGC developed the INGC Gender Strategic Plan and what has been the learning to date.

Somalia

MHA&DM architecture

The MHA&DM, led by a woman, Hon. Khadija Mohamed Dirie, oversees disaster management. There is also a DRM committee under the Prime Minister's Office.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is no gender or GBV focal point within MHA&DM, and no staff of MHA&DM sit on the gender, protection or GBV working groups.

DRM legal and policy framework and the extent of integration of gender

The National DRM Policy (2017)[215] (the Policy) is high gender sensitive and towards GBV sensitive. The gender considerations include a "[w]hole-of-government approach: gendered aspects of disaster management reflected across the board",[216] the inclusion of statistics on maternal mortality and vulnerability of women in rural areas in the background section[217] and the recognition that women and other marginalized groups suffer the most during epidemics.[218] State governments are instructed to emphasize restoration of livelihoods, with special attention to women-headed households and other marginalized groups.[219] In addition, a question is posed under community participation and resilience is: "Are concerns of women in particular identified and addressed in risk reduction and disaster response activities?"[220] Lastly, the Policy includes the Ministry of Women and Human Rights as a member of the National Disaster Management Council.[221]

Regarding GBV, there is a nod towards taking necessary measures to ensure the security of women and other marginalized groups during disasters in safe centres or shelters under the oversight of district administrations.[222]

Opportunities to strengthen gender integration in the DRM framework and its implementation

- Somalia has recently developed a new National Development Plan by the Ministry of Planning that extensively integrates gender considerations. MHA&DM and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage this plan and any additional DRM laws or policies to be gender and GBV responsive and ensure implementation of the DRM framework, including the Policy, is gender responsive.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response can support ongoing gender initiatives and leverage these efforts to advocate for stronger integration of gender in DRM, such as:
  - The implementation of the National Action Plan on Ending Sexual Violence in Conflict, a plan overseen by the steering committee co-chaired by Ministry of Women and Human Rights Development (MoWHRD) and UN Assistance Mission to Somalia. Efforts here could bolster efforts to integrate gender and GBV considerations in DRM and collaboration between National Action Plan actors and DRM officials could be mutually beneficial.
  - The Somali Women's Charter published by the MoWHRD advocates for inclusion, participation and rights. It also references periods of conflict and integrates GBV prevention and response; these points can also be leveraged in advocacy for stronger gender integration in DRM.
  - Stakeholders working on gender and/or GBV risk mitigation, prevention and response working in DRM can support the advocacy efforts for parliament to pass GBV prevention and response related legislation under development, such as the Sex Offences Bill (2018) and the anti-FGM Bill. These bills, if adopted, could be leveraged to further integrate GBV prevention and response activities in the DRM framework.
  - Stakeholders working on gender and/or GBV risk mitigation, prevention and response working in DRM could follow the ongoing effort by the MoWHRD to establish gender focal points in all ministries and this would greatly enhance gender integration, including related to GBV risk mitigation, prevention and response, across sectors, which would be beneficial during DRM coordination and implementation.
  - Stakeholders working on gender and/or GBV risk mitigation, prevention and response working in DRM could capitalize on the launching of the National Social Workers Programme (in Central/South Somalia, Somalia (Somaliland) and Somalia (Puntland)) that could be leveraged to integrate disaster training in their curriculum and scope of work to ensure a continuity of care during disasters.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response including those at MHA&DM, can leverage the existing commitment and coordination among MoWHRD and organizations working on gender equality and GBV risk mitigation, prevention and response and the potential of community-based approaches to strengthen subnational gender responsive DRM.
  - MoWHRD has existing strong relationships with INGOs/UN and national organizations, which could be leveraged to further develop linkages with communities and strengthen community referral pathways, including with the police.
  - Stakeholders working on gender and/or GBV risk mitigation, prevention and response could support national organizations for gender and GBV prevention and response work since they already have strong linkages with women leaders and community groups.
  - MoWHRD has active engagement with all UN and civil society partners pushing for gender and GBV-related legislation and this engagement and experience could be leveraged to support advocacy to further integrate gender and GBV in the DRM framework.

- Gender and GBV stakeholders, including national and international partner organizations can showcase the integrated gender and GBV response approaches at the community level to demonstrate potential on a national level.
- MHA&DM and gender and GBV partners can invest in community-based committees which are supposed to be 50% men and 50% women[223] to promote gender parity and expand momentum for further gender equality efforts in DRM.

Puntland

HADMA architecture

The HADMA is the DRM authority of Somalia (Puntland) under the Office of the President. HADMA works in close collaboration with OCHA, who shares responsibility in delegating responsibilities during a disaster response.[224]

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is no gender or GBV focal person in HADMA. The MoDAFA is charged with overseeing gender and GBV in preparedness and response with the protection cluster, which coordinates gender and GBV-related emergency preparedness and response.

DRM legal and policy framework and the extent of integration of gender

The Somalia (Puntland) DPR Plan (2017) was developed through a consultative process of input workshops and validation meetings which were held with key government ministries, INGOs and NGOs in the humanitarian sector, civil society, including women groups, and UN.

The DPR Plan is high gender responsive and GBV responsive as it outlines specific actions to integrate gender and GBV risk mitigation, prevention and response considerations (as well as a checklist that includes key questions to ask[225]) across clusters including WASH,[226] hygiene education,[227] food programme and nutrition,[228] non-food items,[229] distribution systems,[230] health services,[231] shelter,[232] protection[233] and education.[234]

The background section includes a section on "cross cutting issues and gender in preparedness" explaining that: "Disasters have very different impacts on women, girls, boys and men. They face different risks and are victimized in different ways. Therefore, paying attention to gender issues is a key which means recognizing the different needs, capacities and contributions of women, girls, men and boys. Gender equality is about ensuring that the protection and assistance provided in emergencies is planned and implemented in a way that benefits men and women equally, taking into account an analysis of their needs as well as their capacities".[235] The DPR Plan reiterates that women, girls, PWD and others must be consulted[236] and involved in preparing for, implementing and monitoring activities.[237]

The DPR identifies the MWDFA to oversee protection of women and girls, conduct vocational training and awareness programmes[238] The DPR Plan identifies addressing GBV as a cross cutting issue[239] and offers GBV prevention and response activities across all sectors. For example, in the Water and Sanitation section, the DPR Plan argues the importance of considering the needs of women and other marginalized groups, stating that: "In our culture, it is the responsibility of women to collect drinking water for the family in normal as well as in emergency situations. Therefore, it is essential that water systems are user friendly and women's needs are taken into account at the time of design and planning stage so that women can benefit without any security problem . . ."[240]

The DPR Plan further provides that: "Women must participate in the planning and designing stages and decide the location of toilets", the design of toilets must be done so in such a way that it can be used by all community groups including children, elderly people and women[241] and there are sex-segregated toilets. Finally, rapid assessments should include gender considerations.[242]

In the Protection section of the DPR Plan, it asserts that the humanitarian response must promote and respect the rights of women and children and not perpetuate discrimination, abuse, exploitation or violence.[243] It provides

that: "The government of Puntland has a critical role to play in ensuring that all interventions meet the minimum standards for prevention of and response to CP, GBV and address mental health and psychosocial support (MHPSS) needs".[244] The DPR Plan outlines a number of activities to reduce the risk of, prevent and respond to GBV including ensuring all humanitarian interventions have referral mechanisms for survivors, support training health workers on clinical management of rape (CMR), disseminate GBV prevention messages and referral information through different community workers, consult with women, youth and children on design and delivery of services across sectors, mobilize affected communities to prevent and respond to GBV, strengthen community-based protection mechanisms for child protection and existing systems for GBV survivors.[245]

Opportunities to strengthen gender integration in the DRM framework and its implementation

- HADMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage the extensive integration of gender and GBV risk mitigation, prevention and response in Somalia (Puntland)'s DPR Plan and its emphasis on multisectoral integration of gender and GBV considerations to ensure its implementation reflects its level of gender and GBV responsiveness.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing gender and GBV policies to further bolster attention to gender and GBV in DRM, including the Gender Policy, the Sexual Offences Act (2016), the signed anti-FGM policy (2016) and the anti-FGM bill currently under review.
- HADMA can leverage existing institutional relationships to further gender integration in the DRM framework and implementation.
    - » HADMA has a strong working relationship with the MoDAFA, and MoDAFA has a GBV Unit that works on GBV during emergency response. HADMA can strengthen its working relationships with MoDAFA's GBV Unit during coordination for disasters.
    - » MoDAFA also has strong working relationships with national women's organizations and leads the GBV working group. HADMA can strengthen its relationships to these organizations and the GBV working group leveraging its relationship with MoDAFA to strengthen coordination for DRM to be more gender and GBV responsive.
    - » There are NGOs and community-based organizations that participate in HADMA's emergency coordination meetings at both national and sub-national levels and HADMA can leverage these partnerships to ensure further reach and tailored approaches that integrate gender in DRM.
    - » HADMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can capitalize on the new and growing cadre of social workers to ensure training allows them to continue services during disasters.
- HADMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can invest in communities' gender responsive DRM potential.
    - » There is a growing community awareness to combat violence against women and girls and efforts can build on this.
    - » There are community level gender and health committees that could be leveraged to support community-based, gender responsive, DRM mechanisms.
- HADMA and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing assessment activities such as utilizing the vulnerability assessments that highlight impacts on women and girls for use during disasters to demonstrate the need for further integration of gender in DRM.

Somaliland

NADFOR architecture

The NADFOR is the DRM institute of Somalia (Somaliland) and there is a national disaster committee that is activated during an emergency.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is no gender representative in NADFOR. However, the protection cluster includes a NADFOR representative.

DRM legal and policy framework and the extent of integration of gender

There is a draft DRM policy however it has not yet been approved and was not available for review for the purposes of this report. The other DRM legal and policy documents mentioned in key informant interviews were contingency plans and the SOP for NADFOR, which were also not available for review.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- NADFOR and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing gender policies. The Gender Policy was frequently referenced as a governing document to be used to advocate for integration of gender in DRM.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response can capitalize on the drafting process of the DRM Policy to advocate for further integration of gender, which is reportedly not currently included in the draft DRM policy.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response, including NADFOR, can leverage ongoing collaboration and coordination between NADFOR and women's organizations and groups.
    - » NADFOR works directly with women's groups, and women participate in the early warning committees established. These can be leveraged and bolstered to expand implementation of gender responsive DRM.
    - » NADFOR can foster a stronger working relationship with the Ministry of Social Affairs (MSA) which has a Department of Gender where the National Gender Director is the GBV focal point who sits on the Protection Cluster. NADFOR, working in stronger partnership with the MSA, can foster collaboration with them and the wider protection cluster members and other GBV stakeholders including national and international organizations.
    - » Stakeholders working on gender and/or GBV risk mitigation, prevention and response, including NADFOR, can consider points of entry to the ministerial committee nominated by the President of Somalia (Somaliland) that has a civil society taskforce attached to see if there are opportunities to enhance the participation of more women-led organizations for DRM.
    - » NADFOR can formalize engagement of national and community organizations to be part of DRM coordinating bodies. NADFOR can engage national organizations and networks of NGOs who already work in gender and GBV risk mitigation, prevention and response at central and subnational and community levels. There are numerous groups that are already very politically engaged and are in collaboration and coordination with humanitarian actors.

NADFOR and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage the new social work programme (mentioned in Somalia (Puntland) and Somalia's profiles) to ensure social workers are trained on gender and GBV considerations during disasters to allow for continuity of care during disasters.

South Sudan

MHADM architecture

The MHADM is the governing authority for DRM that heads the DRM committee. The structure is decentralized, and the counties are governed by local authorities and supported by DRM committees.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

The Director General for Humanitarian Affairs is the focal person for gender and GBV prevention and response. The MGCSW is charged with ensuring gender is mainstreamed into policies and programmes of government institutions including training gender focal points across ministries.

DRM legal and policy framework and the extent of integration of gender

There is a Draft National Strategy for DRM in South Sudan (2019) and a Draft National Disaster Risk Management Policy (2020). As mentioned above, these documents were not included in this study as they have not been passed or adopted.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- Adoption of the gender responsive draft DRM Strategy and Policy and development of an equally gender responsive workplan in close collaboration with stakeholders working on gender and/or GBV risk mitigation, prevention and response.
- MHADM and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage MHADM's interest in developing a DRM Bill as this instrument would offer the opportunity to integrate gender in the whole disaster management cycle.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing policies for gender equality or addressing GBV as well as the DRM framework (if adopted) to support multisectoral attention to gender and GBV.
    - The Draft DRM Strategy calls for DRM mainstreaming into other policies which can support continuity of services during emergencies for services related to gender and GBV. These efforts could sync with gender activities related to gender policies such as the National Gender Policy (2013) and the National Women's Strategy (2016). In addition, the gender responsive DRM framework (if adopted) could be leveraged to further integrate disaster considerations into the gender policies and strategies which have yet to include disasters.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage the health sector's Gender Technical Working Group that regularly meets and has an annual action plan to ensure integration of related GBV activities into the health sector and sync activities with any other relevant efforts.
- MHADM and stakeholders working on gender and/or GBV risk mitigation, prevention and response can leverage existing community coordination mechanisms to strengthen subnational and community DRM including women's groups and youth groups already engaged in the frameworks' development processes and during responses, along with the community coordination mechanisms and DRM committees and community consortiums to prevent GBV (in partnership with the South Sudan Red Cross).

Uganda

OPM architecture

The OPM coordinates DRM through the National DRM Platform that has monthly meetings and calls upon the respective ministries to oversee their responsibilities during preparedness and response. The system is decentralized, so OPM works with district officials, including the MoGLSD's district community development officer. When there is a disaster, the Ministry of Finance releases funds to different ministries, including MoG, and they submit their budget and activities to OPM, the coordinating body.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is no gender or GBV focal point within OPM's DRM structure.

DRM legal and policy framework and the extent of integration of gender

The National Policy for Disaster Preparedness and Management (2011) (the Policy) is the guiding DRM document and is low gender responsive and GBV blind. The Policy recognizes that disasters disproportionately impact women, children, the elderly and persons with disabilities. The Policy allocates sections to different stakeholders, such as MoGLSD, which is charged with overseeing the promotion and response to the specific concerns and needs of women, children, elderly and persons with disabilities,[246] although also notes national and international organizations should offer "support and opportunities" to women, persons with disabilities and other marginalized groups.[247] In the MoGLSD section, the Policy outlines guiding principles that include: the importance of undertaking a gender analysis for any proposed programme or policy, that "public education should consider location, daily chores and access to women, children, the elderly and persons with disabilities", that a basic training in DRM should include methodologies and tools for a gender analysis, basic research on gender roles with regard to DRM should be undertaken and "deliberate efforts should be made to involve women, the youth and persons with disability in DRM decision-making".[248] The actions proposed include: ensuring that DRM plans have consideration for specific needs of women and other marginalized groups; facilitating the participation of men and women in formal and informal education, training, public awareness campaigns and decision making in DRM; designing programmes that engage and "benefit the most disadvantaged groups, particularly women, children and persons with disabilities". In addition, the Policy provides that the MoGLSD will identify a senior officer to be the DRM focal point responsible for "mainstreaming disaster risk management in the Ministries annual work plan and budget and the promotion and coordination of disaster risk management amongst stakeholders of the sector".[249] The Policy also has a section on "Strategies and Mechanisms" which specifically includes gender integration, providing that: "When disasters strike, it is mainly the women and children who bear the brunt of the tragedy. It is therefore necessary to analyse and understand the relevancy and implications of gender roles in disaster preparedness and management".[250] The Policy does not include any references to GBV.

In addition to the Policy, there is a draft DRM Bill from 2014 that is currently in parliament. This document was not included in this study as it is in draft form.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- OPM and stakeholders working on gender and/or GBV risk mitigation, prevention and response can capitalize on the gender responsive DRM Policy (2011) to advocate for the revised policy to be a high gender responsive DRM Policy by including considerations to prevent and respond to GBV.
- OPM, MoGLSD and other stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage existing policies and plans that integrate gender to advocate for more attention and integration in the DRM framework and their implementation, such as:

  - » The Third National Development Plan 2020–2024 includes activities specific to gender responsive programming and GBV prevention and response including "scale up GBV prevention and response interventions at all levels" with designated stakeholders responsible[251] and working towards reducing domestic violence.[252]
  - » The National Policy on Elimination of GBV in Uganda 2016 has guided work although it does not have disaster considerations.
- OPM could strengthen engagement with MoGLSD to foster their leadership in the policy process and DRM framework implementation, along with national and international stakeholders working on gender and/or GBV risk mitigation, prevention and response.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage OPM's initial steps to disaggregate data collected in refugee communities and this ongoing effort can be leveraged to collect and share SADD among stakeholders more systematically.
- OPM, MoGLSD and other stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage nascent collaboration to strengthen gender integration into DRM, for example:
  - » DRM officials have committed to further integrating gender considerations and building close collaboration with MoGLSD.
  - » MoGLSD has begun working closely with the Uganda Bureau of Statistics to collect better data on GBV and this can be shared more widely for advocacy.
  - » Increasing collaboration between MoGLSD and civil society organizations, advanced by the Spotlight Initiative, could be leveraged to strengthen representation of women-led organizations and those representing marginalized groups within national and subnational coordination mechanisms for DRM.

Zimbabwe

DCP architecture

The DCP is under the Ministry of Local Government, Public Works & National Housing and manages disaster preparedness and response. The coordination body for DCP has both national and district levels.

Representation of and engagement with gender and GBV risk mitigation, prevention and response

There is no gender focal point or membership on the protection or GBV sub-clusters. However, the Protection Cluster and GBV Sub-Cluster are housed under the DCP. The DCP calls upon the MoWA to oversee gender and GBV-related activities and integration. MoWA co-chairs the GBV sub-cluster.

DRM legal and policy framework and the extent of integration of gender

DCP has been guided by the Civil Protection Act of 1989 (amended 2001). A new bill is under revision and consultative meetings have been held on the provincial level. The new bill will be followed by a DRM strategy. A copy of the draft bill was not available for review.

The Civil Protection Act (2001) has no reference to gender or GBV making it gender and GBV blind.

The Zimbabwe National Contingency Plan (December 2012- November 2013) (the Plan) is gender sensitive and GBV blind, because it mentions gender inequalities in the background[253] recognizes that women, children and other marginalized groups are disproportionately affected by disasters,[254] and lists gender as a cross-cutting issue.[255] The Plan notes that national rapid assessment will focus on "population affected disaggregated by gender, age, sex, health and social status" and "indicate how people (disaggregated by gender, age) & their livelihoods have been affected".[256] GBV, however, is not mentioned.

Opportunities to strengthen gender integration in the DRM framework and its implementation

- DCP, MoWA and stakeholders working on gender and/or GBV risk mitigation, prevention and response could capitalize on the current DRM bill review process and leverage the MoWA being on the protection cluster within the civil protection system to be a key part to the bill revision process; ensure subnational and community consultations meet with women and youth led organizations and groups and organizations of other marginalized communities.
- DCP, MoWA and stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage the existing policies and programmes promoting gender equality and attention to GBV risk mitigation, prevention and response mentioned below, to advocate for extensive inclusion in the draft DRM bill.
  - » MoWA's National Program on GBV Prevention and Response - 365 National Program has several pillars and one is GBV in humanitarian settings and this guiding document can be leveraged to further advocacy on GBV integration in the DRM framework.
  - » The National Gender Policy (2013–2017) includes ensuring "national level strategies for climate induced disaster management and risk reduction and coping mechanisms are gender responsive"[257] as a policy strategy.
  - » The National Climate Change Response Strategy (2017) includes consistent inclusion of gender, people living with HIV and AIDS and other vulnerable groups as an action to undertake to support these groups across programming.[258]
- DCP, MoWA and stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage ongoing advocacy for sex disaggregated data collection among stakeholders to expand it to SADDD collection and management.
- MoWA could share the curriculum, lessons learned and recommendations from the gender and DRM trainings currently undertaken by MoWA at district levels with regional member states.
- Stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage DCP's interest in building of GBV risk mitigation, prevention and response technical skills among partners and sectors on how to integrate GBV risk mitigation, prevention and response in their respective response initiatives and invite NGOs to be a part of this effort.
- DCP, MoWA and international stakeholders working on gender and/or GBV risk mitigation, prevention and response could leverage and support the leadership and efforts of national organizations and coalitions that are already engaged in humanitarian preparedness and response and DRM, particularly at the community and subnational levels.

ANNEXE 2: REGIONAL PROFILES[259]

African Union Commission

DRR and gender representation in AUC

The AUC DRR Unit within the Department of Rural Economy and Agriculture (DREA) is focused on policy development and dialogue among member states in accordance with the Sendai Framework. The DRR Unit does not have a gender focal person although it sees the integration of gender as an important area for growth and is developing terms of reference for a Gender Platform with the Women, Gender and Development Directorate (WGDD) and ARC. They chair, along with UNDRR, the Africa Working Group on Disaster Risk Reduction (AWGDRR).

Within the AUC the WGDD includes two divisions: a Gender Policy and Development Division and a Coordination and Awareness-raising on Gender Equality Division. However, they have not yet engaged in DRR or DRM work although discussions with AUC DRR Unit and African Risk Capacity for a Gender Platform have started.

DRM legal and policy framework and the extent of integration of gender

The AUC DRR Unit is governed by the PoA. The PoA is low gender responsive because it does not include considerations related to GBV risk mitigation, prevention or response so is GBV blind. The PoA calls for "gender-responsive approaches"[260] and under "Guiding principles" notes that DRR includes "promoting and protecting gender equality".[261] The PoA calls for gender, age, disability and culture to be integrated in all policies and practices, and for women and youth leadership to be promoted in this context.[262] The PoA recognizes a range of diverse stakeholders for DRM, including women's groups,[263] and outlines roles for different stakeholders that includes attention to gender integration. For legislators, the PoA includes "strengthening the gender sensitive legislative framework" and "promoting local and community capacity-building including for women and youth".[264] For international, regional and sub-regional organizations, the PoA includes "encouraging integration of gender-responsive DRR into sustainable development" and "assist[ing] countries establish gender responsive DRR strategies and programmes".[265]

In the matrix of the PoA, a regional priority activity under "Priority 1: Understanding disaster risk includes" to "Generate risk information packages for different cultural, gender, and age groups"[266] and a national activity includes to "Establish/strengthen technical structures (e.g. committees, task forces) to advise, guide and facilitate surveillance and assessment of different risks and gendered impacts".[267] To "[f]ormulate gender-responsive DRR policies strategies, plans and legal frameworks in line with the Sendai Framework, Paris Agreement, SDGs and the New Urban Agenda to ensure risk-responsive development" is also included as a national priority activity under "Priority 2: Strengthening disaster risk governance to manage disaster risk".[268] It further includes as a priority activity under "Priority 4: Reconstruction" to develop national strategies for effective preparedness and response that integrates gender-responsive DRR measures and the "'Build Back Better" principle.[269]

The PoA also points to the important role of subnational DRM implementation in both the PoA and its matrix, and the role of women-led community-based organizations as partners and stakeholders[270] as well as the importance of engaging and including women, children, youth and other marginalized groups to have a "voice in decision-making for DRM".[271]

The PoA further includes the importance of equipping local communities, including women and youth, with the skills to undertake participatory risk assessments and monitoring and analysis of risks.[272] Finally, the PoA promotes the importance of multisectoral coordination that includes NGOs and community members including women, children and youth and to foster their leadership as first responders, particularly for evacuation and care of women, children and other marginalized groups.[273]

East African Community

DRR and gender representation in EAC

The EAC Secretariat has a DRR Department under the Climate Change Sector as well as the Gender Department under the Social Sector Directorate.

The Gender Directorate oversees the integration of gender, protection and inclusion across all institutions within EAC alongside other activities on women in business in accordance with the EAC Treaty. GBV falls under gender although there is no specific attention to it. The role of the EAC is to coordinate and any implementation of policies fall under member states.

DRM legal and policy framework and the extent of integration of gender

The EAC Disaster Risk Reduction and Management Strategy (2012–2016) (the Strategy) is towards gender responsive and is GBV blind. The Strategy includes integrating gender into DRR and management plans as an activity carried out by member states.[274] The Strategy also has five basic principles under the heading "Gender issues", namely to: place risk problems within the context of broader gender and development considerations; conduct gender-based risk assessment at the appraisal stage of development and DRR interventions; establish the relationship between gender and natural hazards pattern; establish special requirements for women and girls during disaster response and recovery; and to ensure gender balance in participation in all stages of the DRR process.[275] Finally, the Strategy includes an approach to reduce the underlying risk factors, the "[p]romotion of community based DRRM in the areas prone to disasters" with a strategic action to consider gender and persons with special needs in response and preparedness.[276] There is no mention of GBV.

Intergovernmental Authority on Development

DRR and gender representation in IGAD

The DRR Unit, comprised of two people, supports member states to develop their own DRR policies, and now all member states have at least drafts of DRM Policies that align with the Sendai Framework.

The Gender Section is under the Executive Secretary to advance gender equality and women's empowerment. In the case of DRM, the focus is on application of the Sendai Framework and UN Climate Pact and supporting all areas of IGAD to mainstream gender.

DRM legal and policy framework and the extent of integration of gender

The IGAD Regional Strategy for DRM (2019–2030) (the Strategy) is categorized as low gender responsive because it is gender responsive, but GBV blind. The purpose of the Strategy is to assist member states with their gender sensitive and integrated approaches to DRM.[277] The Strategy recognizes the disproportionate outcomes of disaster among women, children, elderly and persons with disabilities,[278] and difficulties in reaching women and persons with disabilities with early warning systems.[279] The Strategy calls for DRM to have a "gender, age, disability and cultural perspective" echoing the PoA,[280] and that member states need to build DRM based on gender sensitive and disability informed assessments.[281] This includes the call for "IGAD and the [member states] to develop capacity of DRM actors in addressing gender, age and disability driven vulnerability in policy, strategy, planning, implementation, monitoring and evaluation and building the capacity of women's and PLWD organizations for increased involvement in DRM programmes, structures and platforms".[282]

To do this, the Strategy outlines a series of activities to be undertaken by IGAD and member states. IGAD will develop a number of frameworks and guidelines including a "framework for DRM and CCA integration that addresses gender and equity perspectives to guide the region",[283] DRM safeguarding guidelines,[284] and "gender sensitive regional guidelines for integrating DRM in response, recovery and reconstruction"[285] and provide support to member states on mainstreaming gender in DRM.[286] In addition, IGAD and member states are to "develop tools,

approaches and competences in/for conducting gender, age and disability-informed vulnerability assessments and collection of disaggregated data"[287] and promote women's participation in regional DRM governance.[288]

The Strategy specifies for member states to develop approaches to integrate DRM and CCA "in a gender, age and disability sensitive manner at all levels of government"[289] and this includes developing gender sensitive contingency plans,[290] developing a framework to integrate DRM into gender sensitive humanitarian action,[291] designing alerts to communities tailored to women and other marginalized groups[292] and conducting gender sensitive analysis of risks that include age and disability indicators as well.[293] The Strategy notes that all gender integration in DRM for both IGAD and member states will be collaboration with "focal institutions for gender"[294] and training on gender and DRM will be undertaken at IGAD and member states.[295] A matrix monitors a number of these activities as well as the number of member states with updated gender sensitive DRM plans by 2020.[296]

The IGAD Regional Strategy for Gender in DRM and CCA (2020) reviews the status of integration of gender in DRM and CCA globally and regionally, and outlines priorities and strategies to promote gender equality through gender responsive DRM and CCA . The priorities, developed through a consultative process, include ensuring inclusion of marginalized groups, including women and youth, and recognition of their intersecting identities that may exacerbate risks during disasters; collecting SADD; conducting risk mapping; engaging women in decision-making and DRM governance, tailoring programmes to target diverse and specific groups, such as women and youth; undertaking "sensitization and awareness raising" among policy makers and among a range of community members including women, youth, religious leaders and traditional elders; developing guidelines; undertaking gender-responsive budgeting; developing a framework for accountability; establishing incentives for compliance; and establishing gender-sensitive early warning systems.[297] The Strategy covers actions by each Sendai Framework and outlines the role of IGAD to implement this Strategy. The Strategy also includes an Action Plan Framework to monitor many of the activities mentioned above.[298] GBV is mentioned is the background sections as part of the context analysis of different types of hazards, however not in actions. Therefore, it is high gender responsive and towards GBV sensitive.

Southern African Development Community

DRR and gender representation in SADC

The DRR Unit that oversees regional DRR coordination and programming falls under the Deputy Secretary and is comprised of three staff. There is also a Gender Unit comprised of three positions, including one currently vacant post. One staff oversees the GBV portfolio, and the unfilled post will focus on training on gender integration across SADC. The Gender Unit scope of work is guided and supported by the SADC Regional Strategy on Women, Peace and Security (2018–2022) and informed by United Nations Security Council Resolution 1325 on women, peace and security. In addition, there is a DRR Technical working group which includes a representative from the Gender Unit.

DRM legal and policy framework and the extent of integration of gender

There is currently no specific governing document for DRM. Although a draft strategy was developed in 2005, it was never approved. SADC is developing a draft DRM Strategy that will align with the SADC Regional Indicative Strategic Development Plan (RISDP) (2020–2030) and the Sendai Framework and PoA. Gender is meant to be a key consideration and the draft is to be completed in March 2022.

ENDNOTES

1 IFRC. 2019. *The Checklist on Law and Disaster Preparedness and Response*. Geneva: IFRC. Available at: https://disasterlaw.ifrc.org/sites/default/files/media/disaster_law/2020–08/DPR_Checklist_Final_EN_Screen.pdf

2 UNDRR. "Terminology: Disaster risk management," Available at https://www.undrr.org/terminology/disaster-risk-management

3 In consultation with the IFRC Disaster Law Office.

4 Ibid.

5 UNDRR. "Terminology: Disaster risk reduction," Available at: https://www.undrr.org/terminology/disaster-risk-reduction

6 IFRC. 2018. *Minimum standards for protection, gender and inclusion in emergencies*. Geneva: IFRC. Available at: https://www.ifrc.org/media/12346

7 UNICEF Regional Office for South Asia. *Gender Equality: Glossary of Terms and Concepts.* Kathmandu: UNICEF, 2017. Available at: https://www.unicef.org/rosa/media/1761/file/Gender%20glossary%20of%20terms%20and%20concepts%20.pdf

8 Ibid.

9 UNICEF. 2018. *Gender Programmatic Review Toolkit.* UNICEF. 14. Adapted from: WHO. "Gender Responsive Assessment Scale: criteria for assessing programmes and policies". Geneva: WHO. Available at: https://www.who.int/gender/mainstreaming/GMH_Participant_GenderAssessmentScale.pdf

10 Adapted from: CARE. 2019. "Gender Marker Guidance". Atlanta: CARE. Available at: http://gender.careinternationalwikis.org/_media/care_gender_marker_guidance_english.pdf

11 UN Women Training Centre. "Gender Equality Glossary," Available at: https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode&hook=ALL&sortkey&sortorder&fullsearch=0&page=3

12 UNICEF Regional Office for South Asia. 2017. *Gender Equality: Glossary of Terms and Concepts*. Kathmandu: UNICEF. Available at: https://www.unicef.org/rosa/media/1761/file/Gender%20glossary%20of%20terms%20and%20concepts%20.pdf

13 IFRC. 2018. *Minimum standards for protection, gender and inclusion in emergencies*. Geneva: IFRC. Available at https://www.ifrc.org/media/12346

14 See Figures 2 and 3.

15 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030).* Geneva: UNISDR. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

16 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa.* Addis Ababa: The AUC. Available at: https://au.int/sites/default/files/documents/33005-doc-sendai_framework_for_drr_2015-2030-en.pdf

17 IFRC. 2020. *World Disasters Report: Come Heat or High Water.* Geneva: IFRC. Available at: https://oldmedia.ifrc.org/ifrc/world-disaster-report-2020/

18 World Meteorological Organization. *State of the Climate in Africa.* Geneva: World Meteorological Organization. Available at: https://library.wmo.int/doc_num.php?explnum_id=10421

19 Ibid, P. 3.

20 Erman, Alvina, et al. 2021. *Gender Dimensions of Disaster Risk and Resilience.* Washington, DC: World Bank, Pp. 19, 21. Available at: https://openknowledge.worldbank.org/bitstream/handle/10986/35202/Gender-Dimensions-of-Disaster-Risk-and-Resilience-Existing-Evidence.pdf?sequence=1&isAllowed=y

21 Ibid, Pp. 22, 26.

22 Björkman-Nyqvist, Martina. 2013. "Income shocks and gender gaps in education: Evidence from Uganda". *Journal of Development Economics* Vol. 105, November 2013, Pp. 237–253. Available at: https://www.sciencedirect.com/science/article/pii/S0304387813001120

23 Corno, Lucia, Nicole Hildebrandt and Alessandra Voena. 2017. "Child Marriage, Weather Shocks, and the Direction of Marriage Payments". Available at: https://www.mcgill.ca/popcentre/files/popcentre/marriage_drought_mar2017.pdf

24 Fischer, Amy. 2016. *Hope dries up? Women and girls coping with drought and climate change in Mozambique*. Maputo: CARE International. Available at: https://careclimatechange.org/wp-content/uploads/2016/11/El_Nino_Mozambique_Report_final.pdf

25 UNICEF Eastern and Southern Africa Region. 2020. "Impact of COVID-19 on Gender Based Violence". Nairobi: UNICEF. Available at: https://aa9276f9-f487-45a2-a3e7-8f4a61a0745d.usrfiles.com/ugd/aa9276_1245a768150f49d99a7d8b072b884732.pdf

26 Erman, Alvina, et al. 2021. *Gender Dimensions of Disaster Risk and Resilience*. Washington, DC: World Bank, Pp. 19, 21. Available at: https://openknowledge.worldbank.org/bitstream/handle/10986/35202/Gender-Dimensions-of-Disaster-Risk-and-Resilience-Existing-Evidence.pdf?sequence=1&isAllowed=y

27 Abiona, Olukorede and Martin Foureaux Koppensteiner. 2018. "The Impact of Household Shocks on Domestic Violence: Evidence from Tanzania". *IZA Discussion Paper* 11992. Available at: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3301756

28 Camey, Itzá Castañeda, et al. 2020. *Gender-based violence and environment linkages: The violence of inequality*. Gland, Switzerland: IUCN. Available at https://web.archive.org/web/20200211015201id_/https:/portals.iucn.org/library/sites/library/files/documents/2020-002-En.pdf

29 Epstein, Adrienne, et al. 2020. "Drought and intimate partner violence towards women in 19 countries in sub-Saharan Africa during 2011–2018: A population-based study". *PLoS Medicine* 17, No. 3: e1003064. Available at: https://journals.plos.org/plosmedicine/article/file?id=10.1371/journal.pmed.1003064&type=printable

30 Amnesty International. 2021. *"Treated Like Furniture": Gender-based violence and COVID-19 response in Southern Africa.* London: Amnesty International. Available at: https://www.amnesty.org/en/documents/afr03/3418/2021/en/

31 UNICEF Eastern and Southern Africa Region. 2020. "Impact of COVID-19 on Gender Based Violence". Nairobi: UNICEF. Available at: https://aa9276f9-f487-45a2-a3e7-8f4a61a0745d.usrfiles.com/ugd/aa9276_1245a768150f49d99a7d8b072b884732.pdf

32 Ibid.

33 UNICEF Eastern and Southern Africa Region. October 2020. "Eastern and Southern Africa Region (ESARO): Gender Equality in COVID-19 Response: Progress Update". Nairobi: UNICEF ESARO.

34 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030).* Geneva: UNISDR. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

35 Ibid, P. 12.

36 Ibid, P. 17.

37 UNISDR. 2017. *Technical Guidance for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction*. Geneva: UNISDR. 35.

38 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030).* Geneva: UNISDR. P. 23. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

39 Ibid, Pp. 13, 21.

40 Ibid, P. 13.

41 Zaidi, R. Zehra and Maureen Fordham. April 2021. "The missing half of the Sendai framework: Gender and women in the implementation of global disaster risk reduction policy". *Progress in Disaster Science* Vol. 10: 100170. Available at: https://reader.elsevier.com/reader/sd/pii/S2590061721000302?token=1FECEE1ED47E6D2D81CEC810FF0619E088C72717997DE44165633ACC024F5654F21C7A076583015310FD9D7787511A5A&originRegion=us-east-1&originCreation=20210608185416

42 UNICEF. 2018. *Guidance on Risk-informed Programming: Module 12: Gender Equality*. New York, UNICEF. P. 3.

43 CEDAW Committee. 2017. *General recommendation No. 35 on gender-based violence against women, updating general recommendation No. 19.* Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_35_8267_E.pdf

44 CEDAW Committee. 2018. *General recommendation No. 37 on the gender-related dimensions of disaster risk reduction in the context of climate change.* Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf

45 UNDRR. 23 April 2021. "UNDRR COVID-19 Brief: Learning from COVID-19 to strengthen gender-responsive Disaster Risk Reduction". UNDRR. Available at: https://huairou.org/wp-content/uploads/2015/12/Gender-responsive-DRR-webinar-brief.pdf

46 IFRC. 2017. *Global Study: Effective law and policy on gender equality and protection from sexual and gender-based violence in disasters.* Geneva: IFRC. Available at: https://redcross.eu/uploads/files/Positions/Humanitarian%20aid/SGBV%20in%20disasters/Gender%20SGBV%20Report_%20Global%20Report%20HR.pdf

47 UN Women, Asia-Pacific. May 2016. *Hanoi Recommendations for Action on Gender and Disaster Risk Reduction.* UN Women. Available at: https://asiapacific.unwomen.org/-/media/field%20office%20eseasia/docs/publications/2016/07/hanoi-recommendation-final-13-jul-en.pdf?la=en&vs=5328

48 Interview with IFRC disaster law staff.

49 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030)*. Geneva: UNISDR. Priority 2, 27(b), P. 17. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

50 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa.* Addis Ababa: The AUC. P. 6. Available at: https://au.int/sites/default/files/documents/33005-doc-sendai_framework_for_drr_2015-2030-en.pdf

51 UNICEF. 2018. *Gender Programmatic Review Toolkit.* UNICEF. P. 14. Adapted from WHO. 2011. "Gender Responsive Assessment Scale: criteria for assessing programmes and policies". Geneva: WHO. Available at https://www.who.int/gender/mainstreaming/GMH_Participant_GenderAssessmentScale.pdf

52 Ibid.

53 Ibid.

54 Adapted from CARE. 2019. *Gender Marker Guidance.* Atlanta: CARE. Available at: http://gender.careinternationalwikis.org/_media/care_gender_marker_guidance_english.pdf

55 UNICEF. 2018. *Gender Programmatic Review Toolkit.* UNICEF. P. 14. Adapted from WHO. 2011. "Gender Responsive Assessment Scale: criteria for assessing programmes and policies". Geneva: WHO. Available at https://www.who.int/gender/mainstreaming/GMH_Participant_GenderAssessmentScale.pdf

56 UN Women Training Centre. "Gender Equality Glossary". Available at: https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode&hook=ALL&sortkey&sortorder&fullsearch=0&page=3

57 Office of Prime Minister, Dept of Disaster Preparedness and Management. 2011. *The National Policy for Disaster Preparedness and Management.* Kampala: OPM. Available at: https://www.refworld.org/pdfid/5b44c5d04.pdf

58 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030)*. Djibouti: IGAD. P. 27.

59 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa*. Addis Ababa: The AUC. P. 19.

60 Cowater International. 31 May 2020. *IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaption*. Djibouti: IGAD. Available at: https://www.gfdrr.org/sites/default/files/publication/Regional%20Strategy%20and%20Action%20Plan%20for%20Mainstreaming%20Gender%20in%20DRM%20and%20CCA-Final_EN.pdf

61 HADMA. 2017. *Puntland Emergency/Disaster Preparedness Response Plan.* Garowe: HADMA.

62 Republic of Kenya, Turkana County Government. 2020. *Disaster Risk Management Policy.* Public Service, Administration and Disaster Management. P. 19.

63 Ibid.

64 Ibid, P. 10.

65 Ibid, Pp. 10, 30, 31, 40.

66 Ibid, P. 11.

67 Ibid, Pp. 30, 33.

68 Ibid, P. 42.

69 Ibid, Pp. 32–33.

70 Ibid, Pp. 42–43.

71 Kenya. Public Finance Management Act, No. 18 of 2012. Sect. 113. Available at: https://www.worldbank.org/content/dam/Worldbank/document/Africa/Kenya/Kenay%20Devolution/Public%20Finance%20Management%20Act%20%282012%29.pdf

72 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030).* Djibouti: IGAD. P. 20.

73 Ibid, P. 24.

74 Cowater International. 31 May 2020. *IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaption.* Djibouti: IGAD. Pp. 15–16. Available at: https://www.gfdrr.org/sites/default/files/publication/Regional%20Strategy%20and%20Action%20Plan%20for%20Mainstreaming%20Gender%20in%20DRM%20and%20CCA-Final_EN.pdf

75 HADMA. 2017. *Puntland Emergency/Disaster Preparedness Response Plan*. Garowe: HADMA. P. 18.

76 Ibid, P. 25.

77 Ibid, Sects. 4.2, 4.3, 4.4, 4.8.

78 Ibid, P. 34.

79 Ibid.

80 Ibid, P. 37.

81 Ibid, P. 41.

82 Ibid, Sect. 4.9.

83 Ibid, P. 40.

84 República de Moçambique, Conselho de Ministros. 2017. *Plano Director Para A Redução do risco de desastres 2017–2030.* Maputo: Conselho de Ministros. P. 6.

85 Ibid, P. 31.

86 Ibid, P. 32.

87 Ibid.

88 República de Moçambique, Conselho de Ministros. 2019. *Plano Anual de Contingência 2019.* Maputo: Conselho de Ministros. P. 34.

89 Ibid, P. *33.*

90 Ibid, P. 33.

91 INGC. 2016. *Plano Estratégico de Género do Instituto Nacional de Gestão de Calamidades 2016–2020*. Maputo: INGC. P. 7. Available at: https://www.ingd.gov.mz/wp-content/uploads/2020/11/Plano-Estrategico-de-Genero-INGC-2016-2020-1.pdf

92 Ibid, P. 8.

93 Ibid, P. 4.

94 Ibid, P. 13.

95 Ibid, P. 16.

96 Ibid, P. 19.

97 Stakeholders working on gender and/or GBV risk mitigation, prevention and response refers to those working directly on promoting gender equality and reducing risks to, preventing and responding to GBV. This includes DRM gender focal points or staff, ministries of gender, national and international organizations, working groups, community-based organizations and community groups

98 Ideally SADDD would be collected to ensure inclusion of persons with disabilities otherwise at minimum SADD should be collected to allow for sex and age-disaggregated data analysis.

99 Kenya. Public Finance Management Act, No. 18 of 2012. Sect. 113. Available at: https://www.worldbank.org/content/dam/Worldbank/document/Africa/Kenya/Kenay%20Devolution/Public%20Finance%20Management%20Act%20%282012%29.pdf

100 Government of Kenya, Ministry of Education. 14 November 2019. *Education Sector Disaster Management Policy.* Nairobi: Ministry of Education. P. 14.

101 Government of Zimbabwe, Ministry of Environment, Water and Climate. 2014. *National Climate Change Response Strategy.* Harare: Ministry of Environment, Water and Climate. Pp. 53–54.

102 UNICEF Eastern and Southern Africa Region. October 2020. "Eastern and Southern Africa Region (ESARO): Gender Equality in COVID-19 Response: Progress Update". Nairobi: UNICEF ESARO.

103 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa*. Addis Ababa: The AUC. P. 23.

104 IFRC. 2017. *Global Study: Effective law and policy on gender equality and protection from sexual and gender-based violence in disasters.* Geneva, IFRC. Available at: https://redcross.eu/uploads/files/Positions/Humanitarian%20aid/SGBV%20in%20disasters/Gender%20SGBV%20Report_%20Global%20Report%20HR.pdf

105 CEDAW Committee. 2018. *General Recommendation No. 37 on the gender-related dimensions of disaster risk reduction in the context of climate change.* Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf

106 UNDRR. 23 April 2021. "UNDRR COVID-19 Brief: Learning from COVID-19 to strengthen gender-responsive Disaster Risk Reduction". UNDRR. Available at: https://huairou.org/wp-content/uploads/2015/12/Gender-responsive-DRR-webinar-brief.pdf

107 CEDAW Committee. 2018. *General Recommendation No. 37 on the gender-related dimensions of disaster risk reduction in the context of climate change*. P. 7. Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf

108 Ibid, P. 8.

109 Ibid.

110 IFRC. 2017. *Global Study: Effective law and policy on gender equality and protection from sexual and gender-based violence in disasters.* Geneva, IFRC. Available at: https://redcross.eu/uploads/files/Positions/Humanitarian%20aid/SGBV%20in%20disasters/Gender%20SGBV%20Report_%20Global%20Report%20HR.pdf

111 UN Women, Asia-Pacific. May 2016. *Hanoi Recommendations for Action on Gender and Disaster Risk Reduction.* UN Women. Available at: https://asiapacific.unwomen.org/-/media/field%20office%20eseasia/docs/publications/2016/07/hanoi-recommendation-final-13-jul-en.pdf?la=en&vs=5328

112 UN Women. 1995. *Beijing Declaration and Platform for Action.* UN Women. Available at: https://beijing20.unwomen.org/~/media/headquarters/attachments/sections/csw/pfa_e_final_web.pdf

113 UNICEF Eastern and Southern Africa Region. October 2020. "Eastern and Southern Africa Region (ESARO): Gender Equality in COVID-19 Response: Progress Update". Nairobi: UNICEF ESARO.

114 Ibid.

115 Ibid.

116 Interview with KII.

117 UNICEF Eastern and Southern Africa Region. October 2020. "Eastern and Southern Africa Region (ESARO): Gender Equality in COVID-19 Response: Progress Update". Nairobi: UNICEF ESARO.

118 Ibid.

119 UNISDR. 2017. *Technical Guidance for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction.* Geneva: UNISDR. Indicator Nos. A2, A3, B2, B3, B4, B5. Available at: https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf

120 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030).* Geneva: UNISDR. Priority (19g) P. 13. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

121 UNISDR. 2017. *Technical Guidance for Monitoring and Reporting on Progress in Achieving the Global Targets of the Sendai Framework for Disaster Risk Reduction.* Geneva: UNISDR. P. 35. Available at: https://www.preventionweb.net/files/54970_techguidancefdigitalhr.pdf

122 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa.* Addis Ababa: The AUC. Pp. 14, 21.

123 Ibid, Pp. 14 ,21.

124 Ibid, P. 25.

125 Ibid, P. 17.

126 Ibid, P. 18.

127 Ibid, Pp. 18–23.

128 Africa-Arab Platform on Disaster Risk Reduction. 13 October 2018. *Declaration of the Sixth High Level Meeting on Disaster Risk Reduction*. Tunis: The AU. Para. 4.

129 The African Union. Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa. 2005. Art. 2. Available at: https://au.int/sites/default/files/treaties/37077-treaty-charter_on_rights_of_women_in_africa.pdf

130 Ibid, Art. 4.

131 Ibid, Art. 5.

132 Ibid, Art. 8.

133 Ibid, Arts. 22, 23.

134 Ibid, Art. 14.

135 Ibid, Art. 11.

136 Ibid, Art. 9.

137 Equality Now. "Ratify the Maputo Protocol: Protect the Rights of African Women and Girls".

138 The African Union. *Solemn Declaration on Gender Equality in Africa by the African Union.* 2004. Agreement 1. Available at: https://www.mrfcj.org/pdf/Solemn_Declaration_on_Gender_Equality_in_Africa.pdf

139 Ibid, Agreement 4.

140 Ibid, Agreement 5.

141 The African Union Commission. 2018. *AU Strategy for Gender Equality & Women's Empowerment 2018–2028.* Addis Ababa: AUC. Outcome 2.3. Available at: https://au.int/sites/default/files/documents/36195-doc-au_strategy_for_gender_equality_womens_empowerment_2018-2028_report.pdf

142 East African Community. 2012. *Disaster Risk Reduction and Management Strategy (2012–2016).* Arusha: EAC. P. 48.

143 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030).* Djibouti: IGAD. P. 28.

144 Ibid, P. 28.

145 Ibid, P. 25.

146 Ibid, P. 43.

147 IGAD. 2020. *Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation.* Djibouti: IGAD. Pp. 2–8.

148 Ibid, Pp. 8–9.

149 Ibid, Pp. 11–14.

150 Ibid, Pp. 14–17.

151 Ibid, Pp. 19, 34.

152 Ibid, P. 23.

153 CEDAW Committee. 2018. *General Recommendation No. 37 on the gender-related dimensions of disaster risk reduction in the context of climate change.* Para. 7. Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf

154 UNICEF. 2018. *Gender Programmatic Review Toolkit*. UNICEF. P. 14. Adapted from WHO. 2011. "Gender Responsive Assessment Scale: criteria for assessing programmes and policies". Geneva: WHO. Available at: https://www.who.int/gender/mainstreaming/GMH_Participant_GenderAssessmentScale.pdf

155 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030)*. Djibouti: IGAD. P. 28.

156 IGAD. 2020. *Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaptation.* Djibouti: IGAD. P. 36.

157 East African Community Secretariat. 2018. *East African Community Gender Policy.* Arusha: EAC. P. 45. Available at: http://fawe.org/girlsadvocacy/wp-content/uploads/2018/12/EAC-Gender-Policy.pdf

158 UNDRR. 22 October 2020. "2nd Virtual Africa Working Group on Disaster Risk Reduction". UNDRR. Pp. 3, 5. Available at: https://www.undrr.org/publication/2nd-virtual-africa-working-group-disaster-risk-reduction

159 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa*. Addis Ababa: The AUC. Sect. 6.2.3.

160 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030)*. Djibouti: IGAD. Pp. 20, 34.

161 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa.* Addis Ababa: The AUC. P. 7.

162 IGAD. 2021. *Regional Strategy for Disaster Risk Management (2019–2030).* Djibouti: IGAD. P. 28.

163 Ibid.

164 Nduku, S. 2021. *Law and Policies that Protect the Most Vulnerable Against Climate-Related Disaster Risks: Findings and Lessons Learned from K*enya. Nairobi: ICHA and IFRC. Available at: https://disasterlaw.ifrc.org/sites/default/files/media/disaster_law/2021–07/Kenya%20DRR%20CCA%20Coherence%20Study-ONLINE.pdf

165 van Daalen, Kim Robin, et al. "Symptoms of a broken system: the gender gaps in COVID-19 decision-making". *BMJ Global Health* 5, no. 10 (2020): e003549. Available at: https://gh.bmj.com/content/5/10/e003549

166 CEDAW Committee. 2018. General recommendation No. 37 on the gender-related dimensions of disaster risk reduction in the context of climate change. Available at: https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/1_Global/CEDAW_C_GC_37_8642_E.pdf

167 United Nations. 2019. *Gender and climate change: Enhanced Lima work programme on gender and its gender action plan.* Madrid: UNFCC. Available at: https://unfccc.int/sites/default/files/resource/cp2019_L03E.pdf

168 UNISDR. 2015. *Sendai Framework for Disaster Risk Reduction (2015–2030)*. Geneva: UNISDR. Available at: https://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf

169 Le Gouvernement du Burundi. 2013. *Plan d'Action Nationale pour le renforcement des capacités nationales pour la réduction des risques, la préparation et la réponse aux urgences au Burundi (2013–2016).* Bujumbura: Le Gouvernement du Burundi. P. 6.

170 Ibid, P. 12.

171 Ibid, Pp. 9, 12.

172 Ibid, Pp. 10, 21.

173 NDRMC. August 2021. "About NDRMC: Organizational Structure of Disaster Prevention, Preparedness and Management." Addis Ababa: NDRMC. Available at: http://www.ndrmc.gov.et/Pages/about2.html

174 Federal Democratic Republic of Ethiopia. 2013. *National Policy and Strategy on Disaster Risk Management*. Addis Ababa: Government of Ethiopia. Pp. 12 and reiterated in Strategy 1, 13.

175 Ibid, P. 7.

176 Government of Kenya, Ministry of State for Special Programmes, Office of the President. 2009. *National Policy for Disaster Management in Kenya.* Nairobi: Office of the President. P. 23. Available at: https://www.ifrc.org/docs/idrl/1058EN.pdf

177 Ibid, P. 56.

178 Ibid, P. 32.

179 Ibid, P. 29.

180 Kenya. National Disaster Risk Management Bill. 2021. Sect. 816.

181 Ibid, Sect. 814.

182 Ibid, Sect. 820.

183 Ibid, Sect. 891.

184 Republic of Kenya, Ministry of Devolution and Planning. 2014. *National Policy for Prevention and Response to Gender based violence.* Nairobi: Ministry of Devolution and Planning.

185 Kenya. Public Finance Management Act, No. 18 of 2012. Sect. 113.

186 Government of Madagascar. Loi 2003: Relative à la politique nationale de gestion des risques et des catastrophes. 2003. Background section 2.

187 Ibid, Ch. 2, Art. 6.

188 Government of Madagascar. *Stratégie Nationale de Gestion des Risques et des Catastrophes 2016–2020.* P. 7. Available at: https://www.preventionweb.net/publication/madagascar-strategie-nationale-de-gestion-des-risques-et-des-catastrophes-2016-2020

189 Ibid, P. 8.

190 Ibid, P. 11.

191 Ibid, P. 14.

192 Ibid, P. 15.

193 Ibid, P. 18.

194 Ibid, P. 16.

195 Ibid, P. 22

196 Ibid, P. 17.

197 Ministère de la Population de la Protection Sociale et de la Promotion de la Femme. 2016. *Stratégie Nationale de Lutte Contre Les Violences Basées Sur le Genre. 2016–2020.* Antananarivo: Ministère de la Population de la Protection Sociale et de la Promotion de la Femme, 2016. P. 27.

198 Government of Malawi. 2015. *National Disaster Risk Management Policy*. Lilongwe: Government of Malawi. P. 2. Available at: https://www.preventionweb.net/files/43755_malawidrmpolicy2015.pdf

199 Ministry of Gender, Children, Disability and Social Welfare. 2014. *National Plan of Action to Combat Gender-Based Violence (2014–2020)*. Lilongwe: Ministry of Gender, Children, Disability and Social Welfare. Annex 7.1, Output 1.2. Available at: http://www.togetherforgirls.org/wp-content/uploads/2017/10/National-Plan-of-Action-to-Combat-Gender-Based-Violence-in-Malawi-2014-2020.pdf

200 República de Moçambique. 2017. *Plano Director Para a Redução do Risco de Desastres (2017–2030).* Maputo: República de Moçambique. P. 6. Available at: https://www.preventionweb.net/files/64564_planodirectorparareducaodoriscodede.pdf

201 Ibid, P. 31.

202 Ibid, P. 32.

203 Ibid, P. 32.

204 Ibid, P. 40.

205 INGD. 2020. *Quadro de Indicadores.* Maputo: INGD. Pp. 31, 32.

206 República de Moçambique. 2019. *Plano Anual de Contingência*. Maputo: República de Moçambique. P. 34.

207 Ibid, P. 33.

208 Ibid.

209 INGC. 2016. *Plano Estratégico de Género do Instituto Nacional de Gestão de Calamidades 2016–2020*. Maputo: INGC. P. 7. Available at: https://www.ingd.gov.mz/wp-content/uploads/2020/11/Plano-Estrategico-de-Genero-INGC-2016-2020-1.pdf

210 Ibid, P. 8.

211 Ibid, P. 4.

212 Ibid, P. 13.

213 Ibid, P. 16.

214 Ibid, P. 19.

215 Federal Government of Somalia, Ministry of Humanitarian Affairs and Disaster Management. *National Disaster Management Policy* (Final Document). 2017. Mogadishu: Ministry of Humanitarian Affairs and Disaster Management.

216 Ibid, P. 19.

217 Ibid, P. 10.

218 Ibid, P. 14.

219 Ibid, P. 32.

220 Ibid, P. 35.

221 Ibid, P. 26.

222 Ibid, P. 31.

223 Interview with KII.

224 HADMA. 2017. *Puntland Emergency/Disaster Preparedness Response Plan.* Garowe: HADMA. P. 10.

225 Ibid, P. 41.

226 Ibid, Pp. 30–32.

227 Ibid, Pp. 32–33.

228 Ibid, Pp. 33–35.

229 Ibid, Pp. 35–36.

230 Ibid, Pp. 36–37.

231 Ibid, Pp. 37–39.

232 Ibid, Pp. 39–40.

233 Ibid, Pp. 40.

234 Ibid, Pp. 40–42.

235 Ibid, Pp 22–23.

236 Ibid, Pp. 18.

237 Ibid, Pp. 23.

238 Ibid, Pp. 25.

239 Ibid, Pp. 17–18.

240 Ibid, Pp. 30.

241 Ibid, Pp. 32.

242 Ibid.

243 Ibid, P. 41.

244 Ibid.

245 Ibid.

246 Department of Disaster Preparedness and Management, Office of the Prime Minister. 2011. *The National Policy for Disaster Preparedness and Management.* Kampala: Office of the Prime Minister. P. 46.

247 Ibid, P. 49.

248 Ibid, P. 46.

249 Ibid, P. 46.

250 Ibid, P. 55.

251 National Planning Authority. 2020. *Third National Development Plan (NDPIII) 2020/21–2024/25.* Kampala: National Planning Authority. P. 176. Available at: http://www.npa.go.ug/wp-content/uploads/2020/08/NDPIII-Finale_Compressed.pdf

252 Ibid, P. 173.

253 Government of Zimbabwe. 2012. *Zimbabwe National Contingency Plan (December 2012-November 2013).* Harare: DCP. P. 6.

254 Ibid, Pp. 8, 9.

255 Ibid, Pp. 10, 13, 18.

256 Ibid, P. 21.

257 Republic of Zimbabwe, Ministry of Women Affairs, Gender and Community Development. 2013. *The National Gender Policy (2013–2017).* Harare: Ministry of Women Affairs, Gender and Community Development. P. 19. Available at: http://www.unesco.org/education/edurights/media/docs/43bd848326f7d0235674ad9ffcb9ec101dba2673.pdf

258 Government of Zimbabwe, Ministry of Environment, Water and Climate. 2017. *National Climate Change Response Strategy*. Harare: Ministry of Environment, Water and Climate. Sect. 3.3.6. Available at: http://extwprlegs1.fao.org/docs/pdf/zim169511.pdf

259 The regional profiles do not include opportunities as these have been outlined in detail in the *Learnings* section.

260 The African Union Commission. 2016. *Programme of Action for the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 in Africa*. Addis Ababa: The AUC. P. 5.

261 Ibid, P. 7.

262 Ibid, P. 8.

263 Ibid, P. 13.

264 Ibid, P. 13.

265 Ibid, P. 14.

266 Ibid, P. 17.

267 Ibid, P. 18.

268 Ibid, P. 20.

269 Ibid, Pp. 25–26.

270 Ibid, P. 6.

271 Ibid, Pp. 12, 22.

272 East African Community. 2012. *Disaster Risk Reduction and Management Strategy (2012–2016).* Arusha: EAC. P. 19.

273 Ibid, P. 26.

274 Ibid, P. 35.

275 Ibid, P. 48.

276 Ibid, Pp. 52, 59.

277 IGAD. 2019. *IGAD Regional Strategy for Disaster Risk Management (2019–2030).* Djibouti: IGAD. Pp. 2, 19.

278 Ibid, P. 11.

279 Ibid, P. 17.

280 Ibid, P. 20.

281 Ibid, P. 23.

282 Ibid, P. 24.

283 Ibid, Pp. 28, 42.

284 Ibid, Pp. 27, 42.

285 Ibid, P. 29.

286 Ibid, P. 32.

287 Ibid, P. 25.

288 Ibid, P. 26.

289 Ibid, P. 28.

290 Ibid, P. 28.

291 Ibid, P. 29.

292 Ibid, Pp. 29, 43.

293 Ibid, P. 40.

294 Ibid, P. 33.

295 Ibid, P. 40.

296 Ibid, P. 39.

297 Cowater International. 31 May 2020. *IGAD Regional Strategy and Action Plan for Mainstreaming Gender in Disaster Risk Management and Climate Change Adaption.* Djibouti: IGAD. Pp. 14–16. Available at: https://www.gfdrr.org/sites/default/files/publication/Regional%20Strategy%20and%20Action%20Plan%20for%20Mainstreaming%20Gender%20in%20DRM%20and%20CCA-Final_EN.pdf

298 Ibid, Pp. 33–40.

IFRC

unicef
for every child