



**African Risk Capacity**  
**LEADING GENDER AND DRM**

***Gender Strategy and Action Plan***

## Contents

<b>ACRONYMS</b> .....	<b>4</b>
<b>SUMMARY</b> .....	<b>5</b>
<b>1. INTRODUCTION</b> .....	<b>8</b>
1.1 ARC’s mandate and strategy .....	8
1.2 Vision, Mission and Goal: the three pillars of ARC’s strategy .....	9
1.3 ARC’s Gender Equality Principle.....	9
1.4 Methodology.....	10
<b>2. GENDER AND DISASTER RISK MANAGEMENT</b> .....	<b>11</b>
<b>2.1. Gender Issues in Disaster</b> .....	<b>11</b>
<b>2.2. Enabling Policy environment</b> .....	<b>14</b>
<b>3. ARC’S GENDER APPROACH</b> .....	<b>16</b>
<b>3.1. Objectives:</b> .....	<b>16</b>
<b>3.1.1. Objective 1: Institutionalise gender and DRM for innovative knowledge development and management</b> .....	<b>16</b>
<b>3.1.2. Objective 2: Build institutional and individual capacity and tools for mainstreaming gender in DRM</b>	<b>17</b>
<b>3.1.3. Objective 3: Engage in sustained policy dialogue and advocacy for a gender sensitive DRM policy environment</b> .....	<b>17</b>
<b>3.2. Limitations of the Gender Strategy:</b> .....	<b>18</b>
<b>3.3. Feasibility profile</b> .....	<b>20</b>
<b>4. MAINSTREAMING GENDER IN ARC INTERVENTIONS</b> .....	<b>23</b>
<b>4.1. Entry Points</b> .....	<b>23</b>
<b>4.2. Key Interventions</b> .....	<b>25</b>
<b>4.2.1. Institutionalise gender and DRM for innovative knowledge development and management</b>	<b>25</b>
<b>4.2.2. Build institutional and individual capacity and tools for mainstreaming gender in DRM</b> .....	<b>25</b>
<b>4.2.3. Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment</b> .....	<b>26</b>
<b>4.2.4. ARC’s internal environment</b> .....	<b>26</b>
<b>4.2.5. Gender responsive financing mechanisms</b> .....	<b>26</b>
<b>4.3. Action Plan</b> .....	<b>28</b>
<b>5. MANAGEMENT AND IMPLEMENTATION STRATEGY</b> .....	<b>30</b>
<b>5.1. Coordination Mechanism</b> .....	<b>30</b>

<b>5.2. Partnership Framework.....</b>	<b>31</b>
<b>5.2.1. External partnership .....</b>	<b>31</b>
<b>5.2.2. Internal partnership.....</b>	<b>32</b>
<b>5.3. Monitoring and Evaluation Framework.....</b>	<b>32</b>
<b>Bibliography.....</b>	<b>34</b>
<b>Logframe .....</b>	<b>35</b>
<b>Glossary of Gender-related Concepts .....</b>	<b>37</b>

## ACRONYMS

ARC	African Risk Capacity (ARC Agency and its affiliates)
ARC Ltd	African Risk Capacity Insurance Company
ARV	Africa RiskView
AU	African Union
CORAF	Conseil Ouest et Centre africain pour la recherche et le développement agricoles
CP	Contingency Planning
CSOs	Civil Society Organisations
CSP	Country Strategic Paper
DHS	Demographic and Health Surveys
DRM	Disaster Risk Management
DRMF	Disaster Risk Management & Financing
ECOWAS	Economic Community of West Africa States
ECA	Economic Commission for Africa
FOs	Farmers Organisations
HIV/AIDS	Human immunodeficiency virus infection and Acquired immune deficiency syndrome
ICT	Information and Communication Technology
IDRC	International Development Research Centre
InsuResilience	Initiative on Climate Risk Insurance of the G7
IOs	International Organisations
KDHS	Kenya Demographic Health Survey
KNBS	Kenya National Bureau of Statistics
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
NDMA	National Disaster Management Agency
NDOC	National Disaster Operation Centre
NGO	Non-governmental Organisation
O&E	Outbreak and Epidemic
PRM	Peer Review Mechanism
PTC	Policy and Technical Support
RECs	Regional Economic Commissions
SDGs	Sustainable Development Goals
SWOT	Strengths, Weaknesses, Opportunities and Threats
TWG	Technical Working Group
UNDRR (UNISDR)	United Nations office for Disaster Risk Reduction
UN Women	United Nations entity for Gender Equality
WECARD	West and Central African Council for Agricultural Research and Development
WFP	World Food Programme
XCF	Extreme Climate Facility

## SUMMARY

A specialised agency of the African Union (AU), African Risk Capacity (ARC) is tasked with the role of assisting AU Member States improve their capacities to plan, prepare for and respond to extreme weather events and natural disasters, as well as to develop an outbreak and epidemic (O&E) insurance product and systems that enable African governments to protect the lives and livelihoods of populations at risk from such catastrophes<sup>1</sup>. Its objective is to assist AU Member States minimise the risk of loss and damage resulting from such events by providing targeted responses to disasters in a timely, cost-effective, objective and transparent manner. As the threat of global warming and the resultant climate change continues to trigger extreme weather conditions, natural disasters such as droughts and cyclones as well as related pandemics have become a looming reality. It has therefore become even more necessary that governments across the world insure themselves against such threats and improve their preparedness to deal with natural disasters.

Cognisant of the fact that closing the gender gap is central to achieving the Sustainable Development Goals (SDGs) and aware of the importance of women's role in agriculture and in disaster response to food security and economic growth, ARC is upholding the gender equality principle in all its activities within the Agency as well as with its Member States. ARC will, therefore, systematically build a gender perspective into its operations and policies. In this perspective the goal of ARC's gender strategy is to **transform Disaster Risk Management (DRM) approaches to ensure gender equality for vulnerable women and men in ARC Member States.**

After due consultations with ARC's staff, partners and stakeholders across the continent and beyond on how to achieve the Agency's goal on gender equality, ARC has chosen to adopt a mainstreaming approach to ensure that gender issues are systematically integrated in its operations, both internally as an organisation, and externally, with its Member States. This orientation also aligns with the gender policies of ARC's financial partners, especially Canada's Feminist International Assistance Policy. In this regard, and in line with ARC's strategic framework which seeks to innovate, strengthen and grow, the following three objectives will guide ARC's gender mainstreaming approach in the next five years:

1. **Institutionalise gender and DRM for innovative knowledge development and management** – this objective is based on the fact that gender, DRM and financing is a relatively new field in African sustainable development context. Therefore, enormous gaps exist at all levels that make the linkages between gender, disaster risk management and financing (DRMF) very blurred. ARC will, **through a flagship initiative entitled 'Gender and DRMF Platform'**, mobilise DRM partners and practitioners including, Governments, Civil Society Organisations (CSOs), Private Sector and Research, to develop innovative approaches to fill this gap.

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<sup>1</sup> Resolution 9:2 of the report of the First Joint Session of The AU Specialised Technical Committee on Finance, Monetary Affairs, Economic Planning And Integration and ECA Conference of African Ministers of Finance, Planning And Economic Development, Addis Ababa, Ethiopia, 25-31 March 2015

2. **Build institutional and individual capacities and tools for mainstreaming gender in DRM** - the rationale for this objective is that although there is political will to mainstream gender issues into national policies, programmes and actions, including in DRM, there is very limited know-how as regards to the practical steps for gender mainstreaming. Thus, ARC will build the capacity of partners to integrate gender in DRM processes by supporting Member States to conduct DRM targeted gender analyses, using the gender audit methodology. Recommendations and priority actions proposed in the audit report will be taken into consideration during Africa RiskView (ARV) customisation and contingency planning processes. Sustained gender and DRM capacity building efforts will also be engaged in for members of the Technical Working Groups (TWG) as well as collaborating CSOs.
3. **Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment** - in line with the risk financing instrument of ARC, this objective aims to contribute to a policy environment that enables gender sensitive culture of insurance as well as other DRM financing mechanisms including social protection programmes.

In the meantime, during in-country consultations, partners, especially CSO partners, expressed their desire to work with ARC to transform the effects of disasters into positive outcomes through the reconstruction of resilient communities where discriminatory mentalities and attitudes that hinder socio-economic recovery are transformed. Unfortunately, this desire falls outside ARC's core mandate, which is limited to early warning and response preparedness. Nevertheless, as responding to this desire has the potentials of enhancing the sustainability of ARC's interventions and ensuring ARC's consistent presence/visibility in the Member States, ARC will explore ways and means of supporting activities aimed at 'building back better' which are identified in the gender audit process. As suggested by workshops participants, an initiative that merits deeper analysis is the setting up of a **Gender Transformative Fund as a social protection measure** dedicated to supporting activities capable of transforming mentalities, gender discriminatory norms and practices especially at the micro and meso levels of the community.

As requested by ARC staff through the internal assessment processes, at the operational level, ARC will engage in capacity building efforts to strengthen the gender mainstreaming capacity of its staff and ensure continuous gender responsiveness of its systems and procedures.

This ARC gender strategy is planned for a period of five years. It is divided into 5 sections. An introductory chapter provides information on ARC Agency, its strategic framework and its gender equality principles; chapter two explains the linkages of gender and disaster risk reduction, explaining the gendered impact of disaster and the enabling policy environment for integrating gender in DRM. The proceeding chapter explains the mainstreaming approach which is adopted by ARC, while chapter four presents entry points for integrating gender in DRM, key interventions and a 5-year plan of action. The last chapter explains the implementation mechanism including coordination, partnership building, communication strategy and monitoring and evaluation frameworks.

The ARC gender strategy is a living document subject to adjustment. Progress on its implementation could be facilitated or hampered by the availability or lack of sufficient financial and human resources during the 5-year time span of this strategy. It will be adapted according to internal and external influences. A mid-term evaluation will guide such reviews. A gender audit will be conducted in the fifth year of implementation to assess the progress of implementation and propose new pathways.

## KEY CONCEPTS

Whereas a glossary of main concepts related to gender, disaster risk management and financing is annexed to this document, to provide a better understanding, definition of some frequently used concepts are listed below;

**Gender** refers to the socially constructed roles and behaviours of, and relations between, men and women, as opposed to ‘sex’, which refers to biological differences. It determines what is expected, allowed and valued in a woman or a man in a given context. It determines opportunities, responsibilities and resources as powers associated with being male or female.

Gender also defines relationships between women and men, boys and girls as well as relationships between women and those between men. **Gender roles** and relationships are socially constructed and are learned through socialisation processes. They vary according to context and are constantly shifting. It is important to note that Gender does not mean “women”, however, given that ‘women are often in a disadvantaged position in many developing and developed countries, the promotion of gender equality implies an explicit attention to women’s empowerment.

**Gender Equality** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration—recognising the diversity of different groups of women and men. Gender equality is not a ‘women’s issue’ but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

**Gender Mainstreaming** is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Gender-transformative** refers to transforming unequal gender relations to promote shared power, control of resources and decision-making between women and men, and support for gender equality and women’s empowerment.

*DRM and gender are both cross-cutting development issues. Mainstreaming gender into DRM offers an opportunity for re-examining gender relations in society from different angles and enhancing gender equality in socio-economic development. It also makes it possible for nations and communities to achieve disaster resilience. This is a win-win option for governments and organisations to achieve sustainable development - UNISDR 2009*

## 1. INTRODUCTION

### 1.1 ARC's mandate and strategy

The African Risk Capacity (ARC) was established in 2012 as a Specialised Agency of the African Union (AU) by a Conference of Plenipotentiaries to help AU Member States improve their capacities to better plan, prepare and respond to extreme weather events and natural disasters. Its objective is to assist AU Member States reduce the risk of loss and damage caused by extreme weather events and natural disasters affecting Africa's populations by providing targeted responses to disasters in a more timely, cost-effective, objective and transparent manner. Additionally, in response to the increasing occurrence of multiple, complex trans-border public health emergencies over the last 20 years, ARC has, since 2016, been developing innovative finance mechanisms to enable country-led rapid responses to disease outbreaks and epidemics. These mechanisms are designed to prevent the further spread of such catastrophes and reduce over-reliance on external donor support.

To better serve its stakeholders, ARC seeks to understand the disaster response needs of Member States and expectations from all stakeholders through extensive and ongoing engagement. In carrying out its mandate and planning for the next five years, ARC has identified three strategic objectives designed to enable innovation, strengthen partnerships and improve DRM on the continent in line with global best practice. These strategies are:

**Strategy I: Innovate** – A dynamic approach to Research and Development: Develop innovative solutions enabled by research and development with the objective of cost reduction, increased reliability and greater credibility for ARC.

**Strategy II: Strengthen** - Strengthen Disaster Risk Management on the continent: Strengthen disaster risk management on the continent through improved early-warning systems, streamlined country engagement and capacity building.

**Strategy III: Grow** – Increase Scalability and Sustainability of Arc Operations and Insurance Coverage: Pursue growth through increased scalability and sustainability of ARC operations and insurance coverage on the continent.



## 1.2 Vision, Mission and Goal: the three pillars of ARC’s strategy

ARC provides an African solution to some of the world’s most pressing challenges of climate-induced natural disasters as well as outbreaks and epidemics by partially transferring the burden of such risks away from governments. To enable the organisation to carry out its mandate effectively, ARC is guided by a set of well-defined vision, mission and goals, the three pillars against which the strategy is anchored. These principles direct every decision and inform every action within the organisation, influencing staff, partners and Member States alike.

ARC’s new vision, mission and goal speak to the very core of what the organisation stands for and communicate its purpose to stakeholders. Further, its core values of *Integrity, Service, Innovation and Excellence* serve as the essence of the organisation’s identity.

The table 1 below shows the vision, mission and goals that will help steer this strategy over the next five years.

**Table 1: ARC Strategic Pillars**

ARC STRATEGY 2020-2024		
Innovate, Strengthen, Grow		
VISION	MISSION	GOAL
The development partner of choice leading innovative Pan-African Disaster Risk Management solutions for climate resilience in Africa	To promote harmonised resilience solutions for protecting African lives and livelihoods vulnerable to natural disasters caused by climate change and other perils of importance to the	ARC Member States and their partners provide timely and targeted responses to protect the lives and the livelihoods of vulnerable population against natural disasters

## 1.3 ARC’s Gender Equality Principle

As part of its principles of engagement, ARC adopts a differentiated approach to issues of gender equality. ARC is committed to closing the gender gap which is central to achieving the SDGs and, thus recognises that the important role of women in agriculture and in disaster response is essential for food security and economic growth. ARC considers the promotion of women’s empowerment and gender equality, in field operations and at the professional level, an important factor in creating long-term impacts and sustainability. Accordingly, ARC intends to vigorously ensure that its operational responses and its capacity building work have a differentiated approach to women and men. ARC will, therefore, systematically build a gender perspective into its operations and policies.

ARC's gender equality related interventions will be guided by a gender strategy that is developed in close consultations with partners/stakeholders across Africa as well as globally. This document is therefore a practical step towards ARC's commitment to systematically integrate gender in its interventions.

#### 1.4 Methodology

This gender strategy document is elaborated in wide consultations with ARC's stakeholders and partners. The process of elaboration commenced with an internal gender assessment, an intensive literature review of relevant documents of stakeholders, partners as well as institutions/organisations in similar domain across the globe. This was followed by email and skype exchanges with key stakeholders to discuss trends, opportunities and constraints. The final phase of the process was in the form of in-country consultations with Member States that have participated in the various Pools since ARC's inception. In this context, individual interviews as well as workshops were held in nine countries, namely: Burkina Faso, Gambia, Ghana, Kenya, Madagascar, Malawi, Mali, Mauritania and Senegal. A detailed report of the consultations is available in a separate document.

In line with the perspectives from the various consultations with partners and stakeholders, this gender strategy document outlines appropriate steps and actions for an innovative gender-transformative DRMF in a context devoid of lessons learnt and best practices. It maps out how ARC Agency will engage with its partners and stakeholders towards ensuring that gender equality and women empowerment issues are adequately addressed in its interventions. The document proposes priority actions in the form of an action plan to guide gender integration in ARC.

*It is especially important - as individuals with a vested interest in mitigating the effects of climate change - that women and girls be given an active role in designing and developing strategic responses to climate change. **Canada's Feminist International Assistance Policy***

## 2. GENDER AND DISASTER RISK MANAGEMENT<sup>2</sup>

### 2.1. Gender Issues in Disaster

“Disaster Risk Management is defined as both the concept and practice of reducing disaster risks, through systematic efforts to analyse and manage the causal factors of disasters. It is concerned with managing intensive, extensive, and emerging disaster risks both hydrometeorological as well as geophysical” (UNISDR 2009).

Disasters result from the combined factors of natural hazards and people’s vulnerabilities. These vulnerabilities take the form of physical exposure, socio-economic, and limited capacity to reduce vulnerability and disaster risk. Capacities to reduce vulnerabilities and risks arise out of a complex mix of factors, which include poverty, social class, age group, ethnicity and gender relations (UNISDR 2009).

Disaster impacts are often not distributed uniformly within a population, due to existing socio-economic conditions, cultural beliefs and traditional practices. Women, men, boys and girls belonging to different age and socio-economic strata have distinct vulnerabilities. This shapes the way they experience disaster and their ability to recover from it (UNISDR 2009).

“Gender relations between men and women in the current approaches to DRM have everything to do with the roles and responsibilities women and men have at home and in society. These roles result in different identities, social responsibilities, attitudes, and expectations. Such differences are largely unfavourable to women and lead to gender inequality cutting across all socio-economic development, including differences in vulnerabilities to disasters, capacities to reduce risk and responds to disasters” (UNISDR 2009).

*You cannot talk of Disaster Risk Management without looking at the most vulnerable – women and children – **Deputy Director NDMA – Gambia***

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<sup>2</sup> Inputs in this section are adapted from the following two sources: UNISDR (2009): Making Disaster Risk Reduction Gender Sensitive: policy and practical guidelines and UNDP (2010): Gender and Disasters

As noted by UNISDR (2009) Gender and DRM are both cross-cutting developmental issues. Without successfully addressing these two issues, it is difficult to achieve sustainable development in any society. Likewise, it is impossible to build the resilience of nations and communities to disasters without the equal and active participation of men and women in DRM.

According to a UNDP (2010) report on gender and disasters, disasters lower women's life expectancy more than men's. Women, boys and girls are 14 times more likely than men to die during a disaster. Following a disaster, it is more likely that women will be victims of domestic and sexual violence, many even avoid using shelters for fear of being sexually assaulted. In addition, disasters place an undue burden on women and girls who are responsible for unpaid work such as providing care, water and food for households.

'Addressing gender issues therefore contributes to reducing women's vulnerabilities and increases their resilience to overcome the impacts of disaster. On the other hand, failure to consider gender issues in design and implementation of DRM approaches is therefore likely to lead to overlooking the real costs linked to post-disaster damages and needs, which can hold back reconstruction, recovery and long-term development of countries repeatedly suffering from disasters' (UNISDR 2009).

There are therefore costs associated with ignoring gender issues in DRM. Various studies have shown that disasters followed by gender blind response can reinforce, perpetuate and increase existing gender inequalities, making bad situations worse for women and other vulnerable groups and reduces the impact of DRM interventions (UNISDR, UNDP & IUCN 2009; World Bank 2011).

Nevertheless, according to the UNISDR 2009 report, disasters could also create opportunities for women as change agents. Disasters can provide opportunities to redress gender disparities. Gender sensitive programming can lead men and women to challenge long standing gender biases, thereby providing opportunity to transform discriminatory and harmful practices inherent in the society. However, such opportunities will be lost if women are left out of planning for disaster response or risk reduction measures (UNISDR 2009).

Unfortunately, as trends across the globe show, disaster management and response is traditionally viewed as 'men's business' – planned by men for men (World Bank 2011). As a result, the different and specific needs of women are often not understood or addressed. Thus, while women's vulnerability to disasters is often highlighted, their role in fostering a culture of resilience and their active contribution to building disaster resilience has often been overlooked and has not been adequately recognised. Women are largely marginalised in the development of DRM policy and decision-making processes and their voices go unheard (UNISDR 2009).

UNISDR (2009) identified the major challenges in Gender and DRM as follows:

- **Poor understanding of gender and DRM linkages at the policy and practitioner levels.** Gender equality in DRM does not mean merely addressing women's issues - it means addressing concerns of both men and women, the relations between them and the root causes of imbalances.
- **Gender issues are often institutionally marginalised within organisations.** The vogue for Gender Focal Points or Gender Desks results in easily marginalised positions with not enough authority to advance the issue organisation-wide in a multi-disciplinary way. This, in effect, is the opposite of mainstreaming. Gender issues become perfunctorily treated as just women's issues, there is a notable absence of male champions and gender 'expertise' is applied in isolation from development processes like DRM.
- **Gender continues to be identified as an 'add on' aspect, rather than an integral component.** The development and DRM fields are now addressing relatively new priority programming issues such as climate change that compete with other programmes for donors. This means that gender and DRM can be de-prioritised when they are not understood to be cross-cutting issues.
- **There is a lack of genuine political accountability and financial resources for global advocacy and action on gender and DRM.** Commitment to the issue largely remains in the documentation alone. There has been no significant moves to translate words into actions in terms of concrete policies, finances, substantive programmes or accountability measures. Gender mainstreaming in DRM remains a free choice with no accountability, no checks and balances, no ownership, and no medium or long-term commitment.
- **Gender events have not been adequately linked with inter-governmental DRM processes.** Recommendations on mainstreaming gender into DRM that are being produced have a limited impact because they are not being considered or implemented by national governments.
- **Lack of institutional and individual capacity and tools to mainstream gender and DRM.** Gender and DRM knowledge and capacity are still possessed by only a relatively small group of professionals and practitioners working in these two areas. Most disaster managers and professionals often lack the knowledge required to address gender issues in DRM. Similarly, Gender Focal Points in the development field frequently lack the technical expertise needed to use DRM as an opportunity to promote gender equality.

This gender strategy is aimed at contributing to transforming such gender blind or gender-neutral DRM approaches to gender transformative approaches capable of ensuring gender equality for vulnerable men and women in ARC's Member States and in the context of ARC's mandate as explained in chapter 1.

**Table 2: table below illustrates specific implications of the gendered nature of risk and vulnerability for women<sup>3</sup>:**

Disaster/situation	Specific impact on Women
<b>Impacts of slow onset disasters (drought, desertification, forestation, land degradation etc.)</b>	<p>Increased workload to collect, store, protect, and distribute water for the household – often a responsibility that falls entirely to women.</p> <p>Increased domestic workload to secure food.</p> <p>Increased numbers of women headed households due to men’s migration.</p> <p>Women’s access to collect food, fodder, wood, and medicinal plants diminishes.</p>
<b>Direct impacts of sudden onset disasters (floods, cyclones etc.)</b>	<p>Women are at greater risk of injury and death due to societal restrictions and gender roles.</p> <p>Swimming is not a skill girls and women are encouraged to learn in some cultures.</p> <p>In some regions women’s clothing limits their mobility.</p> <p>In some societies and cultures, women cannot respond to warnings or leave the house without a male companion.</p> <p>Loss of crops and livestock managed by women (with direct detriment to family food security).</p>
<b>Access to early warnings and ability to respond</b>	<p>Warnings in many cases do not reach women.</p> <p>Women lack adequate awareness how to act upon warnings.</p> <p>Women lack lifesaving skills such as swimming and climbing.</p> <p>Women tend to take the responsibility of carrying children and elderly to safety.</p>
<b>Ownership of land and other assets</b>	<p>Less control over production and markets.</p> <p>Less ability to adapt to ecological changes, resulting in crop failure.</p> <p>Loss of income.</p>
<b>Income</b>	<p>Women’s low level of income poses greater vulnerability in the face of shocks such as food shortages, crop failure, disasters.</p>
<b>Education</b>	<p>Women’s low level of education hampers their access to information and limits their ability to prepare and respond to disasters.</p>
<b>Participation in decision making bodies</b>	<p>Women’s low levels of participation implies that their capacities are not applied, their needs and concerns are not voiced, and they are overlooked in policies and programmes.</p>
<b>Poor access to resources</b>	<p>Women suffer inequitable access to markets, credit, information and relief services resulting in less ability to recover from disaster losses.</p>

## 2.2. Enabling Policy environment

African Risk Capacity, a specialised Agency of the African Union, is guided by various international and regional commitments on gender equality. Furthermore, ARC Members States, who are all members of

<sup>3</sup> Based on (Aguilar, 2004; Basnet, 2008; Boender & Thaxton, 2004; Cabrera et al., 2001; Daniel 2007; Dankelman et al., 2008; Davis et al., 2005; FAO, n.a.; Nanzala, 2008; Neumayer & Plumper, 2007; Oglethorpe & Gelman, 2004; Sillitoe, 2003; Thomalla, Cannon, Huq, Klein, & Schaerer, 2005; Thomas et al., 2004). Adapted from UNISDR 2009.

the African Union, have demonstrated consistent political commitment to gender equality. Over the years gender equality has been emphasised in the UN charter, UN Conventions, Declarations and Programmes of Action and regional instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, SDG 5 of the SDGs 2030 agenda as well as the AU gender policy. Links to key policy instruments are provided in the box below.

**Box 1: Links to major instruments and convention**

- African Union Gender Policy - [http://www.un.org/en/africa/osaa/pdf/au/gender\\_policy\\_2009.pdf](http://www.un.org/en/africa/osaa/pdf/au/gender_policy_2009.pdf)
- African Charter on Human and People's Rights - - <http://www.achpr.org/instruments/achpr/>
- The protocol to the African Charter on Human and People's rights on Rights of Women in Africa - <http://www.achpr.org/instruments/women-protocol/>
- The Solemn declaration on Gender Equality in Africa (SDGEA) [http://www.un.org/en/africa/osaa/pdf/au/declaration\\_gender\\_equality\\_2004.pdf](http://www.un.org/en/africa/osaa/pdf/au/declaration_gender_equality_2004.pdf)
- Agenda 2063 - <https://hornaffairs.com/en/wp-content/uploads/sites/9/2014/09/Agenda-2063-Aspirations-and-goals2.jpg>
- Sustainable Development goal 5 - <https://sustainabledevelopment.un.org/?menu=1300>
- Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) - <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>
- Beijing Platform of Action - <http://www.un.org/womenwatch/daw/beijing/platform/>
- Human Rights Charter - <http://www.un.org/en/universal-declaration-human-rights/>
- Agenda 21(UN Conference on Environment and Development 1992: <https://sustainabledevelopment.un.org/outcomedocuments/agenda21>
- Sendai Framework <https://sustainabledevelopment.un.org/frameworks/sendaiframework>

*Women and girls have the potential to be powerful agents of change in crisis situations. They are often uniquely positioned to take on leadership roles, determine priorities and influence more effective humanitarian responses. When women and girls are included in the planning and implementation of humanitarian responses, it improves humanitarian outcomes overall – Canada’s Feminist International Assistance Policy*

### 3. ARC’S GENDER APPROACH

African Risk Capacity believes in gender equality and women’s empowerment and recognises the strong relationship between gender equality and disaster risk management towards the attainment of the SDGs. To a large extent, ARC makes efforts to ensure that gender issues are taken into consideration in its internal operations as well as in its engagement with Member States. However, as DRM evokes the systematic process of using administrative decisions, organisation, operational skills, and capacities to implement policies, strategies and coping capacities of society and communities to reduce the impacts of natural hazards and related environmental and technological disasters, ARC will, henceforth, consciously ensure that gender issues are taken into consideration throughout the systematic process of DRM. In this perspective, **the Agency will adopt the gender mainstreaming approach to ensure that it consciously delivers on its gender equality and women empowerment mandate.**

Gender mainstreaming is a concept that most find easy to agree with, but fewer consistently do well. The same can be said of DRM. When these two issues are brought together in efforts to mainstream gender into DRM, governments and practitioners have found a gap in policy and practical guidance. They know why they should do it, but not always how. Thus, in adopting the gender mainstreaming approach, ARC will not only address gender inequality issues in its internal policies, programmes and procedures, but will also strive to attain the goal of **transforming DRM approaches to ensure gender equality for vulnerable men and women in its Member States.** The objectives below, which are in line with ARC Agency’s strategic framework, will guide the implementation of the strategy.

#### 3.1. Objectives:

##### 3.1.1. Objective 1: Institutionalise gender and DRM for innovative knowledge development and management

Under this objective ARC will mobilise partners and practitioners including, Governments, CSOs, Private Sector and Research, to develop and disseminate innovative approaches in the area of gender transformative DRM.



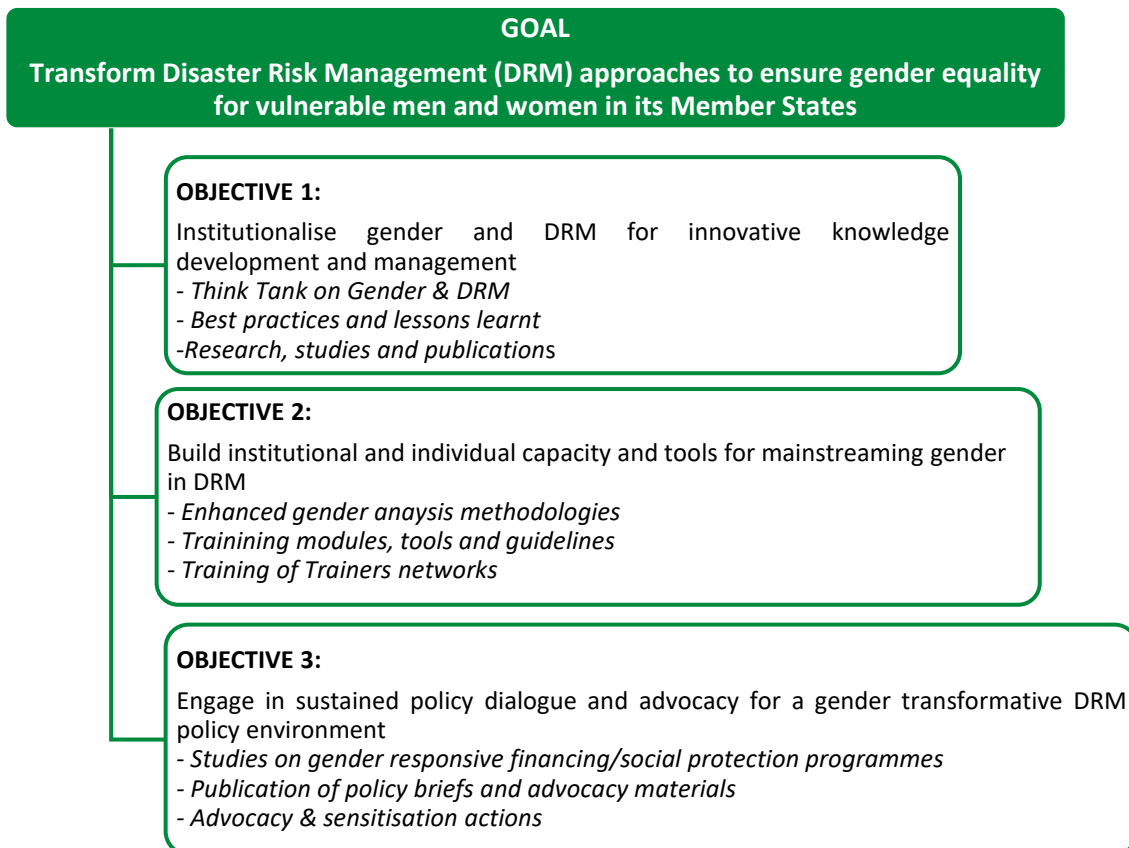
**3.1.2. Objective 2: Build institutional and individual capacity and tools for mainstreaming gender in DRM**

Under this objective, ARC will build the capacity of partners to integrate gender in DRM processes by supporting Member States to conduct DRM targeted gender analysis. Results of the analysis will be taken into consideration during ARV customisation and contingency planning processes. Sustained gender and DRM capacity building efforts will also be engaged in for members of the Technical Working Groups (TWG) as well as collaborating Civil Society Organisations (CSO).

**3.1.3. Objective 3: Engage in sustained policy dialogue and advocacy for a gender sensitive DRM policy environment**

In line with the risk financing instrument of ARC, this objective aims to contribute to a policy environment that enables a gender sensitive culture of insurance as well as other DRM financing mechanisms including social protection programmes.

**Figure 1: Diagram of goal and objectives**



### 3.2. Limitations of the Gender Strategy:

In the course of the in-country consultations, stakeholders made various observations and recommendations regarding their expectations for the gender strategy. A summary of the recommendations is presented in table 2, 3 and 4 below. However, it must be mentioned here that whereas the tables have highlighted the priority constraints and recommendations from the perspective of stakeholders contacted, in consistency with the mandate of ARC, the interventions that are proposed in the gender strategy will be limited to the core areas of the Agency as explained in chapter 1:

- Early Warning
- Climate Risk Insurance
- Contingency Planning
- Climate Adaptation Finance

Nevertheless, in order to assist countries to build resilient communities, which is an integral part of ARC’s mandate and in line with the transformative goal of the gender strategy, the implementation of the strategy will seek to partner with stakeholders from a holistic DRM perspective, while focusing on the Agency’s core mandate. Such positioning will enable ARC to lead in development and management of innovative gender transformative DRM approaches in the continent, in line with objective one (see figure 2 above). The next chapter will provide definite interventions and priority actions that the present strategy will focus on in the next five years. In the meantime, tables 2, 3 and 4 below, present a summary of the main issues that were raised across the DRM spectrum.

**Table 3: Proposed recommendations for DRR (prevention, mitigation, preparedness): Risk profiling phase**

Constraints	Recommendations
Gender specificities, particularly women and youth related data not captured in the parametric software	Integration of gender criteria in the Africa RiskView (ARV)
Women groups are not systematically targeted in the early warning information disclosure	Capacity building of women groups in the interpretation and use of the early warning information; engagement of women groups in the dissemination of early warning information
The monitoring and evaluation system of the early warning lacks gender considerations	Setting up gender sensitive monitoring and evaluation systems in the usage of the early warning information
The technical working groups are more technical oriented and lack gender and social sciences expertise	Engendering the technical working groups (TWGs)

**Table 4: Proposed Recommendations for Disaster Response (rescue & relief): Contingency planning phase**

Constraints	Recommendations
The current assessment of the disaster is urgency-based lacks women and youth related specific data Focus is put on men and household heads	Conduct gender-based assessment of the magnitude of disaster
Women are poorly represented and even marginalised in disaster management and decision-making processes	Increasing membership of women in disaster management committees from national to local levels
There are no specific guidelines for capturing gender-based data in the evaluation of distribution of relief	Integrating gender criteria in the evaluation of the distribution of relief
CSOs are only marginally involved in the distribution of relief	Involvement of CSOs and women groups in the distribution of relief
No traceability mechanism to ascertain who really receives and uses the relief	Gender sensitive traceability mechanism to monitor relief reception and usage among affected subgroups - men, women, boy and girls
The contingency plans do not systematically address gender issues	Development of contingency plan that consciously integrate gender issues

Concerning the climate financing component of ARC’s interventions, stakeholders and partners highlighted the **limitations of macro insurance in addressing the root causes of women’s constraints in disaster situations**. In their analysis the macro level has a system that responds to crisis without paying attention to the beneficiaries. For instance, *in the case of cash transfer, access by women is easy but control may be difficult* – Government Coordinator, Mali. This was echoed by a women leader in Senegal as she complained that *the focus of ARC at the macro level is very distant from rural women*.

In light of the above, stakeholders appealed to ARC to partner with relevant national authorities, INGOs, CSOs, research institutions and the private sector actors so as to go beyond sovereign insurance. This will ensure that gender specific vulnerabilities are not carried over from disaster to disaster, as this would prevent the construction of resilient communities and hinder societies to build back better.

*ARC should be a catalyst, bringing together funds from various stakeholders in the area of DRM, the Agency should Identify channels that have resources for gender activities, for instance a lot of international organisations have resources for gender that are not consumed, ARC can use its convening power to bring these organisations together to fund gender sensitive DRM activities in the area of rehabilitation. (TWG member, Ghana)*

Some of the constraints identified and recommendations made in this domain are summarised in table 4 below:

**Table 5: Proposed recommendations for Disaster Recovery (Rehabilitation & reconstruction): *Build Back Better***

Constraints	Recommendations
Lack of a gender-based strategy of recovery and reconstruction	Facilitate and coordinate gender post disaster needs assessment to inform subsequent design for recovery and reconstruction interventions
Absence of policies and plans to build the resilience of the vulnerable groups overtime	Support advocacy for policies that integrate the needs of the vulnerable groups to ‘build back better’
Most of the programmes promoting sustainable livelihoods and resilience to climate change target women but lack operational tools to really engage women and youth on the ground	Involvement of both women and youth in carrying out mitigation measures (adoption of climate smart agriculture practices, coping strategies, dykes, increase financial services, water ways etc.)
Socio-cultural norms and legal instruments favour men at the expense of women for land ownership	Support advocacy and sensitisation to transform negative patriarchal trends

### 3.3. Feasibility profile

As gender mainstreaming has not been on the priority actions of Member States in most of ARC’s countries, it was important, during the consultation process, to ascertain from stakeholders if gender could be effectively mainstreamed in DRM, which is also a relatively new area. In this perspective SWOT analyses were carried out to ascertain the strength, weaknesses, opportunities and threats that could be inherent in such an approach.

Major threats to effectively integrate gender in DRMF using the proposed mainstreaming approach include the fact that disaster risk reduction is an emerging area, still rife with scepticism and mistrust. Competitions over resources, and subsequent rivalries between public and private organisations hinder the appropriate engagement and leadership of gender machineries and CSOs to participate in the design, implementation, and monitoring of DRM policies and processes although they could be more knowledgeable and skilful in gender and advocacy issues.

Another major constraint is the lack of disaggregated data to appropriately address gender issues in DRMF. The reason for this is twofold; the lack of interest or knowledge of the data management organisations (the national institutes of statistics) in gender issues and the weak connections to university and research organisations as far as gender is concerned.

Besides, the socio-cultural contexts with prevailing patriarchal systems constrain, to a large extent, gender related initiatives in DRMF if not appropriately planned and carefully negotiated. Several concepts (positive masculinity, HeForShe) and tools (gender action learning, role model, household approach...) are designed and used particularly by development agencies, NGOs, and Farmer Organisations to help overcome or mitigate this challenge. Negotiations with and involvement of local leaders and traditional authorities (custodians of traditions) also appear to be key in facilitating gender initiatives at local level. A vast area that still needs to be strengthened to favour gender action in DRMF on the ground is the engagement of local governments.

Overall, the common top-down approach of central governments does not fit the diversity of 'localities' and overlooks the 'specificities' of each local context and particularly how vulnerability and vulnerable groups should be approached effectively. Above all, **there is a lack of insurance culture** both at grassroots and national levels that calls for consistent and perseverant actions including awareness raising, advocacy and capacity building.

Despite these weaknesses and threats, **an overarching strength is the existence of gender equality institutional mechanisms** such as gender policy, gender ministries, agencies, commissions, departments, guidelines etc. In addition to we have the intervention of international organisations such as UN Women, Care International, Oxfam among others. These mechanisms and structures are promoting internal dynamics and pushing the gender agenda even in the area of disaster risk reduction and financing.

Furthermore, the current international environment with various gender sensitive development frameworks (SDGs, Sendai, Paris Agreements, etc.), pro-gender platforms and networks at national, regional and global levels, and the ever growing spread of ICT are some of the opportunities that can be tapped in to favour gender mainstreaming in DRMF and impact the most vulnerable people in Africa. Table 5 below is a consolidation of the SWOT analysis developed by participants in Kenya:

**Table 6: SWOT Analysis**

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>▪ Existence of an engendered disaster risk management policy</li> <li>▪ Existence of gender mainstreaming guidelines for the National Drought Management Authority (NDMA) developed in partnership with UNWomen</li> <li>▪ Existence of knowledge product (different data sets on gender)</li> <li>▪ The country already has a constitution that supports gender mainstreaming</li> <li>▪ Existence of gender sensitive regional DRM policies</li> <li>▪ Availability of seconded gender experts to ensure gender is mainstreamed in all state departments.</li> <li>▪ Capacity building on gender mainstreaming has been on-going in Kenya spearheaded by key stakeholders.</li> <li>▪ Involvement of women groups (cash transfers) in the County Steering Groups.</li> <li>▪ The country is in the process of developing the National Drought Management Bill</li> </ul>	<ul style="list-style-type: none"> <li>• NDMA is a creation of an Act of Parliament. However, it is not clear to what extent the act has integrated gender.</li> <li>• Partnerships and institutional arrangements still lack strong gender consideration.</li> <li>• Disaster coordination is being handled by different institutions - NDOC and NDMA. Streamlining will make the work of mainstreaming gender easy.</li> <li>• There is still lack of data especially gender disintegrated data to inform different activities on disaster risk management</li> <li>• Lack of proper gender monitoring and evaluation mechanisms</li> <li>• Gender considerations on disaster response is not well elaborated and anchored in policy or law</li> <li>• The academia and research institutions are still missing in action, yet they are the custodians of research on gender mainstreaming.</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>▪ Availability of gender data (KNBS census, KDHS Kenya demographic health, Kenya AIDs Single registry etc.)</li> <li>▪ If the country comes up with the action plan for DRM, ARC can plug into it and include a gender and climate change strategy</li> <li>▪ Existence of accountability frameworks. There is a gender sector working group at the governmental level and this can be tapped into for accountability.</li> <li>▪ There are gender experts that can be used to help put structures in place. There are also many partners working on disaster risks as 1st responders, ARC and NDMA can tap into their experience regarding disaster risk and gender</li> <li>▪ The implementation of the “Do no harm” policy.</li> <li>▪ There is a growing drive towards gender equality which creates a form of accountability which can be used to hold the government accountable.</li> <li>▪ Kenyan government has ratified gender treaties, and these only need to be implemented</li> </ul>	<ul style="list-style-type: none"> <li>• Patriarchal social, cultural and religious norms: The society is yet to understand it all through - from national level. Many people look at gender equality as a way of taking power from one group to another.</li> <li>• Lack of willingness of the government and stakeholders to implement the existing policies</li> <li>• Vulnerability of households when data taps into too much information</li> <li>• Absence of gender analysis at the scoping level of ARC’s interventions.</li> <li>• Unintended consequences of the pay-out such as breakdown of family units. Men when paid could remarry; if women are paid, there could be dis-unity - whoever has the money has the power.</li> <li>• Response interventions could be skewed to one gender</li> <li>• Lack of data sharing policy by certain organs of the government</li> </ul>

*When women and girls have better access to climate resilient resources and technologies, they are able to devote more time to other activities such as education, paid work, political and public participation, and leisure - that enhance the quality of life for entire communities*  
– **Canada’s Feminist International Assistance Policy**

## 4. MAINSTREAMING GENDER IN ARC INTERVENTIONS

### 4.1. Entry Points

In a bid to support Member States to improve their capacity to better plan, prepare and respond to extreme weather events and natural disasters, ARC accompanies Member States through an institutional strengthening process that spans from 12 to 18 months, at the end of which a Certificate of Good Standing is awarded in preparation for an insurance cover. The above process commences with an initial contact with the country through scoping missions and technical missions. This is followed by the country programme management phase which comprises of setting up of country programme, coordination of country activities and managing country relationships. The final phase centres around institutional visibility and comprises of conferences and in-country policy dialogue.

The above-mentioned steps are outlined and sequenced in ARC’s project life cycle document, which guides ARC’s in-country operations. Integration of gender issues into ARC’s interventions will therefore seek to be effectively mainstreamed in the project life cycle at the following entry points:

1. **Scoping mission:** Gender specific intervention at this point will be focused on **Gender analysis using a participatory self-assessment methodology** (Gender audit). This activity will be carried out through the Ministry of Gender and will involve the key ministries and departments identified for the country engagement, as well as potential actors in the civil society, international organisations, private sector and research institutes. An important document for review at this stage is the National Contingency Plan/ or Response Mechanism, as this document is key to ARC’s contingency planning which identifies potential actions and activities to be implemented by the country during a pay-out. This activity will assess existing data, tools, expertise, systems and procedures that are capable of ensuring gender responsiveness in the planned ARC’s interventions. In addition, the gender analysis will identify gender gaps and propose recommendations to address such gaps through the core workstreams of early warning/ARV customization, response/contingency planning and risk transfer/financing.
2. **Country strategy paper:** As this document proposes ARC’s approach to work with the Member State, information derived through the gender self-assessment phase above will also be integrated in the Country Strategy Paper to **ensure that the CSP is gender sensitive, at the minimal, and gender transformative, at best.**

3. **Programme set up and MoU:** Specific gender transformative actions that will be carried out in the course of the MoU negotiations and actions identified to be undertaken by the government will include **commitment of the Member State to ensure gender balance** in the selection of a Government Coordinator, Programme Supervisor as well as nomination of relevant experts to be part of the Technical Working Groups. It is strongly recommended that negotiations be also made for the setting up of **a cross cutting sub-group of the TWG on gender, advocacy and communication**, instead of isolating such tasks to focal points or specialists. Such a subgroup is important for ensuring sustained advocacy, communication/information on efforts by ARC to transform the DRM landscape, to ensure gender equality for the vulnerable women and men in the disaster affected communities.
4. **Capacity building trainings and workshops:** As training workshops constitute the bulk of the ARC in-country capacity building programme, it is important that capacity building activities geared towards enhancing the gender mainstreaming capacity of individuals and institutions of Member States be engaged in at this point. A gender specific objective to be included in the objectives<sup>4</sup> of ARC's capacity building is '**Introduction to Gender and Disaster Risk Management**'. This is to ensure that gender issues capable of transforming DRM approaches are mainstreamed from the beginning of the process and not introduced as 'add on' during the process.
5. **Africa RiskView Customisation Review Committee and Contingency Planning Technical Review Committee:** The importance of applying a gender lens in the work<sup>5</sup> of the CRC cannot be overemphasised. As the body that ensures the efficient and effective implementation of ARC's plans in Member States, it is recommended that the **CRC's composition as well as its ToR be gender sensitive** to ensure that its recommendations to the Peer Review mechanisms of the board on the approval of the plans are capable of responding to gender issues in ARC's interventions.
6. **Certificate of Good Standing<sup>6</sup>:** It is strongly recommended that **gender responsiveness of the Countries Operational Plan be visibly recognised** as one of the requirements to be taken into consideration for the award of a Certificate of Good Standing.
7. **Final Implementation Plan<sup>7</sup>:** It is important that the Final Implementation Plan aligns with the gender sensitivity criteria set up in the earlier steps of the project life cycle as indicated above. **The reports from the government on activity implementation during the pay-out implementation period should also address gender issues through a dedicated section.**

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<sup>4</sup> Current objectives are: Introduction to disaster risk financing and insurance as a risk transfer instrument; Introducing Africa RiskView and how it works to the TWG; Africa RiskView customisation process for country specific discussions; Introduction to risk transfer and ARC risk transfer process; Introducing the legal framework of the ARC MoU and ARC Ltd Insurance Policy documents; Contingency Planning discussions with key partners in country

<sup>5</sup> To review and ensure the quality, appropriateness and consistency of the in-country customizations process and the final customizations.

<sup>6</sup> A country is eligible to take out insurance from ARC Ltd after it has been awarded a Certificate of Good Standing (CGS) by the ARC Agency Board. To obtain a CGS, a country must meet the requirements set by the Conference of the Parties

<sup>7</sup> In countries where a payout has been triggered, the government will be required to develop a Final Implementation Plan, mapping out the processes and steps leading to the disbursement of funds.



Furthermore, the ToR for the evaluation process of the Final Implementation Plan should be gender sensitive to ensure **efficient gender sensitive monitoring and evaluation** of the process.

## 4.2. Key Interventions

### 4.2.1. Institutionalise gender and DRM for innovative knowledge development and management

ARC will coordinate partners and practitioners to set-up a continental **Platform on Gender and DRM**. This flagship initiative will seek to bring together partners and stakeholders to build knowledge, and research innovative solutions to improve lives and livelihoods in the context of DRM. In this regards ARC will seek to partner with the International Development Research Centre (IDRC) which is renowned in the region and beyond for bringing together the right partners around opportunities for impact, building leaders for today and tomorrow and helping to drive change for those who need it most. Partners expected to actively participate on this platform include research/university, private sector, IOs, CSOs and government. Such partnership will also provide an enabling environment for experimentation and scaling up of new solutions to gender and DRM challenges. For the purpose of efficiency and effectiveness in decision-making and implementations of activities, members of the platform are expected to be high-level government staff/heads of organisations capable of taking decisions with minimum consultation. The platform is also expected to be a mechanism for policy dialogue and advocacy on gender transformative DRM approaches through the adoption of a gender transformative ‘culture of insurance’ by Member States’. Potential activities of the platform include information sharing, exchange visits, research, publications and many more.

### 4.2.2. Build institutional and individual capacity and tools for mainstreaming gender in DRM

Key interventions in this area will be geared towards supporting Member States to build institutional and individual capacity for mainstreaming gender in DRM. To this end ARC will support the conduct and use of gender analysis using the **Gender Audit** methodology. This activity is capable of informing on existence, or lack of gender disaggregated data, make plans to collect missing data, provide clear accountabilities for planning, achieving, tracking and reporting on gender equality results in the context of contingency planning and implementation. This activity, which will be led by the Ministries of Gender and will involve the key ministries and institutions that are identified as lead in ARC’s intervention in the Member State, will, through the use of specific gender audit tools, build the capacity of individuals in gender mainstreaming. An important document that will be assessed, among others, is the national contingency/emergency plan. Gender Audit recommendations will serve as guide for ARC’s capacity building and contingency planning processes. In this regard gender audit key recommendations are expected to address gender issues **in early warning/risk profiling** at the point of **ARV customisation** as well as **Response/Contingency Planning**. The process of gender audit will also involve other stakeholders such as CSOs, women organisations as well as international organisations capable of influencing gender and DRM issues in the Member State.

In addition, **Gender and DRM trainings** will be provided to TWG members and other stakeholders.

#### 4.2.3. Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment

In line with the risk financing instrument of ARC, this objective aims to contribute to a policy environment that enables gender sensitive culture of insurance as well as other DRM financing mechanisms including social protection programmes. In this perspective, ARC will engage in sustained advocacy at the level of regional and continental bodies to adopt policies, strategies as well as declarations capable of transforming the DRM landscape to ensure gender equality for vulnerable women and men in Africa. ARC's efforts in this area, which will be done in partnership with women leaders and CSOs, will be supported by research and studies leading to **publication and dissemination of policy briefs and other advocacy and sensitisation materials**.

#### 4.2.4. ARC's internal environment

ARC's gender mainstreaming efforts will, under the guidance of the WFP Gender Policy, also focus on the internal operations of the Agency to ensure gender sensitive personnel and gender responsive systems and procedures to accompany Member States in the gender and DRM journey. Interventions of the Gender Strategy in this area will seek to strengthen gender responsiveness in ARC's administrative and operational policies, systems and procedures. Actions in this perspective will focus on **capacity building, knowledge development and management**.

#### 4.2.5. Gender responsive financing mechanisms

In the course of in-country consultations, partners, especially CSO partners, expressed their desire to work with ARC to transform disasters to positive events through the reconstruction of resilient communities where discriminatory mentalities and attitudes that hinder socio-economic recovery are transformed. Unfortunately, this desire falls outside of ARC's core mandate which is limited to Early Warning and Response. Nevertheless, as responding to this desire has the potential of enhancing the sustainability of ARC's interventions and ensuring ARC's consistent presence/visibility in the Member State, ARC will explore ways and means of supporting activities aimed at building back better which are identified in the gender audit process. As suggested by participants at the various workshops, an initiative that merits being studied is the setting up of a **Gender Transformative Fund as a social protection measure** dedicated to supporting activities capable of transforming mentalities, gender discriminatory norms and practices especially at the micro and meso levels of the community. This initiative, when fully functional, will engage in actions that will work towards the transformation of social norms and power relations. This will therefore ensure that unequal power relations and systemic discrimination, harmful norms and practices, are challenged, and a broad range of stakeholders—including men and boys—are engaged. ARC, as a leader in DRM&F, will provide

leadership in mobilising and coordinating partners to set up this mechanism, ensure its functionality and build the capacity of relevant umbrella CSOs to manage as an exit strategy.

*A Gender Fund is very important: insurance cannot return the victims to where they were, a complimentary program that runs outside the trigger mechanism will definitely be celebrated by countries and entice them to join the scheme. Benefits of Gender Fund will override the cost of premiums*  
– **Women’s Bureau - Gambia**

Such an initiative, according to beneficiaries of ARC’s interventions, has the potentials to fill the gaps of the limitations of insurance financing to effectively address gender issues in DRM. Furthermore, as activities under such a mechanism, would be carried out prior to disasters and may continue after response, this will **not only provide incentives to Member States but will ensure ARC’s presence in the countries prior to “trigger” and well after ‘trigger’ thus ensuring a more consistent development relationship with Member States and partners.**

### 4.3. Action Plan

#### GENDER ACTION PLAN<sup>8</sup> (2019 to 2024)

##### GOAL: TRANSFORM DRM APPROACHES TO ENSURE GENDER EQUALITY FOR VULNERABLE WOMEN AND MEN IN ARC MEMBER STATES

<b>Objective 1: Institutionalize Gender and DRM for innovative knowledge development and management</b>				
<b>Expected Result</b>	<b>Activities</b>	<b>Partners</b>	<b>Time Frame</b>	<b>Budget</b>
Innovative knowledge on DRM is developed and managed	Set up a Platform (Think Tank) on Gender and Disaster Risk Reduction and financing	Research Centres, Government, CSOs, IOs, etc.	Year 1 (annual activities of the Platform to be identified from year 2)	<ul style="list-style-type: none"> <li>- Staff time</li> <li>- Services of consultants for editing &amp; translations</li> <li>- ICT consultant</li> <li>- Travel/logistics for face to face meetings of the Platform</li> </ul>
	Set up a virtual research and documentation Centre on gender and disaster risk management		Years 1- 5	
	Publications and dissemination of Gender and DRMF articles including best practices and lessons learnt		Years 1 – 5	
	Conduct study on socio-economic impact of drought on women and girls – case of ARC’s premium paying countries		Year 4	
<b>Objective 2: Build Institutional and individual capacity and tools for gender mainstreaming in DRM</b>				
Enhanced gender and DRM mainstreaming	Facilitate gender analysis in Member States	Ministries of Gender, Gender Departments of RECS	Throughout implementation period for all Member States	<ul style="list-style-type: none"> <li>- Staff time</li> <li>- Consultant services for regional trainings</li> </ul>
	Conduct training workshops on Gender and DRM			

<sup>8</sup> An annual work plan and budget, including indicators and targets, will be developed for each year of implementation

capacity of Member States	Set up Training of Trainers networks at national and regional levels		Annual regional trainings from year 2	- Travel/logistics for training workshops
<b>Objective 3: Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment</b>				
Gender transformative policy environment for DRM and Financing	<p>Build networks and partnerships</p> <p>Publish policy briefs and advocacy materials</p> <p>Engage in advocacy and sensitisation</p> <p>Conduct study on gender responsive financing/social protection programmes</p>	AU gender directorate, IOs, RECs, CSOs, Private Sector, Development partners	<p>All through the 5-year life span of the Strategy</p> <p>Year 2</p>	<p>Staff Time, Travels</p> <p>Consultants for study and publications</p>
<b>Essential Activities for ARC internal Operations</b>				
Enhanced Gender mainstreaming capacity of ARC personnel, systems and procedures	<p>Develop gender training modules for e-learning</p> <p>Conduct regular gender trainings</p> <p>Elaborate and disseminate gender tools including guidelines, checklists etc.</p> <p>Support the development of gender sensitive indicators for Monitoring and measurement of progress</p> <p>Support a gender sensitive recruitment process</p> <p>Support HR reporting on gender issues</p>	All units	<p>All through the 5-year life span of the action plan</p> <p>Modules and tools are developed in year 1 and regularly updated</p> <p>Annual gender training workshops</p>	<p>Staff time</p> <p>Consultant for training modules &amp; e-learning platform</p>

## 5. MANAGEMENT AND IMPLEMENTATION STRATEGY

### 5.1. Coordination Mechanism

The Director-General is the accountable officer for ARC's gender equality mandate and will therefore oversee the implementation of the gender strategy. The Gender Strategy will be in place for a period of five years. A mid-term learning evaluation will be carried out in the third year of its implementation. The strategy will be reviewed in 2024 through a gender audit.

To ensure smooth implementation of the strategy, the Director-General will recruit a Senior Management Staff at the level of a Director to coordinate the day-to-day activities of the strategy. This positioning is important to the success of the implementation of the strategy given that the Director-General will delegate convening power to the **Gender Director** to bring together gender ministers, female parliamentarians, high level government officials and heads of gender sections of the AU, international organisations, local and international CSOs, private sector, research institutions and donors for sustained policy dialogue as well as innovative initiatives in the framework of the platform on gender and DRM. Such a strategic positioning will also inspire confidence in the process and facilitate easy access to relevant high-level stakeholders. The Gender Director will, in addition to overseeing all aspects of the implementation of the strategy, work closely with the Policy and Technical Support (PTS) unit of ARC to build strategic partnership capable of driving the gender agenda beyond country and continental boundaries through strategic, technical and financial engagements/support.

In the area of country engagement, the Gender Director will be assisted by a **Gender Expert** (level P3) with good knowledge on climate change or agriculture. The gender expert will work closely with the programmes department to implement gender responsive in-country activities in the context of the institutional strengthening process. The gender unit will also need a **Research Analyst** (level P2) who will work closely with the M&E unit to collect and analyse gender disaggregated data. The research analyst will also assist with administration and management of the gender & DRM platform through the establishment and updating of membership profiles, moderation of discussions on the virtual platform, development and dissemination of summary discussions of the platform, preparation of logistics for face to face meetings of the Platform etc.

The services of consultants will be sourced for specific tasks such as setting up the virtual platform, publication of advocacy materials, policy briefs etc.

## 5.2. Partnership Framework

### 5.2.1. External partnership

Partnership is key for the successful implementation of the gender strategy. Building partnership will therefore be an important focus of the Agency in the implementation of the strategy. The following levels of partnership is envisaged:

**National:** At the national level, partnership will be led by the ministries in charge of Gender Equality and Women Empowerment. In collaboration with the relevant international organisations such as UNWomen, the gender ministries will coordinate relevant government authorities, female parliamentarians and CSOs to mobilise other partners in the private sector and research organisations to deliver on the gender and DRM objectives.

In practical terms the National Gender Ministries will, among others, ensure the conduct of gender analyses, support the building of gender sensitive technical capacity in the TWG, engage in a sustained advocacy at the level of executives and legislators for a gender sensitive “culture of insurance” and ensure active presence in the ARC process through their participation in the Gender, Advocacy and Communication sub-group of the TWG.

On its part, ARC will build the capacity of the gender ministries on DRM issues, ARC will also financially support the ministries to carry out the gender analyses as well as other related activities.

**Continental/Regional:** At the regional level, the Gender Directorate of the AU will be a key partner. ARC’s status as a Specialised Agency of the AU will come into play in building sustained partnership with the Gender Directorate to enable the ARC Gender Director to participate in high level AU meetings such as Gender Ministers Forum, Female Parliamentarians meetings as well as gender pre-summits. Participation of the Gender Director at such forums is critical to ensure sustained policy dialogue and advocacy, visibility of ARC’s gender equality activities as well as engaging with the relevant CSOs at the regional level for development of best practices and lessons learnt.

Partnerships will also be built with AUDA/NEPAD, ECA, gender departments of Regional Economic Commissions, WECARD/CORAF, IDRC, research institutes as well as umbrella women organisations engaged in advocacy and lobbying such as Gender is My Agenda Campaign (GIMAC), West African Women Association (WAWA) among others. The Agency will coordinate this large body of partners through the Gender and DRM platform and provide capacity building for members of the Platform on DRM issues as and when needed.

**International level:** partnership will be built with the gender department of InsuResilience through participation in the InsuResilience gender working group among others.

### 5.2.2. Internal partnership

Whereas the coordination of the gender strategy will work with all departments and units of ARC, the following departments will be key to the implementation of the strategy and structured working relationships, including participation in meetings, joint programming and more, will be sought with them:

**PTS:** As partnership is key to the success of this strategy, the gender team will work in close collaboration with PTS to streamline partnership building as well as resource mobilisation in the context of the Gender Transformative Fund.

**Programmes:** Close collaboration with the programme department will be maintained to ensure effective coordination of activities in Member States.

**Projects:** Out breaks and Epidemics (O&E) and Extreme Climate Financing (XCF) – specific areas of collaboration will be identified as the projects progress.

**R&D:** specific areas of collaboration will be identified for a gender transformative research and development products.

**Communication:** In line with the strong advocacy component, the gender team will work in close collaboration with communications unit for the publication of advocacy materials, information sharing as well as adequate publicity of activities. **In this perspective, within the overall context of ARC's Communication Strategy, gender transformative communication/advocacy activities will be jointly developed for Member States and regional partners.** Collaboration will also involve gender editing of ARC's publications and information materials.

**M&E:** As actions of the M&E team are of great importance to monitoring the progress of the implementation of the Gender Strategy, the Research Analyst, when recruited, will be expected to develop a working programme with the M&E team, especially in the first 2 years of the implementation of the strategy. This is to ensure that tools, guidelines, checklists, as well as gender sensitive indicators for effective monitoring are developed and put in use.

### 5.3. Monitoring and Evaluation Framework

Monitoring and Evaluation of the gender strategy will be done within existing M&E mechanisms, especially the M&E framework as summarized in the box below. ARC's effort on disaggregated results reporting and tracking the impact of assistance on women and girls will be intensified. Additional tools, such as gender sensitive indicators, guidelines and checklists will be developed during the first two years of the implementation of the strategy. The M&E plan for gender equality will be reviewed as and when needed. A mid-term learning evaluation will be carried out in the third year of its implementation and a gender audit will be conducted in the final year to monitor progress and propose new ways forward.



## Box 2: Summary of ARC's M&E plan for gender equality

ARC Monitoring and Evaluation plan and approaches are gender sensitive. Thus, the M&E system in place is designed to ensure and track how gender equality is mainstreamed within ARC agency. It will also help to demonstrate how women, youth and other vulnerable groups are involved and impacted by ARC interventions. Specifically, gender equality will be fully integrated into relevant segments of ARC programme cycle and logic model, and appropriate indicators disaggregated to track the progress and demonstrate improvement in gender equality.

The monitoring of gender equality will be conducted at three levels:

- a. **Operations:** The M&E system will track and report on gender mainstreaming in ARC workplace. This includes (but not limited to) gender equality in operations, management and governing board, as well as gender equality among ARC staff composition.
- b. **Programme:** The M&E system will track and report on gender equality mainstreaming in ARC country engagement and programmatic interventions, including the formation of Technical Working Groups, capacity building, technical and institutional support and policy dialogues activities. Where necessary, performance indicators will be disaggregated by gender and a standardized data reporting tool (Indicator Performance Tracking Table, IPTT) will be used by all programmatic divisions and department to report on progress on a quarterly basis.
- c. **ARC pay-out:** The M&E system will track and report the mainstreaming of gender equality in the development of country Contingency Plans (CP) and Final Implementation Plans (FIP) and the implementation of the latter. In particular, the system will track how different groups (women, youth and other vulnerable groups) participate in, and benefit from the implementation of the FIP. Data will systematically be documented and reported by the countries and implementing partners. Relevant key performance indicators and appropriate disaggregation will be used to track progress. During the pay-out process evaluations and institutional evaluation, particular attention will be given to the assessment of gender equality which will be explicitly factored in the Terms of Reference. M&E department will ensure that recommendations related to gender equality are used to improve ARC planning, design and implementation.

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## Logframe

Hierarchy of objectives	Result	Indicator	Means of Verification	Assumptions
<b>Goal: Transform DRM approaches to ensure gender equality for vulnerable women and men in arc member states</b>	<b>Impact:</b> Vulnerable women, men, boys and girls in ARC Member states are equally integrated in disaster risk management	Cumulative number of people who received assistance through ARC-payout (disaggregated by gender)	Country final reports on CP implementation Process evaluation reports	No Fund or donor support for implementing the gender strategy
		Level of women involved in the TWGs	TWGs attendance lists, meeting reports	
		Level of satisfaction of women (and men) in preparedness and early warning responses	Survey, interviews, or focus groups	
<b>Objective 1: To Institutionalize Gender and DRM for innovative knowledge development and management</b>	<b>Outcome 1.1:</b> Innovative knowledge on DRM is developed and managed	# of innovative approaches and solutions developed	Reports	
<b>Objective 2: To Build Institutional and individual capacity and tools for gender mainstreaming in DRM</b>	<b>Outcome 2.1:</b> Enhanced gender and DRM mainstreaming capacity of Member States	<ul style="list-style-type: none"> <li># of Members states that have conducted gender analysis</li> <li># of Member States which integrate gender in their contingency plan</li> <li># of CP with disaggregated beneficiary targeting</li> </ul>	Contingency Plans TWC reports TRC and PRC reports	
<b>Objective 3: To Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment</b>	<b>Outcome 3.1:</b> Enabling environment for gender transformative policy for DRM and Financing	<ul style="list-style-type: none"> <li>Adoption of a Gender Transformative Fund (GTF) by the Member states</li> <li># of policy dialogues held in Gender and DRM</li> </ul>	Reports	
<b>Activities</b>	<b>Outputs</b>			
<b>Objective 1: To Institutionalize Gender and DRM for innovative knowledge development and management</b>				
Setting up of a Platform on Gender and Disaster Risk Reduction and financing	<b>Output 1.1:</b> A Platform on Gender and Disaster Risk Reduction and financing is set-up	<ul style="list-style-type: none"> <li>A platform is in place</li> <li># and type of stakeholders participating in the platform</li> </ul>	Reports	
Publication of Gender and DRM/F articles	<b>Output 1.2:</b> Gender and DRM/F articles are published	# of articles published	Articles, policy briefs	

Study on socio-economic impact of drought on women and girls – case of ARC’s premium paying countries	<b>Output 1.3:</b> A study on socio-economic impact of drought on women and girls is conducted	The study is completed	Report	
Setting up a virtual research and documentation Centre on gender and disaster risk management	<b>Output 1.4:</b> A virtual research and documentation Centre on gender and disaster risk management is set-up	A virtual center is in place	ToRs	
<b>Objective 2: Build Institutional and individual capacity and tools for gender mainstreaming in DRM</b>				
Facilitate gender analysis in Member States	<b>Output 2.1:</b> In country gender analysis conducted	# of in-country gender analysis conducted		
Set up Training of Trainers networks at national and regional levels	<b>Output 2.2:</b> Training of Trainers conducted	<ul style="list-style-type: none"> <li>• # of training sessions conducted</li> <li>• # of trainers trained by sex</li> </ul>	Reports	
<b>Objective 3: Engage in sustained policy dialogue and advocacy for a gender transformative DRM policy environment</b>				
Build networks and partnerships	<b>Output 3.1:</b> Strategic networks and partnerships are built	# of gender specific MoU	MoU Reports	
Publish policy briefs and advocacy materials	<b>Output 3.2:</b> Policy briefs and advocacy materials are published	# of Policy briefs and advocacy materials published and disseminated	Reports	
Conduct study on gender responsive financing/social protection programmes	<b>Output 3.3:</b> Study on gender responsive financing/social protection programmes is conducted	Study completed	Reports	
<b>Essential Activities for ARC internal Operations</b>				
Support the development of gender sensitive ToRs	The development of gender sensitive ToRs is supported	# of gender sensitive ToRs developed	ToRs	
Support a gender sensitive recruitment process (recruitment criteria and panel)	A gender sensitive recruitment process is supported	# of recruitments achieved through a gender sensitive process	Recruitments reports	
Support gender reporting on HR issues	The gender reporting on HR issues is supported	# of gender report on HR developed	Reports	
Develop gender training modules for e-learning	Gender training modules for e-learning are developed	<ul style="list-style-type: none"> <li>• e-training modules developed</li> <li>• # of staff that have participated in the e-training</li> </ul>	Training reports	
Conduct regular gender trainings for ARC staff	Gender trainings conducted	# of staff trained	Training reports	
Elaborate and disseminate gender tools to the staff	Gender tools are developed	# of gender tools shared with the staff	Reports	
Support the development of gender sensitive indicators for Monitoring and measurement of progress	Gender sensitive indicators are incorporated to ARC logframe	# of gender sensitive indicators included in ARC logframe	ARC Logframe	

## Glossary of Gender-related Concepts<sup>9</sup>

**Gender** refers to the socially constructed roles and behaviours of, and relations between, men and women, as opposed to **'sex'**, which refers to biological differences. **'Gender relations'** are characterized by unequal power. **'Gender norms'** assign specific entitlements and responsibilities to men and women. As such, they determine the distribution of resources, wealth, work, decision-making and political power, and the enjoyment of rights and entitlements within the family as well as in public life. **Gender roles and relations** vary according to context and are constantly shifting.

The different roles given to men and women constitute what is called the **'gendered division of labour'**, in which certain forms of work (physical labour, cash-crop farming, managerial roles) are seen as 'men's work'. On the other hand, care work and homeworking, for example, are highly feminized activities that are directly related to women's responsibilities within the home and the extension of their domestic tasks. Such work is characteristically underpaid and non-regulated.

**Gender-based violence** is a form of discrimination that seriously inhibits women's ability to enjoy rights and freedoms on a basis of equality with men...Gender based violence, which impairs or nullifies the enjoyment by women of human rights and fundamental freedoms under general international law or under human rights conventions, is discrimination within the meaning of Article 1 of (CEDAW). ...any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life." "...any harmful act that is perpetrated against a person's will and that is based on socially associated differences between males and females. As such violence is based on socially ascribed differences. Gender-based violence includes, but it is not limited to sexual violence. While women and girls of all ages make up most of the victims, men and boys are also both direct and indirect victims. It is clear that the effects of such violence are both physical and psychological and have long term detrimental consequences for both the survivors and their communities.

**Gender-blind:** Gender-blind describes research, analysis, policies, advocacy materials, project and programme design and implementation that do not explicitly recognise existing gender differences that concern both productive and reproductive roles of men and women. Gender-blind policies do not distinguish between the sexes. Assumptions incorporate biases in favour of existing gender relations and so tend to exclude women.

**Gender Equality** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male

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<sup>9</sup> Adapted from [https://www.undp.org/content/dam/undp/library/gender/GenderEqualityStrategy2014-17\\_FR.pdf](https://www.undp.org/content/dam/undp/library/gender/GenderEqualityStrategy2014-17_FR.pdf)

or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration—recognising the diversity of different groups of women and men. Gender equality is not a ‘women’s issue’ but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

**Gender Mainstreaming:** Mainstreaming a gender perspective is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Gender Neutral policies:** Gender-neutral policies use the knowledge of gender differences in a given context to overcome biases in delivery, to ensure that they target and benefit both genders effectively in terms of their practical gender needs. Moreover, they work within the existing gender division of resources and responsibilities.

**Gender Parity** implies equal numbers of men and women at all levels of the organisation. It must include significant participation of both men and women, particularly at senior levels. Gender parity is one of several integrated mechanisms for improving organisational effectiveness.”

**Gender-transformative** refers to transforming unequal gender relations to promote shared power, control of resources and decision-making between women and men, and support for gender equality and women’s empowerment.

**Vulnerability:** Conditions determined by physical, social, economic, and environmental factors that increase the susceptibility of a community to the impact of hazards. The more vulnerable a community is to a natural hazard, the greater its disaster risk. Disastrous losses can result from natural hazards; but whether or not a disaster occurs, and how bad the disaster is, depends on the strength of the natural hazard, and on how vulnerable people are. Disaster risk can be reduced by reducing human vulnerabilities.

**Women’s Empowerment:** Women’s empowerment has five components: Women’s sense of self-worth; their right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power to control their own lives, both within and outside the home; and their ability to influence the direction of social change to create a more just social and economic order, nationally and internationally.” “The concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership

opportunities and participation in political institutions. And to exercise agency, women must live without the fear of coercion and violence.

**Women's Rights:** The human rights of women and of the girl child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community.